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IN THIS ISSUE

A SUMMARY OF

THE PHILADELPHIA AREA OLDER WORKER STUDY —  
a summary, c Philadelphia 1956.

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# **THE PHILADELPHIA AREA OLDER WORKER STUDY— A SUMMARY**

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**\*Ed. Note:** This entire BULLETIN is devoted to the presentation of a summary of the recently completed Philadelphia Area Older Worker Study.

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**T**HE Bureau of Economic and Business Research of the Temple University School of Business and Public Administration was organized to provide a vehicle for stimulating and coordinating analytical studies. Its primary objectives include (1) service to the alumni as well as to the faculty and students of the University by bringing to their attention pertinent developments in the world of business, and (2) service to business and government by making contributions to the solution of specific problems. To this end, the Bureau both carries on specialized research and publishes quarterly the **Economics and Business Bulletin**, containing some of the significant results of its current studies.

The reader's appraisal of the **Bulletin** and comments upon it are solicited. The Bureau also will appreciate receiving suggestions and requests for particular studies.

The opinions and views expressed in the articles contained in this **Bulletin** are those of the writers and cannot be construed as the official opinions or policies of the School of Business.

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# The Philadelphia Area Older Worker Study - A Summary\*

## INTRODUCTION

THE Temple University Bureau of Economic and Business Research and the Commonwealth of Pennsylvania, Department of Labor and Industry, Bureau of Employment Security began a continuing program of research and public education dealing with the employment problems of older workers in 1951. Since that date this joint program has involved detailed research dealing with a number of aspects of the age problem and employability and has resulted in the presentation of three joint statewide public conferences.

In the course of these programs it became evident that many were conscious that problems in securing employment were encountered by those over 45, though few had any real concept of what the difficulties were. As a result, a joint research program involving a statewide employer survey was undertaken in 1953 to point up the problem. In that study it was found that "45" was an arbitrary age adopted as a handy means of defining "older". In fact, with regard to employment, it was found that age restrictions began in the low twenties in some industries and occurred with increasing frequency as age rose. In that and subsequent studies of the problem, the most frequently cited upper age restrictions for males have been found between 40 and 50, but for females at from 35-45. One could only conclude that "old" meant different things under different circumstances. Because of the frequency of its citation in reported studies, 45 has become an accepted, though arbitrary definition of "older" and is now generally used to facilitate classification and use of data.

A second significant finding in the previous research was the evident lack of information about the age problem.

Industries, even those imposing age barriers, sometimes had no basis for establishing such arbitrary lines for employability other than a feeling that this was sound policy. The 1953 study did indicate some of the reasons given for imposing age barriers, along with the justifications therefore, and these were carefully studied. No basic pattern of adjustment or solution was found, although many different approaches were evident in different industries and companies.

As a result of this work dealing with the data developed for this Commonwealth, it was concluded that there was real need for continuing study of the problem. Public interest in and consciousness of the issues have increased markedly since these studies were presented, and the Pennsylvania State Fair Employment Practice Commission legislation adopted this year contained a prohibition against age discrimination.

In the light of this background, personnel of the Temple University Bureau of Economic and Business Research and the Pennsylvania Bureau of Employment Security reviewed the proposal of the United States Department of Labor for conducting further studies in this field in seven major labor market areas within the United States with real interest<sup>1</sup>. Their work had made it clear that there was need for a careful research analysis of the problem to delineate its specific elements for study and solution. The facts that this proposed study would involve seven areas, each with somewhat different characteristics and problems, and that it was designed as fact finding and experimental research, suggested that it would extend and supplement with real facts some of the preliminary work accomplished during the early years of the program in this State.

\*This Summary was prepared by John F. Adams, Rosella James and Samuel M. Wilson, all of the School of Business and Public Administration faculty and Roy B. Hackman of the College of Liberal Arts faculty. See also footnote 2, page 5, and footnote 3, page 6.

<sup>1</sup>The seven major labor market areas studied were Worcester, Massachusetts; Detroit, Michigan; St. Paul-Minneapolis, Minnesota; Seattle, Washington; Los Angeles, California; Miami, Florida; and Philadelphia, Pennsylvania.

## PURPOSE

In establishing this project the United States Department of Labor stated its purposes as follows:

"The project has many purposes. One is to promote appropriate inquiries and research into the major reasons for existing age limitations on jobs and job opportunities and on ways to help resolve them. Data collected will provide comparisons between older and younger workers and between older employed and unemployed workers. Such comparisons will permit appraisal of the work characteristics of older workers in their competitive quest for jobs. The results of the study should also provide information on the types of occupations and industries where older workers have been found most valuable and where they have the best chances for employment.

"On the basis of these data and information concerning employer attitudes toward the older worker, educational material will be prepared to encourage management to adopt policies and practices which will facilitate the employment and effective utilization of older workers. To assist employers in overcoming the problems created by hiring and maintaining these workers on the payroll, a case book of employer practices will be compiled, illustrating the manner in which such problems were successfully handled.

"Another aspect of the study will lead to the development and implementation of a program of local office services to older workers, including counseling, selective placement, individualized job development, training, and cooperation with various groups in the community. After the fact-finding studies have been summarized, the Department will develop an action program to assist states and communities in breaking down age barriers to employment through the presentation of publications, radio and television scripts, exhibits, and educational materials. The Department will also work directly with all other agencies and organizations concerned with employment problems of older workers . . . ."

## Scope and Content

Three types of studies were involved in this project. Accordingly, the materials were divided into three parts for presentation both in the original study

and in this summary. Broadly, Parts I and II were fact-gathering studies, designed to accumulate data for detailed analyses. Part III was a study of the problems of individual unemployed persons and the results of applying some specific experimental techniques of counseling and placement to these cases.

Part I of this study consisted of a survey of employers. Broadly, two types of data were collected. The first was essentially designed to discover employer attitudes toward older workers, and if possible, the reasons for them in terms of specific experiences or records. Also collected were data relating to programs and practices devised to deal with older workers. These data were obtained through the use of questionnaires and by personal interviews. The second type of information, also obtained from employers, consisted of employment history data concerning a sample of all employees. The latter was also obtained by survey, mail questionnaires and personal interviews both being used. Detailed analyses of these data by type and size of employer were the subject of Part I of this study.

After completion of these studies some specific examples of solutions or techniques developed for dealing with some of the more difficult older worker problems cited were sought. These data were presented in the form of case studies as a separate appendix to Part I of the study. Some of the more significant findings are summarized in this article as a part of the section dealing with the Employed Older Worker. This entire segment of the study was originally presented in a two volume set entitled, *The Employed Older Worker*.

Part II of this study dealt with the unemployed and was designed to obtain personal and social information from them on an individual basis for specific analysis. Personal characteristic and work history surveys of representative groups of the unemployed 45 and above, and below 45 were conducted in the Pennsylvania State Employment Service

offices. Ultimately, a group of employed workers was selected for similar study, and the same information was obtained for them. Detailed analyses of the histories, characteristics, and problems of the unemployed by age, industry, sex, and occupation and a comparative analysis of the results from samples of the employed and unemployed were presented in a two volume set entitled, *The Unemployed Older Worker*.

The third part of this report was presented in a volume entitled *An Experimental Analysis of Special Services Rendered to Older Workers*. This part of the study was designed to discover the specific problems and the value of some of the special services which were especially developed to aid the unemployed older worker.

#### ACKNOWLEDGMENTS

This research program was generally designed in Washington, D. C., by the United States Department of Labor in order that roughly comparable results might be obtained from each of the survey areas. The detailed planning, organization, and development of the specific phases of the program were undertaken jointly by the Pennsylvania Department of Labor and Industry, Bureau of Employment Security and the Temple University Bureau of Economic and Business Research.

In accordance with the over-all project design, all field work for Parts I and II was undertaken by the Temple University Bureau of Economic and Business Research, although the Bureau of Employment Security undertook responsibility for sample selection. All machine tabulations were prepared by the Bureau of Employment Security from raw data furnished by the University Bureau. The analyses for Parts I and II were prepared essentially by University personnel, though the personnel of the Bureau of Employment Security also contributed to these studies.<sup>2</sup>

Part III field work and the tabulation of results were carried on entirely by the Philadelphia district office and the Philadelphia local offices (including Upper Darby) of the Pennsylvania State Employment Service, although the Temple University Bureau staff participated in program planning and in some of the experimental work. Much of the analytical

of the Management Department faculty of the School of Business and Public Administration, supervised all the survey work. He was assisted in this by Mr. S. S. Aichele, Mr. Edward C. Cassel, Dr. Oscar S. Dooley, Dr. Harold M. Haas, Dr. Nathaniel Jackendoff, Dr. William J. McKenna, Dr. Marian Meinkeoth, Dr. Ingrid H. Rima, Mr. Louis W. Struve, all of the School of Business and Public Administration faculty. Graduate assistants and graduate students who participated in this work included Mr. Harry Canal, Mr. Howard B. Cooper, Mr. Louis Emanuel, Mr. A. M. Robin, Mr. Eugene Rubinstein, and Mr. George Saxton. Miss M. Adele Frisbie, of the Secretarial Department faculty, handled collection of materials, recording and office detail associated with the survey. The analytical work on the survey results was done by Dr. Samuel M. Wilson, who also prepared the report for this section of the study.

The Case Studies section of Part I of this report was based upon detailed studies of the practices and policies of a group of firms. All interviews and the resultant analytical write-ups were prepared by Dr. Samuel M. Wilson, and Dr. Harold M. Haas of the Management Department faculty, and Mr. S. S. Aichele of the Political Science Department faculty of the School of Business and Public Administration.

All field work among the unemployed for Part II was conducted in Pennsylvania State Employment Service offices by Temple University students selected from graduate and senior research and marketing seminars. The employed worker survey was conducted in the offices of employers or at the homes of employees by the same student personnel, augmented by some faculty personnel in cases where the situation seemed to require it. Mr. Clair J. Reilly, of the Marketing faculty supervised field activities directly and assisted in data development. Collection of material, recording, and office detail was handled by Miss M. Adele Frisbie, of the Secretarial Department faculty of the School of Business. Dr. John F. Adams, Mr. S. S. Aichele, Miss Rosella James, and Dr. William J. McKenna prepared the analyses of the data and the final report.

Original sample selection and all tabulations were prepared by the Pennsylvania Bureau of Employment Security under the direction of Mr. Irvin F. O. Wingard, Director, and Mr. John V. Feeney, Assistant Director of Research and Statistics. Both men also contributed much to the general analysis of the data. Mr. Lawrence Fawber of the Benefits Division under Mr. John Devaney organized and carried out all machine tabulations for this project. The personnel of the Research and Statistics Division prepared all mathematical calculations for all tabulations, except the tests for variability and significant differences, devised and developed by Miss Rosella James of the Statistics Department of the School of Business and Public Administration.

<sup>2</sup>The survey and field work for Part I of this study were conducted entirely by the Temple University Bureau of Economic and Business Research. Dr. Samuel M. Wilson,

work for and the preparation of the report was handled by the Temple University Bureau of Economic and Business Research.<sup>3</sup>

Although the above presents a rough delineation of responsibility for this project, the work was actually joint at all stages, and any attempt to separate the efforts would not be meaningful.

The work of the Pennsylvania Department of Labor and Industry, on this entire project was directed by Secretary John R. Torquato whose interest in and encouragement of this work were real factors in its completion. The assistance and cooperation of Mr. John F. Foy, Philadelphia Regional Director, United States Department of Labor, Bureau of Employment Security, and Mr. Harry Brown of that same office were also vital to its success.

The work of the Pennsylvania Bureau of Employment Security on this project

<sup>3</sup>The work on Part III of this study was largely conducted in the local offices of the Pennsylvania State Employment Service. Dr. Donald Cochrane and Mr. Rolland Wallis of the Pennsylvania Bureau of Employment Security State Office were assigned to guide this part of the project. At the District Office level, Mr. Charles P. Connolly acted as project director with Dr. George S. Snyderman as his coordinator. In each local office the Employment Service Supervisor was the coordinator. The employment counselor in each local office actually handled all call-ins of applicants. The counselor was assisted by all operating personnel in the local office, i.e., interviewers, employer relations representatives and veterans employment representatives.

Information and data about community activities with respect to aging were procured from Mrs. Esther Forstrand, Division on Aging, Health and Welfare Council; Mr. Randolph Wise, Commissioner of Public Welfare, City of Philadelphia; and Dr. Maurice E. Linden, Division of Mental Health, City of Philadelphia. In addition local office counselors utilized representatives from various community agencies and interested employers as parts of counseling panels.

The Temple University Bureau of Economic and Business Research undertook responsibility for preparing the final report. Dr. Roy B. Hackman, Director of the Temple University Bureau of Vocational Guidance and Counseling, was retained and given responsibility for this work. He attended many joint conferences, and rendered recommendations regarding many technical details in the organization, planning and conduct of the work, and analyzed and integrated the results into the final volume for presentation. Many members of both the Bureau of Employment Security, State and District Office staffs made contributions to this work, though final responsibility for the judgments and conclusions based upon the results are Dr. Hackman's.

was directed by Mr. A. Allen Sulcove, Executive Director of the Bureau. Since the beginning of the joint program described above, he has been the principal strength and source of guidance for it. He was assisted in this project, especially on Part III, by Mr. Charles E. Reeser, Jr., State Director of the Pennsylvania State Employment Service. All work on Parts I and II of the study undertaken by the Bureau of Employment Security was coordinated and directed by Mr. Irvin F. O. Wingard, Director of Research and Statistics. In the Philadelphia District Office of the Pennsylvania State Employment Service all work was under the direction of Mr. Daniel J. Littley, Manager, and coordinated by Mr. Charles P. Connolly, Assistant Manager.

All activity by the University related to this study was planned, organized, and supervised and the final reports were edited by Dr. John F. Adams, Director of the Bureau of Economic and Business Research of the Temple University School of Business and Public Administration.

Many in addition to those named participated in the project, but the list is too long to include. Certainly the cooperation of the unemployed, the employed, and employers, without which this study would have been impossible, should be acknowledged. Similarly the interviewers, faculty, and students of the University and staffs of the Benefits Division, and the Research and Statistics Division of the Bureau of Employment Security, and the staffs of all of the Philadelphia and Upper Darby local offices of the Pennsylvania State Employment Service deserve especial note.

## LIMITATIONS OF THE DATA

Employer and employed worker data collected for and used in this report were limited in some respects. First, the survey universe included all firms employing eight or more which were covered by the Pennsylvania Unemployment

Compensation Law or the Railroad Retirement Act. Those employing less than eight were therefore excluded.

Second, the rate of response was not as large as expected, nor was it proportionate from all industry and size groups. While it is believed that the data were representative for the universe and most industry and firm size groups, there may be some question concerning some cells where the response was small.

Third, the sample of employees was originally prescribed to relate to the year July 1, 1954, to June 30, 1955. However, so many firms requested permission to substitute calendar 1955 data that the procedures were modified to call for this substitution. A few firms — something less than 10 percent — however, did submit data on a fiscal year basis. Because there were no serious differences in economic conditions over the 18-month period involved, and because the data covered a full year in both cases, it was not believed that this difference seriously affected the results. In addition, some firms, either because they did not have the records or for other reasons, did not use a full year's experience to construct the sample. This resulted in some bias in results, particularly obvious in the turnover data.

Fourth, considerable difficulty was encountered in defining occupations precisely for both employed and unemployed workers. Two or three word descriptions are inadequate to permit accurate classification. The data are classified correctly to the extent possible with the material given, but some latitude must be assumed in this classification.

The data relating to unemployed workers were also limited in a number of respects. First, it must be noted that the entire unemployed sample was selected from walk-in traffic at the Pennsylvania State Employment Service Offices. Data for January, 1946, indicated an average weekly load of 50,350 in the Philadelphia offices of the Pennsylvania State Employment Service, of which

roughly 95 percent were claimants. This figure may be compared with the monthly total of 56.0 thousand in covered unemployment. However, total unemployment for the month was estimated at 109.2 thousand. Thus, the sample apparently relates to a group of the unemployed which constituted approximately 60 percent of the total unemployment for the area. Whether or not this sample from the Pennsylvania State Employment Service Offices was representative of the total is unknown. It was representative of the Pennsylvania State Employment Service traffic for the month covered. It must be clear, however, that any generalization based on these data relates only to this latter universe, and it may not be projected to the total.

A second limitation relates to self-selection among the younger workers. A smaller proportion of the selected group of those under 45 than of those over 45 were willing to take the time for the interview. As a result, there might have been some bias in the summaries of responses from this group.

Third, the period selected for survey was December 20, 1955 — January 26, 1956. Because of extreme weather conditions, this period showed considerably more than the usual seasonal slump, particularly in construction. As a result, the sample included a disproportionate response from certain industries. Moreover, a large part of this group was not the "problem" unemployed, in fact, was not even unemployed, in the sense that most expected to be called back to regular employment. Thus, allowance must be made for the bias that would result from including these responses.

Finally, some of the subsamples selected for both Part I and Part II analyses resulted in obtaining cell breakdowns which were too small to be significant or representative. Reference is made to this point many times in the text.

One additional comment may be worth noting. The periods studied, both the fifteen year (1940-55) and the three



year (1952-55) were ones of economic growth. The years were characterized by several periods of fairly sharp inflation and by tight labor market conditions. Thus, the fact that these findings do not emphasize the age problem as much as might be expected, or, conversely, the fact that they even suggest one, would likely mean that in a stable, economy the problem would be of far greater significance.

### STATISTICAL SIGNIFICANCE AND CONFIDENCE LIMITS

Values shown throughout the original analysis and in this summary have been derived from sample proportions. When a sample has been collected correctly, proportions within the sample are expected to be similar to those in the universe although not exactly the same. Therefore, samples showing different proportions may have been drawn from the same universe or from several universes containing equal proportions. If the difference between two sample proportions is large enough to warrant the belief that the samples came from universes with dissimilar proportions, the difference is said to be significant. A

statement that a "significant" difference exists indicates that the difference is too large to be reasonably attributed to chance.

The size of the difference expected varies according to the size of the sample, the sample proportion obtained, and the degree of confidence desired. In general, the larger the sample, the smaller the probable difference, which varies in this study from a spread of approximately 2 percentage points in the large samples to more than 50 points in the small subsamples.

Tests for significance were made by using tables which give 95 percent confidence limits for various size samples at varying sample percentages. These tables are presented in detail in, **THE OLDER WORKER, PART I, Vol. I, pp. B-12 to B-17 and PART II, VOL. II, pp. B-13 to B-19.** Any two sample percentages may be compared for significant differences by comparing the confidence limits. If the two sets of limits overlap, the difference between the two sample percentages is considered as not significant. Use of the term "significant" in all analyses presented hereafter is predicated on this.

## Part I THE EMPLOYED OLDER WORKER

Part I of the Older Worker Study was designed to obtain a description of employment and employer policies and practices in the Philadelphia area with especial regard to age. For that purpose representative samples of Philadelphia covered<sup>4</sup> and noncovered employers of eight or more workers were asked to supply certain basic information relating to their personnel policies and practices and employment histories for a sample of their employees. The results were tabulated and analyzed for presentation.

<sup>4</sup>Establishments employing 8 or more workers covered by The Pennsylvania Unemployment Compensation Law or by The Railroad Retirement Act.

All of the employer data were collected by the use of two mail questionnaires and personal interviews. Subsequently sixty-four employers who indicated particularly good practices with regard to older workers, as suggested by the data supplied, along with some additional firms known to have dealt effectively with a particular problem in this area were selected for special study and were interviewed.

### Sampling Designs — Response and Blow-Up

A representative sample of firms for survey was selected by the Bureau of Employment Security from the list of Philadelphia County covered employers.

The universe from which the sample was selected was the list of employers reporting under the Pennsylvania Unemployment Compensation Law at the end of the first quarter of 1955 (March, 1955). The sample was to be selected on the basis of industry classification and size of firm as measured by total employment. In order to facilitate the survey procedure, the initial selection was increased to allow for nonresponse. The universe of firms, employees, sampling percentages and the resultant sample, together with the desired sample allowing for nonresponse are shown in Table 1.

Following completion of the survey, the results were classified by industry and size of employer. (See Table 2 for distribution of respondents by size.) The sample response results for covered employers were then increased to represent the design originally established, i.e., 2.5 percent of total employment. (See Table 3.) It may be noted that the original sampling was based on four size groups, as follows: those firms employing 8-49, 50-99, 100-499, and 500 and over.<sup>5</sup> The expansion of the sample to the original design was also based on these size cells.

Finally, all sample data were increased to represent the universe. This was accomplished by increasing the sample data cell by cell to the total represented in the original tabulation of employment for the area. This "blow-up" factor, was applied to the data for each industry and original size class to obtain the final tabulations, on the theory that if the sample results were representative the pattern for the universe could be hypothecated in this manner. All tabulations used in the analytical study were for the universe and were obtained in this fashion.

<sup>5</sup>The employee sample for the questionnaire was designed in such a manner that the firms were asked to list the following percentages of their total employees during the one year period covered: 50 percent for firms with 8-49 employees; 8 percent for firms with 50-99 employees; 6 percent for firms with 100-499 employees; and, 3 percent for firms with 500 or more employees.

### Noncovered Employers

It was determined that the Philadelphia Study of Older Workers should also include a sample of noncovered employers and employees. Accordingly a list of noncovered firms, including government agencies, schools and other institutions employing eight or more was compiled. While there is no practical way of proving that the list is the universe, it is believed that all major employers were included and all noncovered groups were represented. From this list a sample was selected in the same manner as for covered employers. Since no actual universe data were available as a basis for applying a "blow-up" factor to the sample results, the data collected were used without refinement. (See Table 2.)

### INDUSTRIAL CHARACTERISTICS OF EMPLOYED WORKERS

The following section of this summary deals with employer policies and practices and employed older workers. Detailed comparisons of older employed and unemployed workers will be found in the summary of Part II of the report.<sup>6</sup> Other descriptive data concerning employment patterns and policies for covered employers from the Part I surveys are summarized in this section.

#### Concentration in Older Firms

Table 4 reveals that a large majority (74.7 percent) of all workers covered by this study was employed by firms which had been in operation for 25 years or more. Older workers were somewhat more heavily concentrated in the older firms. For example, 71 percent of the employed workers between 25 and 34 but 83 percent of those from 55 to 64 years were employed by firms 25 or more years of age. Except for those firms which were 5-9 years of age, there seemed to be a definite association between the age of the firm and the percentage of older workers employed.

Although not revealed in Table 4, the

<sup>6</sup>See pp. 33-43.

TABLE 1

FINAL ESTABLISHMENT AND EMPLOYEE SAMPLE PATTERNS FOR THE OLDER WORKER STUDY  
IN PHILADELPHIA COUNTY, PENNSYLVANIA, BASED ON EMPLOYMENT<sup>1</sup>, MARCH, 1956<sup>2</sup>

Establishment Size Group (Number of Employees, March, 1955)	Distribution of all Covered Es- tablishments and Employment by Size for March, 1955		Sampling Percentages		Number of Establish- ments	Sample Employees	
	Number of Es- tablishments	Number of Employees	Establish- ments	Employees		Number	Percent of Universe
Total -- All Sizes	10,326	681,103			1,284	17,014	
8-49	8,070	149,436	5%	50%	404	3,736	2.50%
50-99	1,161	79,734	32	8	372	2,041	2.56
100-499	940	191,131	40	6	376	4,587	2.40
500 and Over	155	260,802	85	3	132	6,650	2.55
Desired Sample Increased to Allow for Nonresponse							
Total -- All Sizes	10,326	681,103			1,627	21,097	
8-49	8,070	149,436	6.67% <sup>3</sup>	50%	538 <sup>3</sup>	4,943 <sup>3</sup>	3.33% <sup>3</sup>
50-99	1,161	79,734	40.04 <sup>4</sup>	8	464 <sup>4</sup>	2,551 <sup>4</sup>	3.20 <sup>4</sup>
100-499	940	191,131	50.04 <sup>5</sup>	6	470 <sup>5</sup>	5,734 <sup>5</sup>	3.00 <sup>5</sup>
500 and Over	155	260,802	100.05 <sup>5</sup>	3	155 <sup>5</sup>	9,824 <sup>5</sup>	3.00 <sup>5</sup>

<sup>1</sup>Covered by the Pennsylvania Unemployment Compensation Law.

<sup>2</sup>The universe of noncovered firms is unknown. See text for description of method of selection of sample of participants.

<sup>3</sup>Allow for 25 percent nonresponse among establishments in this size group.

<sup>4</sup>Allow for 20 percent nonresponse among establishments in these size groups.

<sup>5</sup>Allow for 15 percent nonresponse among establishments in this size group.

TABLE 2

SAMPLE OF FIRMS ACTUALLY RESPONDING TO PHILADELPHIA EMPLOYER SURVEY, CLASSIFIED BY SIZE

	Number of Firms	Number in Employment Sample
Covered		
8-49	231	2,170
50-99	203	1,805
100-499	231	3,029
500 and Over	65	3,075
Noncovered		
8-49	8	111
50-99	6	30
100-499	12	161
500 and Over	18	2,340

TABLE 3

EXPANDED SAMPLE OF COVERED FIRMS RESPONDING FOR THE EMPLOYER SURVEY, PHILADELPHIA<sup>1</sup>

	Size of Firm				
	Total	8-49	50-99	100-499	500 and Over
Number of Firms					
Construction	74	35	24	14	1
Manufacturing	445	98	98	162	87
Transportation, Communication & Public Utilities	61	16	12	21	12
Trade	293	151	49	106	27
Finance, Insurance and Real Estate	84	28	21	26	9
Service	137	69	29	33	6
Other	5	2	2	1	0
Total	1,099	399	235	1,123	142
Number in Employment Sample					
Construction	837	302	140	380	115
Manufacturing	7,912	1,138	905	2,566	3,303
Transportation, Communication & Public Utilities	2,078	161	104	321	1,492
Trade	4,075	1,319	470	850	1,436
Finance, Insurance and Real Estate	1,267	246	130	374	517
Service	1,350	564	246	384	156
Other	36	20	8	8	0
Total	17,555	3,750	2,003	7,783	7,019

<sup>1</sup>Establishments employing eight or more workers covered by the Pennsylvania Unemployment Compensation Law or by the Railroad Retirement Act.

TABLE 7  
PERCENTAGE DISTRIBUTION OF EMPLOYMENT BY PENSION PLAN COVERAGE,  
BY AGE AND INDUSTRY, FOR PHILADELPHIA, JANUARY, 1956

Age Groups	Total	Manufacturing			Trans., Comm., and Pub. Util.	Trade	Fin. Ins., and Real Estate
		Construction	Durable	Non-durable			
Total	58.0	41.0	53.4	64.6	42.9	56.1	68.1
Covered	42.0	59.0	46.5	35.4	57.1	43.9	31.9
Under 25	61.0	22.5	50.9	66.3	40.6	65.7	74.1
Covered	39.0	77.5	49.1	33.7	59.4	34.3	25.9
25-34	62.2	44.9	55.8	67.1	41.7	63.4	76.5
Covered	55.1	55.1	44.2	32.9	58.3	36.6	23.5
Noncovered	37.8	45.1	50.5	61.0	40.8	63.3	69.0
35-44	42.9	54.9	49.5	39.0	59.2	36.7	31.0
Covered	58.0	38.2	58.3	72.9	46.5	52.3	60.2
Noncovered	42.0	61.8	41.7	27.1	53.5	47.7	39.8
45-54	54.2	43.8	50.4	56.1	44.8	44.9	65.2
Covered	45.8	56.2	49.6	43.9	55.2	55.1	34.8
Noncovered	45.3	38.4	46.8	56.8	37.0	41.7	48.8
65 and Over	54.7	61.6	53.2	43.2	63.0	58.3	51.2
Covered	54.7	61.6	53.2	43.2	63.0	58.3	51.2
Noncovered	54.7	61.6	53.2	43.2	63.0	58.3	51.2

1Transportation, Communication, and Public Utilities.  
2Finance, Insurance, and Real Estate.

TABLE 8  
PERCENTAGE DISTRIBUTION OF COVERED EMPLOYMENT BY PENSION PLAN COVERAGE  
BY AGE FOR OCCUPATIONAL GROUPS, FOR PHILADELPHIA, JANUARY, 1956

Age	Total	Professional and Managerial		Clerical and Sales		Production and Maintenance	
		Pension	No Pension	Pension	No Pension	Pension	No Pension
Total	100.0	7.4	3.1	20.2	8.2	30.4	30.7
Under 25	100.0	2.0	1.0	42.5	15.3	16.5	22.7
25-34	100.0	10.2	2.9	23.8	7.2	28.2	27.7
35-44	100.0	8.6	3.2	15.2	7.7	33.3	33.0
45-54	100.0	8.2	3.2	18.4	7.6	33.4	31.0
55-64	100.0	5.3	3.8	13.4	7.1	35.2	34.9
65 and Over	100.0	4.0	5.8	11.8	8.9	29.3	40.0

TABLE 4  
PERCENTAGE DISTRIBUTION OF EMPLOYMENT BY AGE OF FIRM AND  
AGE OF EMPLOYEES FOR PHILADELPHIA COVERED EMPLOYEES, JANUARY, 1956

Age of Firm	Percentage Distribution of Employees by Age Groups							
	Total	Under 25	25-34	35-44	45-54	55-64	65 and Over	100.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5	3.2	4.6	4.8	2.9	2.7	1.4	1.0	1.0
5-9	6.8	8.8	7.4	6.8	6.5	4.8	5.9	5.9
10-14	2.1	4.2	1.8	2.5	1.7	1.4	1.3	1.3
15-24	13.2	9.6	15.0	15.5	13.2	9.4	12.9	12.9
25 and Over	74.7	72.6	71.0	72.3	75.9	83.0	70.9	70.9

TABLE 5  
PERCENTAGE DISTRIBUTION OF EMPLOYMENT BY SIZE OF FIRM AND  
AGE OF EMPLOYEES FOR PHILADELPHIA COVERED EMPLOYEES, JANUARY, 1956

Size of Firm	Percentage Distribution of Employees by Age Groups							
	Total	Under 25	25-34	35-44	45-54	55-64	65 and Over	100.0
Total	100.0	11.7	22.6	23.8	22.8	14.9	4.2	4.2
8-49	100.0	13.0	25.1	22.7	21.0	13.2	5.0	5.0
50-99	100.0	12.8	20.8	24.1	24.1	14.8	5.4	5.4
100-499	100.0	12.0	21.1	23.6	23.6	14.8	5.2	5.2
500-999	100.0	12.3	22.2	24.9	23.3	14.1	3.2	3.2
1,000-4,999	100.0	10.3	24.5	24.3	23.8	14.5	2.6	2.6
5,000 or More	100.0	10.6	21.2	22.6	20.0	22.3	3.3	3.3

TABLE 6  
ANNUAL TURNOVER RATES BY AGE AND SEX FOR PHILADELPHIA COVERED EMPLOYEES  
JANUARY 1 - DECEMBER 31, 1955

Age of Employee	Hiring Rates		Separation Rates	
	Total	Male	Total	Female
Total	25	21	34	20
Under 25	73	75	71	56
25-34	30	27	38	28
35-44	21	17	28	13
45-54	14	12	18	9
55-64	8	8	8	6
65 and Over	8	8	23	22

study also showed that older workers accounted for 27.1 percent of the employment in firms under five years of age; 36.4 percent in firms 5-9 years of age; 30.7 percent in firms 10 to 14 years of age; 27.8 percent in firms 15-24 years of age; and 44.3 percent in firms which were 25 or more years of age. The detailed survey indicated one exception, in that firms in the finance, insurance, and real estate category did not conform to this general pattern. This tendency, however, was most prevalent in the transportation, communication, and public utilities, manufacturing and trade categories.

### Older Workers and Size of Firms

Table 5 shows that the firms with the fewest employees had a smaller percentage (39.2 percent) of older workers than those with larger numbers. The two size groups employing 500-999 and 1,000-4,999 had slightly larger percentages of older workers (40.6 percent and 40.9 percent, respectively), while those with 5,000 or more had the largest percentage of older workers (45.6 percent). This general pattern, however, did not prevail among all older age categories. Among those 65 years of age and over, the three largest firm size categories had much smaller percentages than the smaller firms. However, firms employing 5,000 or more had a significantly larger percentage of employees in the 55-64 age group.

The study also revealed that more older men than older women were employed in each of the size groups. Indeed, there appeared to be a very significant difference in the general patterns for men and women. The largest firms had the smallest percentages of older women, but the largest percentages of older men. Nevertheless, men who are 65 and over were much more concentrated in the smaller firms. Except for the smallest size firms, this characteristic was even more pronounced for the female segment of the work force.

### Annual Turnover Rates

Total hiring and separation rates were broken out by sex and are presented in Table 6. The total hiring rate for all industry (combined for men and women) was 25. The total separation rate was 20. As would be expected, the hiring and separation rates for younger workers were much higher than those for workers 45-64. For example, those 25-34 had a hiring rate of 30 and a separation rate of 28, but for those 55-64 the hiring rate was 8 and the separation rate was 6.

Except for male workers between 55-64 and those under 25, men of all other ages tended to have lower hiring and separation rates than women. The hiring rates were composed primarily of "new" hires, and quits and layoffs were the chief causes for separations, except for those in the 65-and-over category. The chief reason given for separations for this oldest age group was "miscellaneous" which included a large number of retirements.

Turnover rates were significantly lower for both men and women in the older worker category, except for the separation rates for those 65-and-over. The detailed analysis also showed that older workers in service, semi-skilled and unskilled occupations had higher hiring rates than those in other occupations. Professional, managerial and skilled occupations had much lower separation rates than the average for all occupations. Older women, however, had lower separation rates than older men only in the managerial, skilled and semi-skilled occupations.

### Pension Plan Coverage

The data presented in Tables 7, 8, and 9 show the patterns of pension plan coverage for all those firms which reported whether or not they had a pension plan for any of their employees.<sup>7</sup> The survey revealed that 90.3 percent of the employment covered by the survey was

<sup>7</sup>Data for firms not responding to this question were omitted from this analysis.



in firms which reported information on the existence (or nonexistence) of a pension plan.

Table 7 shows that 58 percent of all the workers included in the firms responding to this question were covered by a pension plan. The construction, nondurable goods manufacturing and service industries had the highest percentages of noncovered employees. Durable goods manufacturing, trade, finance, insurance and real estate were all industries in which a higher than 60 percent coverage of employees was reported.

Except for finance, insurance and real estate, the older employees covered by a pension plan represented a smaller percentage of all employees in their age categories than those not covered by pension plans. There was a definite association between pension coverage and age of employees. The older employees did not have the same degree of pension coverage as their younger counterparts. The tendency in practically every industry (excepting durable goods manufacturing and finance, insurance and real estate) was for the percentage not covered to increase with age. This tendency was particularly prevalent among those over 55. Nevertheless, except for the service industry a rather large percentage of employees who were 65 and over had pension coverage, but the range among industries was great, as for example, from 38.4 percent in construction to 82.4 percent in finance, insurance and real estate.

Table 8 gives the percentage distribution of employment by pension plan coverage by age for three occupational groups. About twice as many were covered as not covered in the professional and managerial occupations. A larger majority of those in clerical and sales occupations and about half of those in production and maintenance occupations were covered. Except for those under 25 years, pension plan coverage decreased as age increased in the professional and managerial, clerical and

sales occupations. The percentage of those with or without pension coverage was approximately the same for production and maintenance employees except for those under 25 years and for those 65 and over. Both of these age groups, i.e., the youngest and the oldest for this occupational category, had a much higher percentage who were not covered by pension plans.

### Turnover Rates and Pension Plans

As shown in Table 9, the existence of a pension plan appeared to be associated with hiring rates. Hiring rates tended to be higher for workers without pension coverage. This was particularly true for those 45 years of age or older. The hiring rates were much higher for those without pension coverage in the two categories representing the oldest workers.

Separation rates were also higher for workers covered by pension plans. The only age categories where this characteristic was significant, however, were under 25 and 65 and over. These two age groups showed a much lower separation rate for those without pension coverage. The real important factor, however, was the very high separation rate for workers with pension plans who were 65 and over. This rate was not caused by quits or layoffs but by "miscellaneous" separations which were attributable primarily to retirement.

**TABLE 9**  
**Annual Turnover Rates by Pension Plan Coverage and Age for Philadelphia Covered Employees**  
**January 1 - December 31, 1956**

Age Groups	Hiring Rates		Separation Rates	
	No Pension	No Pension	No Pension	No Pension
Total	23	29	25	19
Under 25.....	77	82	76	34
25-34 .....	25	34	31	30
35-44 .....	18	28	15	14
45-54 .....	11	18	10	9
55-64 .....	4	11	6	7
65 and Over	3	13	43	14

## **OLDER WORKER PROBLEMS AND SUGGESTED SOLUTIONS**

Solving the problems associated with the older worker in industry requires more than the recognition that problems do exist and even more than a firm understanding of the problem. Indeed, one of the primary steps in solving these problems is to determine and define who or what groups are responsible for their solutions. Except for the last few decades, the problems of the older worker were thought to be his own or, at the most, problems which the individual's immediate family would have to solve. At present, however, many business firms as well as the local, state and federal governments have assumed some of the responsibility for solving certain economic as well as social problems which seem to lie totally or partially outside the sphere of individual actions.

The discussion of this age problem with 64 individual companies in Philadelphia indicated that there were no companies unaffected by it in some manner. At the same time, it was evident that only some company managements had assumed definite obligations for the employment and well-being of their older workers. Many of these latter companies indicated plans which were intended to ameliorate some of the problems associated with growing old. However, the very nature of much of the work in some companies or industries tended to create specifications including such items as "strong", "vigorous" or "younger" persons. For companies in these cases to undertake a program to solve the problem by hiring older workers who could not do the job adequately would lead to lower profit margins and severe competition from other firms not attempting to make similar provisions. Indeed, this study showed that philanthropic methods used by a company to help its older workers were of little real value. It was clear that the basic remedy, if it was to succeed, had to be founded on good business practice.

The discussions also showed that there was no simple or direct answer to the question: Who is responsible for the solution of older worker problems? It is rather obvious that this obligation rests partly with the individual, partly with the management of business concerns and partly with society. The state and federal governments have taken leadership in securing some responsibility for certain broad programs and/or systems which tend to assist in the solution of the problems of the aged, as also have many managements. Thus, to be realistic, we must acknowledge the fact that this is a tri-party type of responsibility of varying complexity and importance.

The remainder of this section will detail the specific plans of action suggested by management personnel which each of these groups might take to reach practical solutions to many of the problems relating to the older worker in American industry.

### **A Plan of Action for Management**

The managements of many firms have not recognized the need for or the desirability of establishing policies and promoting techniques which might assist the older worker in remaining with the firm or making possible the hiring of others who come seeking employment. Company managements do not usually become interested in the techniques of assuring a fair opportunity for those over 45 until they recognize the need for using such personnel and the various benefits which will be derived from taking the necessary actions. The case studies presented as part of this survey revealed that older workers were very efficient on many jobs, contributed to lower personnel turnover and absenteeism, and that many times they were steadier and more loyal to the firm. Therefore, it is believed that management personnel would be justified in considering the most significant problems cited and the possible solutions presented below.

### **The Problem of Management Attitude**

Management personnel interviewed suggested that, in general, too much emphasis is placed on age. They stated that the factor of age is being used too extensively as a common denominator upon which all other personal qualifications are based. The professional personnel manager is well aware of the fact that no one factor—not even age—should be used to reflect the entire profile of an employee. However, as a means of facilitating work procedures, age is used extensively as a common selection factor and, unfortunately, a common barrier for those who are “otherwise” qualified for many jobs, either in terms of hiring, transfer between jobs or promotion in the job.

It was often indicated that the management of each company might analyze each of its jobs to determine which could be satisfactorily performed by normal older workers and by handicapped older workers, i.e., those limited in some manner by such physical difficulties as poor hearing, poor eyesight, heart ailments, arthritis and other impairments generally related to age. It was believed that much could be done by establishing minimum personal qualifications for each job and categorizing or pinpointing those which lend themselves particularly to the employment of older persons.

### **Use of Job Transfers**

It was also pointed out in many cases that persons who become “handicapped” with age may have to be separated from a company’s employment unless management actively pursues a course of transferring workers to more suitable jobs as the workers’ capacities change with age. Management personnel indicated that every company has a limited number of jobs to which older workers might be transferred; however, they observed that such jobs should probably be filled by older employees who had trouble with a more difficult job. One might observe that if job transfers throughout indus-

try were made according to job requirements and personal qualifications which changed with age, a multitude of older workers could continue to have meaningful and productive lives over a longer period of time.

### **Pension Plan Problems**

Nearly all respondents indicated that the managements of some companies may assume that the essential problem of growing old is a financial one. Those holding this view, it was said, believe that providing older workers with a reasonably adequate pension supplemented by Federal Old Age Insurance fulfills whatever obligations management might have in this area. Pension plans are desirable; however, the survey showed that about 42 percent of all employees were not covered by pension plans and that the proportion of older workers who were not covered was even larger. It was frequently recognized, however, that any solution to the financial problems associated with the aged would require more widespread use of pension plans.

The existence of pension plans seemed to restrict the hiring of older workers, especially those 55 or more years of age who were seeking employment. Some suggested that pension plans should be flexible enough to permit employment of a person at any age with the provision that he would be eligible for only a limited or prorated share of this pension. It was also suggested in a few cases that pension plans should not hamper the employment of older persons, but should be so organized as to permit them to waive their pension rights.

It was also recognized that pension plans also tended to force persons to retire at a particular age. Again, age was being used too much as a common denominator. Furthermore, most stated that retirement was not the answer many persons wanted or needed. Many would rather remain on some job which they could do at least reasonably satisfactorily on either a full-time or part-time basis. Preparation for retirement, a gradual

retirement and a meaningful and interesting life in retirement were also cited as elements in the total solution to this problem.

### **Lack of Flexibility**

Management personnel cited the fact that the worker, as he grows older, should also recognize that he is in a changing world. He himself must recognize that his capacities have changed with age and his job may also have changed because of technological advancements. Thus, the individual worker should become positive in his thinking and flexible in his attitude toward the possibility of transferring to easier jobs, promotion to jobs requiring less physical but perhaps more mental effort, and/or taking training for more advanced or technical work, even though it may mean more effort and responsibility or lower compensation.

### **The Turnover Problem and the Attitude it Generates**

The average individual who becomes unemployed and/or seeks new employment after he has reached the age of 45 or 50, it was indicated, is greeted with a certain amount of scepticism if he has held several jobs with different firms unless he also brings an indisputably good record with him. This tendency was more prevalent in some industries and companies than others. However, management personnel in most firms indicated that they tended to look with distaste on the "rolling stone". It was also pointed out that a reasonable amount of experience with different companies and different jobs was an asset, but too much could be an extreme liability, especially when one was an older worker actually seeking employment because of lack of work.

Management felt that in many cases it was probably justified in its attitude concerning this turnover problem because it might well be a reflection of an individual's inability to hold a steady job. Age might or might not be an additional factor; however, the factors

which made the individual unable to hold a steady job might not only cause him to become unemployed but also might make him unemployable. Older workers, they felt, should guard themselves especially against this threat.

### **Training Problems**

It was clearly indicated that older workers who were already trained or did not require any special training did not represent the same problems as those whose skill and training were inadequate or who had to undergo new or additional training. The survey revealed the significant fact that those employers who were willing to train older workers extensively for jobs were very few. Management pointed out that it is difficult to justify the costs of training older workers when the labor market already has trained people who are seeking employment or young people who are willing to be trained. Most employers, however, indicated that they would attempt to train or retrain some of their own older workers if this became necessary in lieu of laying them off. One company included in this survey, for example, cited its progress in training older workers for a particular large-volume job. The management of this company was hesitant at first, but a training program was established for older workers hired for this particular job. They found that the adage that "you can't teach an old dog new tricks" just was not true. They observed that management might well become more aware of the tremendous possibilities and advantages of training older workers.

### **Retirement Problems**

It was an accepted fact that there was no "best" or "proper" age for retirement applicable to everyone. Some pointed to the fact that our old age insurance system permits payments at age 62 for eligible women and 65 for eligible men. However, it was often noted that the average age for those applying for old age insurance was between 68 and 69 years.

Retirement presents several problems associated with preparation for retirement, forced versus voluntary retirement, total versus partial retirement, loss of income in retirement and the loss of a meaningful and productive life in retirement. It was pointed out that there is no standard or ideal answer to these problems, but that all of them have to be recognized and dealt with realistically if a practical and effective solution is to be found.

**Plans for Automation (Technology) Which Aid the Older Worker.** Automation is a modern term which, if used in a broad sense, refers to a variety of technological developments. Automation and changes in technology have had a tremendous and positive influence on the use of older persons. Company after company referred to the fact that the heavy loads and much of the hard physical labor in their plants had been transferred from the backs and arms of men to machines or materials handling equipment. Many operations in these plants are "paced" by machines and the physical work is very light. The survey represented thousands of older workers who would not have been able to continue with their jobs were the companies still to operate under the technological conditions of only three or four decades ago.

It is true, however, that some technological changes do not make for easier or lighter jobs, but many make them more technical or monotonous or, perhaps, may establish higher intelligence and skill requirements. Such changes were not found to be conducive to the employment of older workers. Fortunately, the bulk of the changes discussed by management seemed to favor older persons. It also appeared that management had become more aware of this situation and planned to foster the procurement and use of modern equipment and machines, having recognized that this would not only keep the company prosperous but also might make

it possible to use more older workers within the company.

**Use of Physical Examinations.** It was suggested that more extensive use might be made of physical examinations in hiring, promoting, transferring and retirement of older workers. Some companies reported the use of physical examinations in a very effective manner. If the person, regardless of age, was physically qualified for employment, company management considered him for an appropriate job opening, when available. Furthermore, if a person was capable and was also physically able to continue work, they pointed out that he should not be forced to retire. Thus, physical examinations, if fully and properly used, could help to overcome the tendency to let age alone become a common denominator.

**Develop Better Ways to Measure Progress.** It seemed evident that management felt that it could not formally evaluate its progress in pursuing certain policies and practices unless it had some tangible way of measuring effects. It is natural for the normal manager to become interested or disinterested in a program or plan of action only when a tangible yardstick has been developed to indicate whether the program is successful. In order to cultivate interest in older worker problems, therefore, management felt that simple instruments which could be used to measure or indicate the effects of its decisions pertaining to the older workers should be developed. The following measurement devices which were mentioned may be suggested for use: (1) Productivity or standard hour reports separately for older and younger workers, (2) Merit ratings, (3) Absentee rates, (4) Turnover rates, and (5) Unit cost reports. These and other techniques could be used to compare older with younger workers as well as to compare older workers with each other.



**Development of Broader Medical, Hospitalization and Disability Insurance Plans.** Many company managements indicated consideration of health and medical care problems of older workers. This raises the question concerning the advantages or practicability of providing employees with adequate medical, hospitalization and disability insurance. Generally it was felt that the employees should share in the costs of these programs. Several different plans and a variety of specific provisions were suggested (and are available from most organizations providing this type of insurance protection). The point is that management felt the same consideration should be given in helping to meet the problem of the increasing tendency to disability as age increases.

**Develop a Common Sense Retirement Policy and Plan.** Pension plans give the retired worker financial security; however, most companies interviewed indicated in discussion and by their practices that they believed older persons needed more than this. Complete retirement at a specific age may be an extremely poor policy as it affects both the physical and mental well-being of the individual as well as the company and the economy. The basic factors which management suggested for consideration in determining retirement policies which are realistic and based on common sense seemed to involve the needs of the company on the one hand and the physical condition and desires of the individual on the other.

#### **Suggestions for Individuals**

The management personnel of most of the companies contacted in this study expressed the belief that older workers were not fully aware of the significant role which their attitudes, past history, and physical fitness normally play in their employability. It was their feeling that the older worker should recognize that his qualifications must be taken into consideration when a company is considering him for employment. Several

factors which should influence the individual's actions and which will affect their employability, especially when they are older workers, were pointed out by company management. These factors were:

1. The individual should keep himself in as good health as possible by observing the necessary rules for maintaining physical well-being.
2. The individual should not drift from one job to another, but should settle down with one company before becoming an older worker;
3. The individual should be willing (if necessary) to waive his "rights" under a pension plan;
4. The individual should become versatile in order to be available for a wider category of jobs;
5. The individual should be willing to take less favorable jobs and at lower rates of pay as he grows older if his situation (skill or trade) demands it;
6. The individual should be more willing to accept training on new machines and in new ways and methods of performing jobs;
7. The individual, while young, should educate, train, or prepare himself in some way for lighter work, such as that of a technician or supervisor before he grows too old for his normal work;
8. The individual should recognize his own responsibility for preparing for retirement.

#### **Suggestions for Labor Unions and Other Public-Minded Organizations**

It was management's view that, generally speaking, labor unions have promoted the cause of the older worker. In most cases, it was pointed out, unions have urged the use of seniority, have demanded limitations on the number of apprentices, have fought for better health, medical and disability, and old age insurance programs and have supported government legislation designed to assist older workers.

There are many nonprofit and public-minded organizations which either employ or encourage and give assistance to the aged. Many of these organizations are not only performing a desirable service but they also support manage-

ment as well as local, state and federal government programs and legislation designed to help older persons in our society.

It was suggested that when labor unions face this type of problem, they not only continue to promote their own policies and practices but support the programs and techniques for aiding the older worker which are promoted by either management and/or governmental agencies. Union leaders, it was felt, should have concern primarily for the needs of their membership and should serve as their spokesmen on all problems in this area.

Labor and public-minded organizations, it was felt, should give greater support to more flexible pension plans, better health, welfare and sickness insurance and benefits programs, training programs, and to a broader old age insurance program.

#### **Suggestions for Government**

Management personnel, in general, pointed out that the federal, state and local governments have done a great deal to improve the lot of older persons. Nevertheless, there remain many areas for improvement. Some of those mentioned in a constructive way are presented below.

**Help Make Management and the Public Aware of the Problems.** Management noted that studies of this type have generated factual and valid information which must be disseminated to management and to all employees everywhere if they are going to become aware of the older worker problems and interested in their solution. It was also felt that responsible governmental organizations at the local, state and federal levels might consider broadening this program and seeing to it that findings are disseminated in the form of pamphlets, articles, and posters for educational purposes. This educational program is thought to be vital to the success of the program. It was also the consensus that these materials could and should be kept

simple, straightforward and indicative of positive action programs.

**Hold Public or Interested Area Conferences on Older Worker Problems.** Management personnel generally felt that the materials generated by the above suggestion could also be used along with other information for presenting programs or public conferences in most of the large industrial centers. It was suggested that a series of management-labor conferences might be held over a period of time which would present in some detail the specifics of major problems, their possible solutions and examples of possible solutions drawn from the programs of the managements of local companies.

**Give Unemployed Older Workers Special Assistance.** Nearly all management personnel felt that the unemployed older worker normally had more difficulty in finding a satisfactory job than did the younger person who was unemployed. Therefore, the local employment offices should plan to give the older worker additional attention and assistance. In larger cities or industrial centers it was suggested that one person in each local employment office be given full-time responsibility for developing programs and the techniques for assisting older people who are seeking employment.

**Help to Develop a Technique for Measuring Progress.** It was suggested that the Department of Labor might also encourage positive action in improving the lot of older workers by contributing to the development of a simple measurement device or formula which would help to indicate the success of steps taken as well as the amount of progress being made locally or throughout the United States to assist the unemployed who are over 45. Other measurements suggested for use by company management need to be developed to test individual results, as well.

**Improved Old Age Insurance.** Some management personnel indicated that the Social Security Act needs some revision

in two areas. First, it was suggested that there is need for broadening and extending the coverage for disability to workers of any age. Second, some felt that old age insurance payments were somewhat inadequate, with the result that some persons who should otherwise retire had to continue to work beyond age 65. Others suggested that some revision was in order to permit more partial employment, pointing out that some

are either partially or completely forced out of the labor market because they cannot receive old age insurance payments until they reach age 72 if they earn more than \$1,200 per annum and \$80 per month. It was also suggested that this change would eliminate the existing inequality which favors those older people who have pensions or other "unearned" income and also are eligible for old age insurance payments.

## THE UNEMPLOYED OLDER WORKER

### Part II

Part II of the Older Worker Study was designed to obtain a detailed characterization of the unemployed. For that purpose a sample was designed from a survey universe made up of all unemployed persons who called at the office of the Pennsylvania State Employment Service during a specified time period. The sample contained two types of persons: claimants, that is persons who during a specific week filed a waiting period or compensable claim for total unemployment; and nonclaimants, that is, all other persons who appeared in the local offices and who were totally unemployed for at least one week immediately prior to their visit.

The purpose of the survey was to obtain detailed information concerning the sample in order to determine whether any specific characteristics could be associated with unemployment or employability. The method of collecting the data involved personal interviews, with questions designed to obtain personal as well as vocational information from the respondent covering a three-year period. These data were then classified and analyzed.

#### METHODS OF COLLECTING DATA

Interviews began December 16, 1955, in all of the offices of the Pennsylvania State Employment Service located within the city limits of Philadelphia. In addi-

tion, interviews were also conducted in the local office in Upper Darby. To conduct the interviews, personnel were recruited from the graduate and senior research seminars and the marketing research classes of Temple University. The personnel selected were given two days of intensive training before assignment to local offices for work.

#### Sample Design, Response, and Blow-Up

In order to assure the randomness of the sample selected it was determined that a specific social security digit selection procedure should be used. On the basis of work-load for a normal week the Bureau of Employment Security and Temple University Bureau of Economic and Business Research personnel estimated that use of a two percent sample of those under 45 and of three percent of those over 45 in a four-week period would produce the number of interviews required.

It may be noted in passing that the rate of response was poorer among those under 45 than among those over 45. In selling the idea of an interview to the individuals concerned, it was discovered that those under 45 were considerably less willing to spend their time and/or to give the information, sometimes rather personal in nature, to the interviewer simply on the grounds that they were experiencing no problem on

the age score, at least. Older persons, on the other hand, were usually willing to submit to the interview—and sometimes one volunteered although he was not accepted—because he had experienced an age barrier to his own employability.

The second part of the operation involved securing a more detailed 15-year work history from a subsample of 400 of the respondents over 45. It was determined that this group should be selected at the same time as the basic sample and that those selected should be given both interviews at the same time. Accordingly, 40 percent of those 45 and over selected for the characteristics interview were also selected (again by a social security digit procedure) for this interview. This group became the universe from which the cases to be used for experimental purposes in Part III were selected.

Before any analysis of the data was attempted, the sample results were increased to the universe for the period during which the sampling procedure was carried on. As was noted earlier, it was determined that three-fifths, or roughly 60 percent, were under 45. The total number of respondents under 45, thus, was increased to represent three-fifths of the universe, that above 45 to represent two-fifths of the universe. All results shown in tabular form reflect the universe as represented by the sample data collected. Thus, on the theory that all data were representative, it may be hypothesized that these materials reflect the actual experience for these two age groups which together constituted the unemployed labor force during the period of this study.

#### **Employed Workers**

The last step in preparing data for this section involved securing interviews from a number of presently employed workers over 45. The purpose of this was to obtain detailed work histories covering a 15-year period for a matched sample for comparison with

similar materials for the unemployed over 45.

The basic sample used for this purpose was made up of the unemployed cases selected for detailed study in Part III of this report. Employed workers with the same age, sex, and occupational and, to the extent possible, industrial characteristics were selected from the sample of employed workers obtained in the Part I study. Difficulties in matching made it necessary to modify these criteria, especially with regard to age. The original age criterion which allowed a five-year variation was increased to ten years in some instances to obtain a match.

The interviews with the employed workers were obtained in several different ways. In some cases, employers permitted an interviewer to meet the respondent during work hours. In some cases, the respondent was contacted at the end of his work day or during his lunch hour, if he elected this alternative, also at his place of employment. In some of these cases, the employer refused to permit this contact at the place of business; and in these cases, the respondent was contacted at his home. In some of these latter cases, the respondent refused to submit to the interview once he discovered the type of questions he was to be asked. In general, the best responses (i.e., the most complete) were obtained in on-the-job contacts.

#### **THE UNEMPLOYED OLDER WORKER—SUMMARY**

The weight of evidence in the study of the older unemployed worker suggests that the older worker does have an age problem. There are indications that older workers have difficulties on the job as well as in getting a job. Although age may not be the only logical explanation, it is one possible reason for the difference observed among the age groups in duration of job, income trends, and length of unemployment. The duration of last job increases with age, but

not proportionally. On the other hand, larger percentages of the unemployed appear in last jobs of longer durations as age increases, and the favorable employment ratios compared with unemployment decline from ages 45-54.

Incomes for the majority seem to be greater to age 34, to be approximately the same from 35-64, and to be somewhat lower for those 65 and over. Older workers have received fewer increases than the younger groups in the past three years. Although they have not had many downgrades in pay, in a period of rising prices, the same wage, however, may be the equivalent of decreases. In addition, the duration of unemployment became longer as age rose.

### BY AGE GROUPS

Since approximately 95 percent of all ages and both sexes were claimants, the following analysis is based on the conclusion that loss of job was involuntary and not for cause on the part of the worker. In the following analysis, the temptation to think of each age as a continuation of the same individuals' lives should be avoided. Each age group has a different cultural, sociological, political, and economic background merely because of birth in different decades. Those who are now 35-44, may not have the same experiences when they reach 45-54 as the individuals who are at present 45-54.

#### Under 25

**Male Characteristics.** Unemployed males under 25 on the average had completed 1-3 years of high school. They listed themselves as veterans and non-veterans in equal proportions. Approximately half had no dependents and another 20 percent, one dependent. About two-thirds were of the white race. Very few had any serious handicaps. More than one-half had been residents of the area for 15 years or more. Most preferred getting jobs through relatives and friends or by applying directly to the employer. They were not as willing

as those in ages 25-64 to spend time traveling to and from work. Less than 25 percent of this group were members of a union.

**Male Employment Experience.** In general, the employment experiences of males under 25 were less favorable than for those aged 25-64. The average duration of last job was less than a year and the number of months employed in the last three years was shorter than for other ages. Their most important last occupations were unskilled and semi-skilled, and the most frequent industries of last attachment were manufacturing and construction. Relatively more under 25 were unemployed than employed. This may have resulted, however, from the month in which the survey was taken, January, when there was a seasonal decline in construction. Wages, also, were smallest for the under-25 age group, but proportionately more had received upgrades in pay than in any other age category.

**Male Unemployment Experience.** The under 25 ages were unemployed on the average about the same length of time as were other ages under 55. A higher percentage, however, had been out of the labor force during the last three years and relatively fewer than in the other ages had been unemployed 12 months or more.

**Female Experience.** Unemployed females under 25 differed from the males in that very few were veterans, fewer had dependents. They were not willing to spend as much time traveling to work as were the males of the same age, and a larger proportion were of the white race.

The number of months employed in the last three years was longer for females than for males under 25, but still shorter than for other age groups. The most important occupation was clerical with relatively fewer in semi-skilled occupations than for females of other age groups. Manufacturing was the most important industry of last attach-



ment. A significantly higher proportion of females under 25 were employed as compared with unemployed in the same age groups. Wages were lower than for males of the same age and for females in most other ages. Duration of unemployment seemed to be lower than for males.

**Conclusion.** The adverse picture of employment for ages under 25 might logically have been expected. The group was composed primarily of inexperienced individuals lacking education, and, of uncertain draft status. They would be forced to take jobs which required no special training and consequently paid less. If the employer reduced his labor force, the younger workers would be vulnerable because of lack of seniority, lack of union membership, and perhaps because of lack of dependents, a fact which may have been considered by some employers in laying off workers.

#### Ages 25-34

**Male Characteristics.** Unemployed males from ages 25-34, on the average, had completed 1-3 years of high school. There was a larger number of veterans than nonveterans. The average number of dependents was two. The proportion of the white race was greater than for other than white race, but smaller than for the other age groups. Very few had serious physical defects. Approximately one-half had been residents of the area for 15 years or more. The best job sources were applying directly to the employer and friends and relatives. They were willing to spend more time traveling to work, a median of 60-89 minutes, than were those under 25 years of age. Approximately half were union members.

**Male Employment Experience.** The duration of the last job was longer than for those under 25, but shorter than for those 45 and over. The number of months employed in the last three years was longer than for the under 25 age group, but not significantly different from the older ages. The largest num-

ber were in unskilled occupations as were those under 25, but relatively more had moved into skilled occupations than in the younger age group. Relatively more were in the construction industry with manufacturing second. Approximately the same proportions were employed and unemployed. Income was higher than for the younger group, but was less than for older age groups.

**Male Unemployment Experience.** The number of months unemployed in the current spell was the shortest for this as compared with all age groups for males. The number of months unemployed in the last three years did not differ significantly from other age categories under 55. They were also less likely than those under 25 to have had time out of the labor force in the past three years.

**Female Experience.** Unemployed females 25-34 differed from the males of the same ages in that very few were veterans; the number of dependents was one rather than two; they were willing to spend less time traveling to work. Semi-skilled and unskilled were the most frequently reported occupations, while manufacturing was the industry of last attachment named most often. Income was lower than for males of the same age, but higher than for females under 25. The number of months unemployed in current spell seemed to be slightly longer than for males. The females were more likely to have taken time out of the labor force than were the males.

**Conclusion.** The conditions of employment and unemployment for this age group, 25-34, compared with the younger age groups, was to be expected. Employment and unemployment experiences were more favorable to the worker, training apparently had been greater and wages were higher.

#### Ages 35-44

**Male Characteristics.** The median duration of education for unemployed males 35-44 was eight years of elemen-

tary school. There were significantly fewer veterans. The average number of dependents was three. Approximately 60 percent were of the white race. Very few had any serious physical handicaps. More than half had been residents in the area for fifteen years or more. The best job sources were applying directly to the employer and through relatives and friends. Willingness to spend time in travel had not changed from that for ages 25-34. Approximately half were union members.

**Male Employment Experience.** The medians for duration of last job and number of months employed in last three years were approximately the same as for the preceding age group. Occupations and industries of last attachment were the same also, with unskilled and skilled the most popular occupations, and with construction and manufacturing the industries most often named. Incomes continued to be higher relative to younger age groups.

**Male Unemployment Experience.** The number of months in the current spell of unemployment seemed to have increased slightly but the number of months unemployed in past three years had not changed significantly.

**Female Experience.** Unemployed females 35-44 differed from unemployed males of the same age in that the median number of years of education was one to three years of high school. There were very few veterans. The median number of dependents was zero rather than three. They were less willing to spend time in travel to work.

Duration of last job was longer than that for males of the same age. As in the preceding age group, semi-skilled and unskilled were the most frequently named occupations. Manufacturing was the industry of last attachment for approximately 75 percent. Income may have been somewhat lower than in the preceding age group, although this may have resulted from leaving the labor force to keep house rather than from reduced weekly wages.

**Conclusion.** Better conditions for this age group compared with the preceding group were not as pronounced as when those 25-34 were compared with those under 25 years. The duration of last job was approximately the same as for those 25-34. The most frequently named occupations and industries were the same, unskilled and semi-skilled occupations along with the construction and manufacturing industries. In addition, the duration of unemployment spells may have increased slightly. Income, however, was higher for males, although it may have declined for females. Proportions of those 35-44 who had been employed five or more years in their last jobs and who were seeking new employment suggest that somewhere in this age group the capacity for keeping a job may have decreased.

#### Ages 45-54

**Male Characteristics.** The median duration of education for unemployed males 45-54 was eight years of elementary school. There were significantly fewer veterans, less relatively than in any other age group except that 65 and over. More than half had only one dependent, two less than in the 35-44 interval. Approximately 60 percent were of the white race. Very few had serious physical handicaps. Approximately 70 percent had been residents of the Philadelphia area for 15 years or more, while more than half owned their own homes. The best job sources, as in the preceding age groups, were applying directly to the employer and through friends and relatives, although an increasing proportion used the union for this service. Willingness to spend time traveling to work was the same as for the preceding age group and, as in that group, approximately half were union members.

**Male Employment Experience.** The median duration of last job, 24-35 months, was longer than for ages 35-44 by approximately one year. Unskilled and skilled were again the most important occupations along with the indus-

tries of construction and manufacturing, but manufacturing was beginning to gain in importance. About 60 percent had remained in the same geographical location for the past 15 years. Income remained about the same as for the preceding age group.

**Male Unemployment Experience.** Although the median length of unemployment in the last three years was 4-5 months, the same as for ages under 45, increasingly larger proportions were shown in the longer unemployment intervals.

**Female Experience.** The females were different from the males in that there were considerably fewer veterans, fewer dependents, the median being none, and the proportion of the white race was higher, about 80 percent.

More than half were in semi-skilled occupations and associated with the manufacturing industry. There were not as many relatively in unskilled occupations as for females aged 35-44. The median income was the same as for females aged 35-44, but was lower than for males of the same age.

**Conclusion.** Employment situations for the age group 45-54 were not much different than for ages 35-44. The median duration of last job was greater but by only one year. Income was about the same, but larger proportions of unemployment durations in the past three years were above the median interval of 4-5 months.

Although this group had relatively more employed compared with unemployed than had any other age group, there were proportionately more than in the preceding age group, 35-44, who had held their last jobs for five or more years and who were unemployed at the time of the survey, a situation that suggests that age might be a factor in losing a job.

#### **Ages 55-64**

**Male Characteristics.** The median duration of education for unemployed

males 55-64 was 5-7 years of elementary school, less than for ages 45-54. About one-third were veterans. More than half had only one dependent. Approximately 75 percent were of the white race. Very few had serious physical handicaps. Approximately 80 percent had been residents of the area for fifteen years or more and about half owned their own homes. Their most frequent job sources were applying directly to the employer and through the union. Willingness to spend time traveling to work was the same as for the preceding age groups. Approximately half were union members.

**Male Employment Experience.** For the majority, the duration of last job was longer than for those 45-54, 4-6 years compared with 24-35 months. Approximately 40 percent were in skilled occupations compared with about 30 percent in the preceding age group. About equal proportions were last attached to the construction and manufacturing industries. The median income was the same as for those 35-54.

**Male Unemployment Experience.** The median duration of unemployment in the last three years rose from 4-5 months to 6-11 months with higher proportions shown in durations of over 12 months than for the other ages.

**Female Experience.** Females from 55-64 years differed from the males of the same age in having slightly more education, fewer veterans, no dependents on the average, and a higher proportion in the white race, approximately 95 percent. Semi-skilled was the occupation of approximately 40 percent and about 70 percent were last in the manufacturing industry. The median income remained the same as for ages 35-54.

**Conclusion.** Duration of last job had lengthened for the majority of workers 55-64 and more listed skilled occupations, but the income for the majority of the workers remained the same as for those aged 35-54. The length of time unemployed in the last three years also had lengthened.

Almost half of the unemployed had held their last jobs five or more years. The survey gave no reasons for the individual losing his job. However, because of the length of time already employed it can be assumed that his last job was not an ordinarily short term one; and because almost all of the workers were claimants, it can be concluded that the loss was involuntary. As in the preceding age category, this increasing proportion of the older unemployed, apparently not previously engaged in short term jobs, may indicate that the older worker has increasing difficulty in holding a job as well as in finding one.

#### Age 65 and over

**Male Characteristics.** The median duration of education for unemployed males 65 and over was 5-7 years of elementary school. Only 13 percent were veterans. The majority had only one dependent. Over 90 percent were of the white race. About 75 percent had been residents of the area for fifteen years or more, and approximately 70 percent owned their own homes. More than half had found applying directly to the employer their best job source. They were not willing to spend as much time traveling to work as those aged 25-64. Approximately 40 percent were members of a union at the time of the survey, while about 90 percent had been members at one time or another. About 85 percent had other sources of income than wages.

**Male Employment Experience.** The median duration of last job was 10-19 years, compared with 4-6 for ages 55-64. About 35 percent had held their last jobs 20 years or more, a fact that suggested a larger proportion in this age group had retired from former jobs, perhaps on pension. Skilled occupations were listed by about 40 percent and the manufacturing industry by almost half. Relatively few both of the employed and unemployed males listed construction as the industry of last attachment. The median income declined, but the median last gross weekly pay seems to have

been the same or larger in some industries.

**Male Unemployment Experience.** Number of months unemployed in current spell was longer for those 65 and over, while number of months unemployed in the last three years was about the same as for the 55-64 group. However, proportions unemployed were greater than employed in all occupations except sales and other, and in all industries except construction.

**Female Experience.** Females 65 and over differed from males in the same age category in having more years of education, fewer as veterans, and fewer dependents.

The two most frequently named industries of last attachment were manufacturing and trade. Compared with the younger females, relatively smaller numbers listed manufacturing, and a larger proportion showed trade, while relatively more listed clerical as the occupation of last attachment. There was, however, still a high proportion from semi-skilled work. Income may have been higher than for other ages, but the small size of the sample created a doubt as to whether the indication was correct. Proportionately fewer females over 65 were employed, but only the trade industry group and clerical occupations showed percentages which could be considered significantly low for employment.

**Conclusion.** The experiences of age group 65 and over were the most adverse of all ages. The duration of last jobs was, on the whole, longer, but incomes were lower even though last gross weekly wages were not less than for other ages. The duration of unemployment seemed to be longer, and there were greater proportions of unemployed than employed 65 and over in almost all industries and occupations. On the other hand, a considerably larger proportion of those 65 and over had other income, a fact which must be considered in forming a judgement of over-all conditions for those 65 and over.

## PERSONAL CHARACTERISTICS AND EXPERIENCES

### Education

The educational pattern for both males and females indicated a decreasing number of years of education as age increased. Among males, the median for the two younger groups, under 25 and 25-34, was 1-3 years of high school; for 35-54, eight years of elementary school; and for 55 and over, 5-7 years of elementary school. The medians for age groups among females were slightly higher, that for under 45 being 1-3 years of high school, and for 45 and over, eight years of elementary school. A significantly larger proportion of both males and females under 45 completed high school. There was, however, no significant difference among the age groups for those attending college.

**Duration of Unemployment.** No significant differences were observed when years of education were compared with duration of unemployment in the last three years. Approximately the same proportions were unemployed for the various lengths of time within the different age groups as appeared in the total of all lengths of unemployment.

**Work History Survey.**<sup>8</sup> A comparison of years of schooling for the smaller sample in the work history surveys of both older employed and unemployed workers revealed no significant difference between either the male or female employed and unemployed of the same age.

**Conclusion.** The pattern of fewer years of education as age increased is probably partly the result of changes in public education systems and laws. Evidence of such requirements in job specifications found in Part III of this study suggests that educational qualifications should not be dismissed as unimportant. It is quite clear that the lesser number of years of education observed among

the older age groups must be a factor in securing employment if the job specifications used are applied. Moreover, it may be a factor not only in getting jobs but in keeping jobs, particularly when one notes that the older worker is in competition with younger persons having more education.

Years of education could also be influential in determining the occupation or industry into which the worker might go. Since both occupation and industry also affect employment, the influence of education may be greater than just suggested. Comparison of the unemployed and employed would not reveal such an effect, because the individuals included in the sample are from the same job classifications. In the study, only years of education are examined. It is conceivable that not only length but also kind of education could affect occupation, industry and employment experiences of the workers.

### Veterans and Nonveterans

Among the male unemployed, there were more nonveterans (60 percent) than veterans (40 percent). Within the age groups, however, the proportions varied, one group, 25-34, showing a larger proportion of veterans and another group, under 25, about equal proportions. The age group 35-44, had significantly fewer veterans than nonveterans. Since less than 2 percent of all the female unemployed were veterans, no significant differences could be observed.

**Work History Survey.** There were no significant differences in veteran status when the small samples of the unemployed and employed older workers were compared.

**Conclusion.** There is not enough information in the study to indicate whether veteran status affects employment. The fact that the male age group 35-44, which would be expected to contain many veterans of World War II, had significantly fewer veterans than nonveterans may indicate that veterans

<sup>8</sup>Work history survey as used here and hereafter in the text relates to data developed from 15-year work histories compiled for smaller samples of unemployed and employed workers. See p. 21.

have had better employment experience. This is an area where the sample content, as a result of the individuals being selected from those applying to the Pennsylvania State Employment Service, may be inadequate. Because of veterans' educational benefits and civil service preference, higher proportions of veterans might be expected to have had college training or government employment; the sample, however, contained few persons who had been to college or who had worked in civil service.

### Number of Dependents

The median number of dependents for males was one. Within the age groups, however, the proportions differed. Under 25, the median was none. The median increased to two for the next group, 25-34, and then to three for ages 35-44. Thereafter, the median dropped to one for those 45 and over. Less than 15 percent indicated four or more dependents.

A larger proportion of females than males, approximately 60 percent compared with 25 percent, in every age group had no dependents. No dependents was the median for all ages except 25-34, for which the median was one. Less than three percent had four or more dependents.

**Duration of Unemployment.** The number of dependents did not appear to be associated with the duration of unemployment when the two characteristics were compared.

**Conclusion.** The pattern of an increasing number of dependents to ages 35-44 and a decreasing number as age increased thereafter is the kind that would logically be expected. The fact that length of unemployment did not seem to be associated with number of dependents indicates that the effort to find a job is not necessarily changed by larger numbers of dependents and that employers do not hire on that basis. It would have been interesting to have observed, however, whether number of dependents was related to duration of

employment. It is possible that either because of the workers' attitudes or because of employers' considerations, those with more dependents are retained longer in jobs. If this were the case, then the fact that the number of dependents declines after the peak years of 35-44 might be a factor in older workers losing their jobs.

### Race

Approximately two-thirds of all males and a somewhat larger proportion of females were of the white race. For those under 25, about the same proportion as in the total was shown. The proportion of white was larger than for other races for ages 25-34, but was lower than that for the older age groups. Thereafter, the relative number of whites increased as age increased for both males and females. Within the races, a larger percentage of other than white was found between the ages 25-34 and a smaller percentage was 65 and over.

**Industry of Last Attachment.** An examination of races within industries, reveals a smaller proportion of whites with construction as the industry of last attachment, with those in ages 35-54 showing significantly smaller percentages than in other industries. On the other hand, a larger proportion of the white listed durable goods manufacturing. Although the larger proportion is statistically significant only in one age interval, 35-44, it should be noted that every proportion in the nondurable manufacturing age intervals was somewhat larger than the corresponding proportion for all industries.

**Duration of Unemployment.** When duration of unemployment in the last three years is compared with race, no statistically significant differences appeared. However, the fact that consistently larger sample percentages among other than the white race appeared in the unemployment duration category of six months or more suggests that a larger sample might have re-

vealed significant differences, indicating longer periods of unemployment for races other than white.

**Conclusion.** Because of consistently larger percentages among other than the white race in the unemployment duration category of six months or more, the study suggests that race may be a factor in duration of unemployment. There seems also to be an association between race and industry of last attachment. The fact that a smaller proportion of white as compared with other races listed construction as the industry of last attachment may mean that construction is favorable for other than white races. Before such a conclusion is reached, however, the ratios of races still employed in that industry should be observed, for a larger ratio of unemployed may mean that other than white races have difficulty in retaining jobs.

#### **Handicaps**

More than 80.0 percent of the unemployed had no handicaps. Because of the small size samples in each category of handicaps, no other significant differences could be determined.

#### **Residence**

More than half of the unemployed had been residents of the area more than 15 years. The number of years of residence tended to increase with age.

**Duration of Unemployment.** No significant association between years of residence and duration of unemployment in the last three years could be discovered.

**Work History Survey.** The findings for the smaller subsamples of unemployed older workers compared with employed persons in the same categories agreed with the findings in the larger sample. In the comparison of unemployed with employed, a larger proportion of the male unemployed had been in the area 11-14 years, but a smaller proportion 15 years or more. If the two periods are added together, there is no significant difference.

#### **Home Ownership**

**Work History Survey.** Home ownership was claimed by the majority of all the older unemployed in the small sample. The likelihood of home ownership increased with age for males, but the pattern suggested that for females, it may have declined. Comparisons with employed workers showed that a smaller proportion of males had owned their homes 15 years or more. No difference was apparent among females.

#### **Geographic Locations**

**Work History Survey.** Stability of location was characteristic of the older unemployed, approximately 60 percent having made no change and another 30 percent only one change. A larger proportion of employed males had been in one geographical location for fifteen years. If those reporting two were added, there would be no significant difference between employed and unemployed. The pattern for females suggested the same conclusion as for males, but could not be said to be significant.

#### **Job Sources**

Approximately 40.0 percent of both the male and female unemployed found applying directly to the employer the best job source. The same was true within the different age groups, except for those 65 and over, among whom a significantly larger proportion, 51.5 percent, found applying directly to the employer the best job source. The second best source for both sexes, approximately 20.0 percent, was through relatives and friends, a significantly larger proportion of those under 25 using this method. For males, the third choice was through unions. Those under 25 used the union relatively less, while those 55-64 used this source relatively more. For females, the third choice was newspaper ads, those over 65 using ads relatively less. Fourth and fifth choices for males, but showing no significant difference from each other or within age groups, were newspaper ads and the Pennsylvania

State Employment Service. For females, again showing no significant differences, the Pennsylvania State Employment Service and the union were the fourth and fifth choice sources.

When percentages within each source were compared with the percentages for individual age groups relative to the total for all ages, several significant differences were revealed. The Pennsylvania State Employment Service and friends and relatives were job sources for larger proportions of males under 25, while the union was the source for a smaller proportion. The only other significant difference was the smaller percentage of males, 55-64, who found jobs through friends and relatives.

**Work History Survey.** Findings from the sample of 417 older unemployed and from the smaller samples comparing employed and unemployed older workers agreed with the findings from the results of the larger sample of unemployed workers.

#### **Travel Time**

The median time which respondents were willing to spend traveling one way to work among males of all age groups, above 40.0 percent within the interval, was 60-89 minutes. Within the age groups a significantly larger proportion of those under 25 and of those 65 and over stated only 30-59 minutes, while the same two groups gave 90 or more minutes for relatively smaller numbers.

Females were apparently less willing to spend time traveling. The median for ages 54 and under was 30-59 minutes. For 55 and over, the median was 60-89 minutes. A smaller proportion of females compared with males was willing to travel 90 or more minutes.

#### **Union Membership**

There were, for both males and females, more nonmembers of unions than members, the relationship being approximately 60-40. For both sexes, however, the significant difference in the total was largely the result of smaller pro-

portions of union members in the under-25 and 65-and-over groups. Among the other age groups, there was only one significant difference, females 45-54 showing relatively fewer union than non-union members.

**Work History Survey.** In the sample of 417 unemployed workers, union membership was claimed by approximately 90.0 percent of the unemployed workers. Years of membership reported generally increased with age. The apparent conflict between the larger and the smaller samples may be the result of the way the questions were asked. The larger sample question was, "Are you a union member now?" The smaller sample question was, "Number of years of union membership since January 1, 1941." An individual who was not a union member at the time of the interview would have answered, "No" to the first question. However, if he had ever been a member, he would have been included in the membership of the smaller sample. The results of comparing the employed and unemployed workers in the smaller work-history samples showed a pattern similar to that for the preceding sample of 417 and no significant differences between the employed and unemployed.

### **EMPLOYMENT EXPERIENCE**

#### **Duration — Last Job**

The median duration of last job was 24-35 months for all males. There was a tendency for those in the older age groups to have held their last job longest. For males under 25, the median was 6-11 months, with 37.0 percent having held their last jobs for less than six months. For ages 25-44, the median was 12-23 months; for 45-54, 24-35 months; for 55-64, 4-6 years; and for 65 and over, 10-19 years with 35.0 percent having held their last jobs for 20 or more years. Among females, the same tendencies were shown. The only difference among medians was for ages 35-44, the median being 36-47 months for females compared with 12-23 months for males.



**Most Recent Occupation.** Among occupations, subsamples for skilled, semi-skilled, and unskilled were large enough to permit generalizations. In these, the only median significantly lower than for the total of all industries was unskilled with a median duration of 12-23 months compared with 24-35 months for all. The sample medians for professional and semi-skilled occupations were in the next higher interval, 36-47 months, but this may have been the result of sampling differences.

**Industry of Last Attachment.** The shortest durations of last job were in the construction and service industries where more than half had worked 23 months or less. In trade, the median duration was 24-35 months. Durable and nondurable manufacturing and finance revealed longer durations since more than half had worked up to four years. Transportation had the highest median, 7-9 years, with a significantly larger proportion of the older workers than for other industries in the 20-or-more-years interval.

**Duration of Unemployment.** No significant difference could be ascertained between duration of last job and duration of unemployment in the last three years.

#### **Number of Months Employed in Last Three Years**

Approximately 60.0 percent of both the unemployed males and females had been employed from 24-35 months in the last three years with about 40.0 percent having been employed for 30-35 months. Significantly larger proportions of those under 25 had been employed for a shorter number of months. Males under 25 showed larger proportions for 11 months and under, while females showed more for 12-17 months.

#### **Number of Jobs in Past Three Years**

More than half of both the unemployed males and females had held only one job during the past three years, with a larger proportion, 80.0 percent, of

those 65 and over falling in this category. Another 20.0 percent had held only two jobs. The subsamples for those having held more than two jobs were too small to determine significant differences among age groups.

#### **Duration — Longest Job Ever Held**

For most unemployed 45 and over, the longest job ever held was in the non-durable manufacturing industry with durable manufacturing second, trade third, and construction fourth. For the unemployed 45 and over skilled, semi-skilled, and unskilled occupations were claimed by over 60 percent, with a pattern of more in skilled as age increased. Service and clerical followed, with sales and professional occupations showing the smallest proportions.

**Most Recent Occupation.** Among workers 45 and over, skilled and semi-skilled occupations retained the largest proportions of workers, about 85 percent, while unskilled and service occupations retained only 73 percent. No significant differences could be observed among the other occupations or within the age groups.

**Industry of Last Attachment.** Transportation was listed as both the industry of last attachment and the industry of longest job by the highest proportion (about 89 percent) of the unemployed 45 and over. Transportation was followed by nondurable manufacturing, durable manufacturing, trade, construction and service (57 percent) in the order shown. The most significant shifts from industry of longest job were to manufacturing from other industries. Among the age groups, relatively more of those over 65 tended to remain in durable and nondurable manufacturing.

#### **Most Recent Occupation**

Approximately three-fourths of all males listed skilled, semi-skilled, and unskilled as their most recent occupations with fewer in semi-skilled jobs than in either of the other two. Within the age groups, the tendency was for fewer of

those under 25 to be skilled and more to be unskilled. Although not all of the differences may be shown as significant, there seemed to be a tendency to move out of the unskilled and semi-skilled categories and into the skilled category as age increased. A smaller proportion of males under 25 compared with all males indicated skilled occupations, while a relatively larger number 55 and over gave skilled. The opposite was indicated for unskilled. A larger proportion of those 65 and over were in service occupations. In addition, when the proportions of various ages within each occupation were compared with proportions in all occupations, a relatively larger number 65 and over were found in service occupations.

Relatively more females than males were in semi-skilled occupations, approximately equal proportions were in unskilled, and relatively more than males were in clerical occupations, with 44.3 percent of the females under 25, indicating clerical. Relatively fewer of the females under 25 than females in other age groups were in semi-skilled occupations. The small size of the subsamples, however, prevents any other statements regarding significance.

**Duration of Last Job.** In the last job, unskilled occupations showed the shortest duration with a median of 12-23 months compared with 24-35 months for all occupations. Semi-skilled and professional were slightly higher.

**Longest Job.** Larger proportions of those 45 and over reporting each occupation in the last job and in each age group were also in occupations of longest job ever held. The proportions varied, however, with the occupations of longest job ever held. Skilled and semi-skilled occupations retained the largest proportions of workers, while unskilled and service occupations were next.

**Industry of Last Attachment.** The largest proportions of unemployed workers from the construction industry were in the skilled and unskilled categories,

with approximately 40 percent in each. Those from manufacturing were largely from semi-skilled occupations. In transportation, the majority were from skilled and unskilled occupations, but relatively more were from clerical than appear in construction and manufacturing. In trade, more clerical, sales, and service occupations were listed.

**Weekly Pay.** The highest last gross weekly pay was received by those in the professional and skilled occupations, next were skilled and semi-skilled, then clerical and sales, and finally service. The tendency was for lower wages to be associated with younger age groups, except in skilled occupations.

**Current Spell of Unemployment.** In the current spell of unemployment, professional, clerical, and service occupations showed the longest durations with medians of three months. Other occupations had medians of two months. Those over 65 years were unemployed somewhat longer than other age groups.

**Duration of Unemployment in Past Three Years.** Although no significant differences could be observed among the small subsamples comparing occupations with duration of unemployment in the last three years, the proportions suggest that larger samples might reveal that relatively more semi-skilled workers 45-54 had shorter durations (two months or less), while more unskilled workers in the under 25-34 age groups had longer periods of unemployment.

### Number of Occupations

**Work History Survey.** More than half of the older workers had only one occupation in the past 15 years. If the number of occupations were increased to two, 75 percent of the workers would be included. The number of occupations tended to be slightly smaller for females than for males and to decline as age increased for both sexes. Relatively fewer unemployed males compared with employed had remained in one occupation during the past 15 years. There is

no significant difference between the female unemployed and employed.

### Industry of Last Attachment

Approximately one-third of all males gave construction and another one-third manufacturing as the industries of last attachment. Trade, with about 14 percent, was listed third. There were no significant differences in the percentages indicating other industries. Within the age groups, a larger proportion of those 25-34 and a smaller proportion 65 and over were last attached to the construction industry. The proportion of those 65 and over in manufacturing was larger than average.

When proportions within the industries were compared with proportions of age groups relative to the total for all age groups, there were no significant differences except for age 65 and over. A smaller proportion of those 65 and over was employed last in the construction industry, but larger proportions were in transportation, communication, and public utilities and in the service industries. Two-thirds of the females listed manufacturing as the industry of last attachment. Trade was second with about 14 percent. Because of the small size of most subsamples, no significant differences appeared among industries of last attachment for females.

**Most Recent Occupation.** The largest number of those naming construction as the industry of last attachment had been in skilled and unskilled occupations. In manufacturing there were relatively more in semi-skilled occupations. In transportation, the majority of the unemployed were from skilled and unskilled occupations, but larger proportions of clerical workers appeared than in manufacturing and construction. In trade and finance, more clerical, sales, and service occupations were listed.

**Duration of Last Job.** The shortest durations of last job were in the construction and service industries, with an average of less than two years. Trade

averaged the next largest with manufacturing and finance following while transportation showed the longest duration.

**Longest Job.** Comparison of the longest job ever held with industry of last attachment indicates that the highest proportion naming the same industry for both was transportation. Nondurable manufacturing was a close second, with durable manufacturing, trade, construction, and service following in that order. Relatively more over 65 tended to remain in durable manufacturing.

**Weekly Pay.** Construction was the industry with the highest pay. Transportation was next followed by manufacturing, trade and service. There was a pattern of lower wages for younger age groups.

**Current Spell of Unemployment.** The construction industry showed the shortest duration of the current spell of unemployment with the duration increasing from age 55. Durable manufacturing showed somewhat longer durations of unemployment and continued to show a pattern of longer duration for older workers; however, the increase in duration for older workers began earlier, at age 35. In nondurable manufacturing, the duration was approximately the same for ages 25-64, increasing for those 65 and over. Duration of unemployment in the service industry was about the same as for younger workers in manufacturing. Transportation and trade medians showed slightly longer durations; finance was longest with a median of 4-5 months.

**Duration of Unemployment for Last Three Years.** No significant differences were observed when industry of last attachment was compared with duration of unemployment in the last three years.

**Race.** There was a smaller proportion of whites listing construction as the industry of last attachment than in all industries, particularly in ages 35-54, while a larger proportion of whites gave durable manufacturing. Every propor-

tion in the nondurable manufacturing age intervals is somewhat larger for whites than the corresponding proportion for all industries, although only one percentage, that for 35-44, is large enough to be significant. No other industries revealed significant differences.

### Income and Wages

**Income, 1954.** For all males the median income in the year 1954 was \$3,000-\$3,499. The tendency seemed to be for income to rise with age until 65 and over when it dropped slightly. The median income for those under 25 was \$2,500-\$2,999; for 25-34, \$3,000-\$3,499; for 35-64, \$3,500-\$3,999; and for 65 and over \$3,000-\$3,499.

For females, the median was lower than for males, \$2,000-\$2,499 as compared with \$3,000-\$3,499. The pattern also may have been different. For the four groups, under 25 and 35-64, the median was \$2,000-\$2,499. For the ages 25-34, the median was slightly higher, \$2,500-\$2,999 and for 65 and over \$3,000-\$3,499. Because of the small samples within the age groups, however, the subsample medians may have little meaning.

Values for total income also may have little meaning, because 21.7 percent did not respond to the income question. If the nonrespondents were in different proportions from the respondents, the results obtained would be meaningless.

**Last Gross Weekly Pay.** The median last gross weekly pay for ages 25-65 and over in all industries was \$60-\$69. For those under 25, it was \$50-\$59. Construction was the industry with the highest pay, showing a median for all age groups of \$80-\$99 with relatively larger proportions earning \$120 and over than in all other industries. In durable manufacturing, the median for under 25 was \$50-\$59, but for 65 and over was \$60-\$69. In nondurable manufacturing, the median for all ages, except 65 and over was lower, \$50-\$59, but for those 65 and over was \$60-\$69. The trans-

portation median was \$60-\$79, for trade and finance it was \$50-\$59, and for service it was lowest, \$40-\$49. Samples for the last four industries were too small to permit comparisons within the various age groups.

**Wage Trends.** More than half of the unemployed had no changes in wages during the last three years. The tendency seemed to be for the proportion showing no change to increase with age. Comparatively fewer of those under 25, about 40 percent, and relatively more, approximately 75 percent, of those 65 and over showed no change.

**Other Sources of Income.** Less than half, approximately 40 percent, of the unemployed had no other source of income. Another 40 percent had insurance, property, or other income. A much smaller percentage, 12 percent, of those 65 and over had no other source. Comparatively more 65 and over had income from Social Security, combinations of Social Security and pension plans, or other combinations.

**Duration of Unemployment.** No association could be ascertained between either wage trends or other income and duration of unemployment in the last three years.

### Conclusion —

#### Employment Experience

Duration of employment, industry of attachment, and kinds of occupations were associated with each other. The shortest durations in employment were apparently in unskilled occupations and in the construction and service industries. The sample was heavily weighted with skilled, semi-skilled, and unskilled occupations (approximately two-thirds) which in turn were concentrated in construction and manufacturing industries. As a consequence, the subsamples for other occupations and other industries were very small and could have failed to show differences which actually existed in the universe.

**Duration.** The tendency for duration of last job to increase with age was to be expected. There were, however, several interesting aspects of the analysis. For example, the median durations were unexpectedly low for ages 25-54, ranging from under two years to under three years. The short durations might have been the result of the relatively large number of unemployed from unskilled occupations and the construction industry. Looking at the data from another viewpoint, however, although the short durations might possibly be explained by occupation and industry, it is difficult to account for the fact that large proportions who have had jobs of seven years or more were unemployed at time of survey. Omitting those who had held their last jobs 20 years or more on the assumption that they probably had been pensioned, there were still 22 percent of those 45-54 years of age, 21 percent from 55-64, and 34 percent over 65 who were looking for new employment. Although it is not the only possible explanation, there is a possibility that the loss of these jobs was related to age.

**Income and Wages.** Income tended to rise with age until 65 and over when it dropped somewhat. Wages varied with industry and occupation. Although not many downgrades in wages were observed, the wage trend was for higher proportions to show no change as age increased. In a period of rising prices, however, "no change" may have been the equivalent of accepting decreases.

**Work History Survey.** An examination of the sample of 417 unemployed older workers indicated that the duration of jobs and number of months employed in the past fifteen years increased as age increased. Conversely, the number of jobs, number of different industries of attachment, and number of employer changes decreased with age. This may mean that as workers become older they change less often. On the other hand, it may mean very little. To

some extent between 55-64 years and to a greater degree at 65 and over, workers who have had jobs of 20 years or more duration and who have been pensioned begin to seek new employment. These two age groups, therefore, contain two different kinds of workers where job experience is concerned, those who have been pensioned and those who have not. The experience of the pensioned workers may be raising the average above what it would have been if only the nonpensioned worker were being compared with the nonpensioned worker of ages 45-54.

In comparing employed workers with unemployed workers in the samples of 197 each, the employed workers seemed to have had jobs of longer duration, more months of employment, fewer occupations, fewer industries of attachment, and fewer employer changes. The consistently higher percentages for the employed when longest job in life was compared with occupation of most recent job and with industry of last attachment suggested that the employed tended to remain in the same occupation and industry more than did the unemployed. These results may indicate greater stability and persistency on the part of the employed worker. On the other hand, they may merely mean that the employed have been more fortunate in their experiences and/or that once unemployed it is difficult to find employment in the same industry or occupation. The fact that few of the unemployed have changed occupations or industries many times may also indicate immobility which could be a factor in longer unemployment periods.

## UNEMPLOYMENT EXPERIENCE

### Number of Months Unemployed in Current Spell

During the current spell more than half of both the males and females had been unemployed two months or less. The same held for all age groups except those 65 and over, for which the time required to include one-half was

five months or less. Females under 25 and males between 25-34 seemed to have somewhat shorter periods of unemployment, 50.0 percent being unemployed one month or less. Within the intervals of different numbers of months unemployed, relatively large proportions of males 65 and over and of females 55 and over were in the intervals of 12 months or more.

**Most Recent Occupation.** Professional, clerical, and service occupations showed longer durations of unemployment in current spell, with the medians at three months. Allowing for sampling errors, the median was consistent throughout the age groups for clerical occupations. The professional and service samples were too small to divide into subsample age groups. All other occupations had medians of two months. In these, those aged 65 and over were unemployed somewhat longer, with the semi-skilled showing the longest duration of unemployment.

**Industry of Last Attachment.** The construction industry showed the shortest duration of current spell of unemployment with most workers aged under 25-54 unemployed for one month or less; those 55-64, two months or less; and 65 and over, three months or less. Durable manufacturing showed somewhat longer durations and again revealed the pattern of longer periods of unemployment for older workers, the medians being for most workers under 25-34, two or less months; for 35-54, three or less months; 55-64, five months or less; and 65 and over, 11 or less months. The median length of duration in nondurable manufacturing was two months for ages 25-64 and four to five months for those 65 and over. The other industries ranged from medians of two months in service to four to five months in finance, insurance and real estate.

#### **Number of Months Unemployed In Past Three Years**

Apparently there was a tendency for

the older age group males to be unemployed for slightly longer periods of time than the younger in the past three years. For those under 55, one-half or more had been unemployed for five or less months, while for those 55 and over, the median was in the 6-11 month interval. Larger relative numbers of those unemployed for 18 months or more were in the 65-and-over group.

For females a similar pattern appeared. For those under 45 and between 55 and 64, more than half had been unemployed five or fewer months. For those 45-54 and 65 and over, the median was in the 6-11 month interval. Larger proportions of those unemployed 24 months or more were aged 55 and over.

The duration of unemployment series compared the duration of unemployment in the last three years with years of education, number of dependents, industry of last attachment, most recent occupation, duration of last job, last gross weekly pay, wage trend during the last three years, other sources of income, years of residence in the area, and race. None of the series showed any significant association between the characteristics compared and duration of unemployment during the last three years. There are several cases which suggest, however, that larger samples might show significant differences in duration of unemployment among occupations, duration of last job, and race.

#### **Conclusion — Unemployment Experience**

The duration of unemployment tends to increase as age increases. There are conflicts in results comparing duration of unemployment with industry of last attachment and with occupation in last job. When duration in current spell is used, associations are shown, but when duration of unemployment in the last three years is compared, no relationship is apparent. It may be that as workers shift from one industry to another industry or occupation, differences in length of unemployment cancel out over

a period of time. On the other hand, it may be that the relationships of duration of current spell of unemployment with industry of last attachment and with occupation in last job is deceptive, because the time considered is time since loss of job and not time to obtain new employment. The latter seems more likely since the work history survey indicates that older workers change industries and occupations in relatively few cases.

Although no significant relationships were revealed between duration of unemployment in the past three years and most of the characteristics compared, several instances suggest the need for further investigations of occupations, duration of last job, and race.

**Work History Survey.** In the small work history survey of 417 older unemployed, approximately 60 percent had had either none or one spell of unemployment other than the present during the past 15 years. The median average duration seemed to increase with age.

When the unemployed were compared with the employed, the former, both male and female, seemed to have had both longer spells and average durations of longer lengths than the employed.

#### **TIMES AND MONTHS OUT OF LABOR FORCE**

Approximately 73 percent of all males had no months out of the labor force in the past three years. The proportion of males under 25 out no months was smaller, with larger percentages out 12 or more months, than for other age groups.

Among females, a smaller percentage, 64 percent, than for males had not been out of the labor force. The lower proportion was consistent throughout all ages. As with the males under 25, comparatively fewer females under 25 were out no months.

**Work History Survey.** Work history samples show several comparisons of

months and times out of the labor force for older workers. Of the 417 older workers, the largest proportion, 65.1 percent, reported no times out of the labor force during the past 15 years, while 26.7 percent reported only one. Relatively larger numbers of females than males reported periods out of the labor force. The proportion or number of times out for females declined with age but remained unchanged for men. When number of months out was considered, the proportion of females reporting six months out was greater than for males. Length of time out seemed to shorten as age increased for females. When the period considered was reduced from fifteen to six years, the rates did not drop proportionately, suggesting poorer experience since 1949 or poorer memory as the time covered increased.

Because of the small numbers of individuals out of the labor force at any time, illness, industrial accidents, and military services could not be determined as significant causes. However, the sample suggested that keeping house was an important factor for females.

Again because of the small size of the samples, no significant differences could be observed between employed and unemployed older workers as to number of times and number of months out of labor force for all reasons, or because of sickness or military service. The pattern did indicate, however, that a greater proportion of unemployed than employed females might have been out of the labor force because of keeping house.

A study of the time-of-occurrence series for number of times out of labor force per man year for the same individuals at different ages suggested, but could not be said to be significant because of the small sample size, that for males, the rate went up with age. For females the rates were higher than for males from 30-59 years, reaching a peak at 35-39, but declining to become lower than for males after 60 years. Because of the small sample, no significant dif-

ferences could be observed between the sexes or among different ages at time of occurrence for average duration of times out of labor force or for number of times out due to illness.

### CLAIMANTS AND NONCLAIMANTS

The claimant status series compared claimants and nonclaimants by age with sex, industry of last attachment, occupation in last job, and last gross weekly pay. Although there was a difference between the proportions of claimants and nonclaimants for each category, approximately 95 percent of all ages and both sexes being claimants, there were no statistically significant differences between claimant status and any characteristic being compared. Some apparently wide variations were not significant because of the small sizes of the subsamples.

### COMPARISONS OF THE EMPLOYED AND UNEMPLOYED

Approximately two-thirds of the unemployed are males. The proportions of sixty percent under 45 years and forty percent 45 and over in the total result from expanding the samples on that basis. Within the sexes, similar relationships held. There are two significant differences when the proportions of males to total males are compared with corresponding proportions among females. Relatively more females 35-44 and relatively fewer females than males 65-and-over are unemployed.

Comparisons between employed workers, the entire sample shown by Part I, and the unemployed, the entire sample shown in Part II, reveal several similarities and differences. Proportions in the total, male and female were approximately 60 percent for the younger and 40 percent for the older groups. Among the employed males, however, the proportion of those under 45 seemed to be slightly less than 60 percent, although there was no significant difference between sample proportions of 55.1 percent for employed males and

57.6 percent for unemployed males. For females, the proportion of those under 45, 64.7 percent, was somewhat higher than the 58.1 percent for both sexes, but was not significantly different from the 64.8 percent for the female unemployed.

When the proportions of males in the different age intervals were compared with the corresponding proportions among females, one of the significant differences found among the unemployed continued significant among the employed. Apparently the proportions of females 65-and-over among both unemployed and employed were smaller than among males of the same ages. The other significant difference observed among the unemployed, females 35-44 representing a relatively larger proportion than males, did not show up among the employed, but seemed to be the result of two events. A relatively smaller number of males 35-44 were unemployed compared with all employed males so that the percentage among unemployed males was smaller than might have been expected. On the other hand, the difference between the proportions of employed and unemployed females, respectively, borders on significance, so that the percentage unemployed may have been slightly larger than expected.

When the proportions of total employed males by different ages were compared with the corresponding proportions for unemployed males, a pattern of increasingly higher proportions employed relative to unemployed was shown to ages 45-54 when a decline began. For those under 25 there were relatively less employed, while at 25-34 there was no significant difference. Proportions for 35-44, bordered on significantly higher among the employed. At 45-54, the greatest difference in favor of the employed was shown. For ages 55-65, the proportion employed was still higher than unemployed, but the difference was not as great as from 45-64. For ages 65 and over, the percentage employed was significantly lower than for the unemployed.



The pattern was different for females, only age groups under 25 and 45-54 indicated higher proportions employed than unemployed. This may have been because of females leaving the labor force, primarily to keep house at earlier ages, and trying to return at ages from 35-44, which proportion bordered on being significantly low for the employed, and finally either getting jobs or deciding to leave the labor force again if unsuccessful by 45-54. For females 65 and over, the percentage was significantly low for the employed in comparison with the unemployed.

#### **Length of Service and Duration of Last Job**

Comparisons of the proportions of employed and unemployed males and females by age groups within each length of service category indicate that the employed proportions were significantly higher than the unemployed proportions as duration of employment increased with age, except for those 65 and over. (See Tables 10 and 11). Employed percentages were higher for the groups under 25 with length of service of four or less years. For ages 25-34, percentages bordered on being significantly higher from one to ten years and over. At 35-44, the employed were relatively larger in numbers for categories from five to ten years and over, and from 45-64 they were higher for ten years and over. For those 65 and over, the employed percentages were significantly lower for all durations except under one year, with considerably more having had a duration of last job of ten years and over.

When the proportions of employed to unemployed within each age group were compared, significantly lower proportions of employed in all age groups, except 65 and over, had had lengths of service under one year. The pattern of greater significance of employed proportions compared with unemployed was similar to that shown when proportions within the total for each length of em-

ployment were observed. The proportions employed were higher for those under 25 for those who had served one to four years. For the 25-34 groups, employed proportions from one-ten and over were higher; for 35-44, five-to-ten and over; and for 45-64, ten and over. However, when proportions within the age group 65 and over were compared, there were no significant differences.

#### **Most Recent Occupation**

Within the occupations, significantly larger proportions of employed as compared with unemployed males in the same age groups were shown in skilled occupations for those 35-54, semi-skilled, 45-54, and unskilled, 45-64. (See Tables 12 and 13). Significantly smaller proportions were found employed in semi-skilled and unskilled and other for those 65 and over. Although the total proportion for all employed for ages 55-64 was significantly higher, no one occupation showed a recognizable difference. It should be noted, however, that the employed percentages within the occupations were consistently higher for all occupations. Among females, unskilled for employed ages 45-54 was higher, while clerical was lower for those 65 and over. The higher proportion in the total for females under 25 was the result of all occupations showing somewhat larger, though not significant, percentages for the employed.

Professional, clerical and sales showed higher proportions of employed for the total males of all age groups, while unskilled was lower. Within each age group, relatively larger numbers of males were employed for the professional and managerial occupation from 25-64, and in clerical from under 25 to 44. The total of all ages for sales was significantly higher for the employed but no one age proportion showed significance. Lower proportions of the employed were shown in the unskilled occupations from ages under 25 to 54. When female employed and unemployed were compared, larger proportions in clerical

TABLE 10  
PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED  
BY LENGTH OF SERVICE AND DURATION OF LAST JOB AND BY AGE  
JANUARY, 1956

	Age Groups					
	Under 25	25-34	35-44	45-54	55-64	65 and Over
Employed, Male and Female	100.0	11.8	22.8	23.7	22.7	14.8
Under 1 Year	100.0	34.0	26.9	20.5	11.7	5.3
1-4 Years	100.0	22.8	30.1	23.1	14.2	6.2
5-9 Years	100.0	5.0	30.7	29.6	20.7	11.4
10 Years and Over	100.0	0.3	8.3	21.3	24.5	27.3
Unemployed, Male and Female	100.0	14.6	22.8	22.6	13.2	12.3
Under 1 Year <sup>1</sup>	100.0	24.1	30.3	22.4	10.6	9.0
1-4 Years	100.0	16.7	25.6	28.7	12.9	9.1
5-9 Years	100.0	6.3	24.3	22.7	17.3	16.2
10 Years and Over	100.0	0.9	3.9	12.0	14.9	19.7

<sup>1</sup>No previous job included.

TABLE 11  
PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED  
BY AGE, LENGTH OF SERVICE, AND DURATION OF LAST JOB  
JANUARY, 1956

	Age Groups					
	Under 25	25-34	35-44	45-54	55-64	65 and Over
Employed, Male and Female	100.0	100.0	100.0	100.0	100.0	100.0
Under 1 Year	9.8	28.2	11.6	8.5	5.1	3.5
1-4 Years	31.6	61.4	44.7	30.9	19.8	13.2
5-9 Years	22.8	9.7	30.8	28.4	20.8	17.4
10 Years and Over	35.8	0.7	12.9	32.2	54.3	65.9
Unemployed, Male and Female	100.0	100.0	100.0	100.0	100.0	100.0
Under 1 Year	33.7	56.5	44.7	33.9	27.0	24.8
1-4 Years	29.5	34.4	32.8	37.9	28.5	21.5
5-9 Years	18.1	7.9	19.4	18.3	23.7	23.9
10 Years and Over	18.7	1.2	3.1	9.9	20.8	29.8

TABLE 12  
PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED  
BY MOST RECENT OCCUPATION, BY AGE, AND SEX  
JANUARY, 1956

	Age Groups					
	Total	Under 25	25-34	35-44	45-54	55-64 65 and Over
Employed, Male	100.0	8.1	23.1	23.9	23.0	16.6
Professional and Managerial	100.0	3.4	26.9	25.7	24.8	15.0
Clerical	100.0	15.4	26.8	20.6	19.1	13.2
Sales	100.0	5.8	27.5	22.0	23.9	15.0
Service	100.0	7.0	11.0	18.0	25.3	26.4
Skilled	100.0	3.7	18.2	26.3	25.8	19.6
Semi-Skilled	100.0	9.9	25.0	28.0	21.4	12.7
Unskilled and Other	100.0	12.7	25.4	18.9	20.5	18.1
Unemployed, Female	100.0	19.7	21.6	23.4	22.4	10.8
Professional and Managerial	100.0	11.4	34.6	21.7	22.3	9.8
Clerical	100.0	33.4	21.7	16.8	19.0	7.7
Sales	100.0	7.8	18.6	29.5	24.5	15.7
Service	100.0	4.0	15.6	22.6	30.8	23.3
Skilled	100.0	6.1	17.2	29.1	29.1	16.3
Semi-Skilled	100.0	8.1	22.4	29.9	24.6	12.8
Unskilled and Other	100.0	11.1	22.8	32.5	22.8	8.8
Unemployed, Male	100.0	16.4	21.6	19.5	12.4	12.4
Professional and Managerial	100.0	16.5	24.8	16.5	12.8	5.5
Clerical	100.0	24.0	12.0	10.3	17.1	10.3
Sales	100.0	15.6	21.9	6.2	14.6	16.7
Service	100.0	5.7	6.9	20.7	13.0	16.9
Skilled	100.0	6.7	20.3	18.1	12.5	17.6
Semi-Skilled	100.0	18.9	24.4	24.0	11.4	10.5
Unskilled and Other	100.0	22.4	27.1	21.8	11.6	9.0
Unemployed, Female	100.0	11.1	25.0	28.8	14.9	12.1
Professional and Managerial	100.0	16.2	32.5	24.3	21.6	0.0
Clerical	100.0	31.3	20.8	13.9	10.0	9.3
Sales	100.0	16.2	8.1	32.5	10.8	16.2
Service	100.0	7.2	24.0	24.0	17.6	17.6
Skilled	100.0	5.8	8.7	25.9	17.3	26.9
Semi-Skilled	100.0	3.9	25.2	32.4	19.4	12.6
Unskilled and Other	100.0	10.8	33.8	35.4	7.7	8.7

TABLE 13

PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED BY AGE, MOST RECENT OCCUPATION AND SEX  
JANUARY, 1956

	Total	Under 25	25-34	Age Groups			
				35-44	45-54	55-64	65 and Over
Employed, Male	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional and Managerial	15.0	6.4	17.5	16.1	16.2	13.4	11.8
Clerical	12.1	23.4	14.0	10.5	10.0	9.5	11.3
Sales	6.0	4.4	7.1	5.5	6.2	5.4	6.6
Service	6.2	5.5	3.0	4.7	6.8	9.8	14.5
Skilled	26.4	12.2	20.8	29.0	29.6	30.8	32.1
Semi-Skilled	18.4	22.8	20.0	21.6	17.1	13.9	10.5
Unskilled and Other	15.9	25.3	17.6	12.6	14.1	17.2	13.2
Employed, Female	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional and Managerial	3.8	2.2	5.7	3.6	3.8	3.5	4.2
Clerical	46.4	77.7	46.8	33.5	39.5	32.8	33.1
Sales	4.2	1.7	3.7	5.4	4.6	6.1	8.5
Service	6.3	1.3	4.5	6.1	8.6	13.4	11.7
Skilled	6.5	2.0	5.2	8.1	8.4	9.8	7.4
Semi-Skilled	21.2	8.6	21.9	27.2	23.3	25.0	23.4
Unskilled and Other	11.6	6.5	12.2	16.1	11.8	9.4	11.7
Unemployed, Male	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional and Managerial	3.3	3.6	3.8	2.8	3.5	1.4	4.5
Clerical	5.4	8.3	3.0	2.7	7.5	4.4	7.9
Sales	3.0	3.0	3.0	0.9	3.5	3.9	4.1
Service	8.1	3.0	2.5	8.4	8.5	10.7	16.6
Skilled	29.0	12.5	26.9	26.6	29.3	40.7	40.6
Semi-Skilled	20.0	24.4	22.3	24.1	18.4	16.5	12.1
Unskilled and Other	31.2	45.2	38.5	34.5	29.3	22.4	14.2
Unemployed, Female	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional and Managerial	2.3	3.3	3.0	1.9	3.5	0.0	1.5
Clerical	16.1	45.0	13.5	7.7	11.3	12.1	28.4
Sales	4.6	6.7	1.4	5.1	3.5	6.1	9.0
Service	7.8	5.0	7.5	6.5	9.4	11.1	9.0
Skilled	6.5	3.4	2.3	5.9	7.7	14.1	11.9
Semi-Skilled	38.5	13.3	39.2	43.3	51.7	39.4	29.8
Unskilled and Other	24.2	23.3	33.1	29.6	12.9	17.2	10.4

occupations were employed from ages under 25 to 64. Lower percentages of employed were shown in semi-skilled occupations from 25-54 and in unskilled from under 25 to 44.

### Industry of Present and Last Attachment

Significantly higher proportions of employed males were shown in manufacturing from 35-54 and in transportation and trade from 45-54. (See Tables 14 and 15). The higher proportion in the total for ages 55-64 was a result of slightly higher, but not individually significant, percentages in most industries. The lower proportion in the under 25 group resulted from the consistently higher percentages among the unemployed in all industries. For those 65-and over, proportions were significantly lower for the employed in all industries except construction and other. The female employed proportions were relatively higher in manufacturing for age

45-54 and lower in trade for 65-and-over.

In the proportions for all ages in the different industries, employment was relatively high in manufacturing, transportation, trade, and service, but low in construction. Within each age group, male employment was high compared with unemployment in manufacturing for those under 25-64, in transportation for ages 35-64, in trade for ages 25-34, and in service for those 35-44. Employment was lower in the construction industry for ages 25-64. For females, employment was high relative to unemployment in trade for ages 25-64, and finance for ages under 25. The total for service was high, but no age groups showed a significant difference from the unemployment values. The proportion of employment was low in manufacturing for those from under 25-64.

### Conclusion

Proportions in the total expanded samples of employed and unemployed

TABLE 14

PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED  
BY INDUSTRY OF LAST ATTACHMENT, BY AGE, AND SEX  
JANUARY, 1956

	Age Groups						65 and Over
	Total	Under 25	25-34	35-44	45-54	55-64	
Employed, Male	100.0	8.1	23.1	23.9	23.0	16.6	5.3
Construction	100.0	7.6	26.9	26.8	18.2	17.1	3.4
Manufacturing	100.0	8.5	21.9	24.4	23.7	15.9	5.6
Transportation, Communication, and Public Utilities	100.0	6.1	21.0	23.4	22.0	22.3	5.2
Trade	100.0	8.0	23.3	24.3	24.2	15.3	4.9
Service	100.0	8.1	29.5	25.6	18.3	12.1	6.4
Finance, Insurance, and Real Estate	100.0	9.1	25.9	15.8	23.8	20.6	4.8
Other	100.0	14.3	35.7	0.0	21.4	14.3	14.3
Employed, Female	109.0	19.7	21.6	23.4	22.4	11.0	1.9
Construction	100.0	17.7	18.2	18.2	15.9	0.0	0.0
Manufacturing	100.0	12.5	21.5	27.9	24.1	11.8	2.2
Transportation, Communication, and Public Utilities	100.0	16.3	22.6	20.9	19.8	19.2	1.2
Trade	100.0	20.7	22.0	23.3	21.2	10.7	2.1
Service	100.0	17.3	25.4	16.1	27.0	11.2	3.0
Finance, Insurance, and Real Estate	100.0	41.3	18.4	13.9	18.0	8.0	0.4
Other	100.0	20.0	40.0	0.0	20.0	20.0	0.0
Unemployed, Male	100.0	16.4	21.6	19.5	12.4	12.4	17.7
Construction	100.0	12.9	28.7	24.9	13.5	13.3	6.7
Manufacturing	100.0	17.9	19.2	16.1	11.2	12.4	23.2
Transportation, Communication, and Public Utilities	100.0	11.1	15.9	15.9	8.5	13.8	34.8
Trade	100.0	18.1	16.8	20.2	13.8	11.7	19.4
Service	100.0	10.2	17.0	0.0	13.7	11.4	47.7
Finance, Insurance, and Real Estate	100.0	18.7	14.0	28.0	11.4	12.4	15.5
Other	100.0	27.0	33.0	18.0	14.0	4.0	4.0
Unemployed, Female	100.0	11.1	25.0	28.8	14.9	12.1	8.1
Construction	100.0	11.5	0.0	11.5	30.8	15.4	15.4
Manufacturing	100.0	9.0	25.9	32.4	14.5	12.2	6.0
Transportation, Communication, and Public Utilities	100.0	24.3	24.3	8.1	0.0	16.2	27.1
Trade	100.0	11.5	21.8	28.2	13.7	10.3	14.5
Service	100.0	25.0	35.0	10.0	16.6	6.7	6.7
Finance, Insurance, and Real Estate	100.0	15.4	17.6	24.4	20.6	13.2	8.8
Other	100.0	25.7	42.9	8.6	11.4	5.7	5.7

TABLE 15

PERCENTAGE DISTRIBUTION OF THE EMPLOYED AND UNEMPLOYED  
BY AGE, INDUSTRY OF LAST ATTACHMENT, AND SEX  
JANUARY, 1956

	Age Groups						65 and Over
	Total	Under 25	25-34	35-44	45-54	55-64	
Employed, Male	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Construction	5.3	5.0	6.1	5.9	4.2	5.4	3.3
Manufacturing	48.4	51.2	46.0	49.1	50.0	46.4	51.1
Transportation, Communication, and Public Utilities	12.9	9.7	11.7	12.6	12.4	17.2	12.6
Trade	21.4	21.3	21.6	21.7	22.6	19.7	19.6
Service	6.9	6.9	8.8	7.4	5.5	5.0	8.4
Finance, Insurance, and Real Estate	5.0	5.7	5.6	3.3	5.2	6.2	4.6
Other	0.1	0.2	0.2	0.0	0.1	0.1	0.4
Employed, Female	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Construction	0.9	2.2	0.8	0.7	0.6	0.0	0.0
Manufacturing	44.2	27.9	43.9	53.2	47.4	47.0	50.0
Transportation, Communication, and Public Utilities	3.5	2.9	3.7	3.1	3.1	6.1	2.1
Trade	28.6	30.1	29.2	28.7	27.1	27.7	30.9
Service	14.0	29.2	11.9	8.3	11.2	10.1	3.2
Finance, Insurance, and Real Estate	0.1	0.1	0.2	0.0	0.1	0.2	0.0
Other	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Unemployed, Male	33.2	28.7	43.4	41.5	36.2	35.6	12.81
Construction	35.5	35.8	31.1	28.7	32.4	35.6	47.02
Manufacturing	5.7	4.0	4.1	4.6	3.9	6.3	11.4
Transportation, Communication, and Public Utilities	14.1	15.9	10.8	14.2	15.7	13.2	15.5
Trade	2.6	1.7	2.1	0.0	3.0	2.4	7.3
Service	5.8	6.8	3.8	8.2	5.4	5.9	5.3
Finance, Insurance, and Real Estate	3.1	5.1	4.7	2.8	3.4	1.0	0.7
Other	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Unemployed, Female	1.6	1.6	0.0	0.6	3.4	4.1	3.1
Construction	67.6	54.1	70.4	75.9	66.6	67.7	49.9
Manufacturing	2.2	4.9	2.2	0.6	0.0	3.0	7.6
Transportation, Communication, and Public Utilities	14.4	14.8	12.6	14.0	13.3	12.1	25.7
Trade	3.7	8.2	5.2	1.3	4.2	2.0	3.1
Service	8.3	11.5	5.9	7.0	11.7	9.1	9.1
Finance, Insurance, and Real Estate	2.2	4.9	3.7	0.6	0.8	2.0	1.5
Other							

<sup>1</sup>Smaller proportion of 65 and over unemployed in construction than for other ages.

<sup>2</sup>Larger proportion of 65 and over unemployed in manufacturing than for other ages.

for ages under 45 and 45 and over and for the different sexes seemed to be close enough to permit comparisons of other characteristics.

The pattern of increasingly favorable proportions of employed relative to unemployed total males with ages up to 45-54 might have been expected because of increasing experience and seniority. However, the results, as they concern the problem of the older worker, may be deceptive. The favorable proportions increased, but two questions arise: Do the proportions in favor of employment increase as much as might be expected, and, why should the favorable relationship at 45-54, although still favorable in the comparison of employed and unemployed, decline in comparison with the preceding age?

When the duration pattern was observed, again the pattern of increasingly favorable ratios of employed to unemployed as duration of employment relative to age increased was one that might have been expected. However, as in the comparison of totals, the results raise the questions of whether the favorable ratios are as high as might have been expected and of why so many with long durations of last employment were unemployed in a period of relative economic prosperity. The occupations and industries from which these workers came presumably were not of short term types since the jobs had lasted longer than five years. Since the workers were mostly claimants, it may be contended that they were not voluntarily unem-

ployed. It may be that the pattern is a natural result of the fact that, if all the workers in a plant were laid off, there would be relatively more of the older ages who had held jobs longer. It may be the result of seasonal layoffs with workers seeking temporary jobs until their regular employers resume operations. On the other hand, there is a possibility that age is an indirect or direct cause of this pattern in the duration comparison and in the total employment relative to unemployment pattern. The consistently low employed percentages for males relative to unemployed for duration of last job under one year in the construction industry, and in the unskilled occupations may be a consequence of the time the sample was collected, a month when the construction industry was seasonally low.

For males, the apparently most favorable ages for continued employment was 45-54 and the least favorable 65-and-over. Most favorable occupations proportionately were professional, clerical and sales, while the best industries were manufacturing, trade, transportation, and service in that order.

For females, no one age was exceptionally favorable or unfavorable. This impression may have been a result of the small samples. Relatively the best occupation seemed to be clerical and the best industry, trade, except for those 65-and-over. Unskilled and semi-skilled occupations showed lower proportions employed for most age groups while among industries, manufacturing proportions were consistently low.

## Part III

# AN EXPERIMENTAL ANALYSIS OF SPECIAL SERVICES RENDERED OLDER WORKERS IN PHILADELPHIA

The third phase of the Older Worker Study was designed to determine whether any special services or techniques were particularly successful in dealing with the employment problems of "older" workers. For that purpose a special procedure was developed for use during the period covered by this study. A sample of 465 unemployed applicants over 45 for whom detailed work histories were obtained in Phase II was originally selected to form an experimental group. This group was to be given special service involving all possible help and guidance in securing employment. However, a large portion of the original sample included applicants with lengthy work records who were to be recalled within a short period of time. To all intents and purposes these persons were not seeking employment. Therefore, it was necessary to deviate from the original methodology in order to secure a group of applicants who were seeking employment. Two hundred and eighty-three additional applicants were selected from the active file and included with the experimental group because they had either been unemployed for several months and were actually seeking assistance in procuring work, or because they had indicated that there was little possibility of returning to work with their last employer. These applicants were chosen from the registration files in such fashion that their work experiences and ages matched those eliminated for the reasons noted above.

Another comparable group was selected at random. This group was given no special assistance, but was handled in the regular manner. This group constituted the control sample.

Work on this phase of the project was begun officially in the eleven offices in

the Philadelphia area (Philadelphia City and Upper Darby) on December 23, 1955. All results were tabulated as of April 30, 1956.

### Adaptations or Changes in Methods and Techniques

Few adaptations or changes were made in the regular methods and techniques used in developing job openings for older workers; instead there was a concentration on more intensive employment of existing techniques. To some degree each counselor made a personalized adaptation of existing techniques in interviewing and soliciting openings. In fact, this was encouraged as opposed to having each counselor conform to a standardized method of soliciting openings. The use of local office panels which had been originally designed for special services to the handicapped was adapted to the older worker applicants.

### DESCRIPTION OF THE SAMPLE

Tables 16 and 17 present the personal characteristics of the applicants composing the sample. Particular interest is centered around the comparison of the Control Group ( $N = 596$ ) to the Experimental Group ( $N = 623$ ), since the purpose of this study was to appraise the possible greater effectiveness of giving special services to the older applicants in the latter group. Inspection of the tables reveals the following:

(1) The distribution of applicants in the various age groups was very similar—both groups having a somewhat higher proportion in the age 65-and-over category. Each age category contained a sizeable number of applicants.

(2) The proportions of males and females were very similar in both the experimental and control groups, reflecting the normal pattern among Employ-

TABLE 16  
PERSONAL CHARACTERISTICS OF THE EXPERIMENTAL AND CONTROL SAMPLE APPLICANTS  
FOR PHILADELPHIA, MAY, 1956

Characteristics	Experimental Group															
	Total		Control Group		Total		Given Special Services		Counseled		Not Counseled		No Service Beyond Application			
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent		
Total, 45 and Over	1,219	100.0	596	100.0	623	100.0	428	100.0	411	100.0	212	100.0	195	100.0		
45-49	217	17.8	93	15.6	124	19.9	80	18.8	87	21.2	37	14.4	44	22.6		
50-54	227	18.6	100	16.8	127	20.4	79	18.4	86	20.9	41	19.3	48	24.6		
55-59	225	18.4	102	17.1	123	19.7	82	19.1	77	18.7	46	21.8	41	21.0		
60-64	174	14.3	95	15.9	79	12.7	60	14.0	56	13.6	23	10.8	19	9.7		
65 and Over	376	30.9	206	34.6	170	27.3	127	29.7	105	25.6	65	30.7	43	22.1		
Male	854	70.1	433	72.7	421	67.6	291	67.9	273	66.4	148	69.9	130	66.6		
Female	365	29.9	163	27.3	202	32.4	137	32.1	138	33.6	64	30.1	65	33.4		
Veterans	142	11.6	54	9.1	88	14.1	70	16.4	64	15.6	24	11.3	18	9.2		
Nonveterans	1,077	88.4	542	90.9	535	85.9	358	83.6	347	84.4	188	88.7	177	90.8		
Handicapped	306	25.1	65	10.9	241	38.7	130	30.3	129	31.4	112	52.8	111	56.8		
Nonhandicapped	913	74.9	531	89.1	382	61.3	298	69.7	282	68.6	100	47.2	84	43.2		
Educational Levels																
No Schooling	101	8.3	59	9.9	42	6.7	22	5.1	20	4.9	22	10.4	20	10.2		
1-4 Grades	174	14.3	107	17.9	67	10.8	42	9.8	42	10.2	25	11.8	25	12.8		
5-7 Grades	274	22.5	133	22.3	141	22.6	106	24.8	97	23.7	44	20.8	35	17.9		
8th Grade	358	29.2	161	27.1	197	31.7	121	28.3	119	28.9	78	36.8	76	39.1		
9-11 Grades	171	14.0	70	11.7	101	16.2	76	17.7	74	18.0	27	12.7	25	12.8		
High School Graduate <sup>1</sup>	72	5.9	37	6.2	35	5.6	27	6.3	33	8.0	2	0.9	8	4.1		
1-3 Years College	36	3.0	16	2.7	20	3.2	14	3.3	9	2.2	11	5.2	6	3.1		
College Graduate	8	0.7	3	0.5	5	0.8	5	1.2	5	1.2	0	0.0	0	0.0		
Beyond College	2	0.2	1	0.2	1	0.2	1	0.2	1	0.2	0	0.0	0	0.0		
Other Specialized Training Beyond High School	23	1.9	9	1.5	14	2.2	14	3.3	11	2.7	3	1.4	0	0.0		

<sup>1</sup>With no formal specialized training beyond high school

TABLE 17  
ECONOMIC CHARACTERISTICS OF THE EXPERIMENTAL AND CONTROL SAMPLE APPLICANTS  
FOR PHILADELPHIA, MAY, 1956

Characteristics	Experimental Group															
	Total		Control Group		Total		Given Spe- cial Services		Counseled		Not Counseled		No Service Beyond Applica-			
	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent		
Total in Sample	1,219	100.0	596	100.0	623	100.0	428	100.0	411	100.0	212	100.0	195	100.0		
Unemployment Insurance Claimants	1,012	83.0	538	90.2	474	76.1	360	84.1	344	83.6	130	61.4	114	58.5		
Nonclaimants	207	17.0	58	9.8	149	23.9	68	15.9	67	16.4	82	38.6	81	41.5		
Duration of Unemployment <sup>1</sup>																
Less than 1 Month	106	8.7	59	9.9	47	7.5	31	7.2	27	6.6	20	9.4	16	8.2		
1 Month	99	8.1	45	7.6	54	8.7	22	5.1	22	5.4	32	15.0	32	16.4		
2 Months	137	11.2	62	10.4	75	12.0	24	5.6	21	5.1	54	25.6	51	26.1		
3 Months	134	11.0	57	9.5	77	12.3	33	7.7	29	7.1	48	22.7	44	22.7		
4-5 Months	199	16.3	90	15.1	109	17.5	78	18.2	75	18.2	34	16.0	31	15.9		
6 Months or More	544	44.7	283	47.5	261	42.0	240	56.2	237	57.6	24	11.3	21	10.7		
Major Occupational Groups																
Professional & Managerial	53	4.3	31	5.2	22	3.5	20	4.7	18	4.4	4	1.9	2	1.0		
Clerical	157	12.8	55	9.2	102	16.4	88	20.5	86	20.9	16	7.5	14	7.2		
Sales	47	3.9	22	3.7	25	4.0	14	3.3	13	3.2	12	5.7	11	5.6		
Service	86	7.1	50	8.4	36	5.8	26	6.1	23	5.6	13	6.1	10	5.1		
Agricultural	14	1.1	5	0.8	9	1.4	5	1.2	3	0.7	6	2.8	4	2.1		
Skilled	342	28.1	176	29.6	166	26.7	96	22.4	93	22.6	73	34.5	70	35.9		
Semi-Skilled	303	24.9	149	25.0	154	24.7	87	20.3	85	20.7	69	32.5	67	34.4		
Unskilled	217	17.8	108	18.1	109	17.5	92	21.5	90	21.9	19	9.0	17	8.7		
Major Industry Divisions																
Construction	236	19.4	141	23.6	95	15.2	62	14.4	60	14.6	35	16.5	33	16.9		
Durable Manufacturing	249	20.4	118	19.8	131	21.0	96	22.4	93	22.6	38	17.9	35	17.9		
Non-durable Manufacturing	273	22.3	130	21.8	143	23.0	99	23.2	97	23.5	46	21.8	44	22.6		
Transportation, Commu- cation, & Public Utilities	54	4.4	31	5.2	23	3.7	19	4.4	18	4.4	5	2.4	4	2.1		
Trade	158	13.0	80	13.4	78	12.5	59	13.8	57	13.9	21	9.9	19	9.7		
Finance, Insurance, & Real Estate	34	2.8	10	1.7	24	3.9	14	3.3	13	3.2	11	5.2	10	5.1		
Service	141	11.6	63	10.6	78	12.5	42	9.8	39	9.5	39	18.3	36	18.5		
Government	33	2.7	6	1.0	27	4.3	17	4.0	16	3.9	11	5.2	10	5.1		
Other and N.E.C.	41	3.4	17	2.9	24	3.9	20	4.7	18	4.4	6	2.8	4	2.1		

<sup>1</sup>Unemployment is defined as beginning with the first date of the current period of unemployment and continuing up to the date of selection for inclusion in the experimental or control group.

ment Service applicants. As would be expected, there were many more males than females in each group.

(3) There appeared to be more handicapped older workers in the experimental than in the control group (39 percent as compared with 11 percent). However, this finding is probably a function of the fact that more information was obtained for those applicants in the experimental group, thus, bringing to light more knowledge of handicaps. The findings for the experimental group undoubtedly give a truer picture of the extent of handicaps among older workers, particularly for those in the upper age brackets than do the data for the control group.

(4) The control group and the experimental group were very similar in regard to educational levels. As might be expected, both groups contained a large number of applicants with limited educational backgrounds. Approximately, three-fourths of both groups had an educational level of eighth grade or below, and a little less than 10 percent had no education at all.

(5) The proportion of Unemployment Insurance claimants was considerably higher in the control than in the experimental group (90 percent as compared with 76 percent) due to the fact that there were no additions to the control group from the file.

(6) The duration pattern for unemployment was very similar for the control and experimental groups. About 60 percent of the total of the two groups had been unemployed for four months or more and 45 percent had been unemployed for six months or more. Of those applicants in the experimental group who had been unemployed six months or more ( $N = 261$ ), approximately 90 percent were given special services.

(7) The distribution by major occupational groups was similar for the control and experimental groups, with the possible exception of clerical where there were more applicants in the experimental group. The majority of the applicants were from the skilled, semi-skilled, and unskilled occupational groups (approximately 70 percent of the total of both groups).

(8) The distributions by major industrial divisions were also similar for the control and experimental groups. The majority of the applicants were from the construction, durable manufacturing, and nondurable manufacturing industrial divisions.

(9) The proportion of veterans as

compared with nonveterans in both the control and experimental groups was low (approximately 10 percent).

## THE PROBLEM

This study developed a considerable amount of information covering the nature and scope of the employment problems of older workers, both from the standpoints of the employers and the workers. This section deals with several phases of the broad problem.

### Applicant Reasons for Separations

Most of the separations were involuntary (92 percent) rather than voluntary (8 percent). Very few older workers left their employment voluntarily.

Voluntary or involuntary retirement because of age accounted for only 20 percent of the reasons given by males and only 12 percent of the reasons for separation given by females. There were many applicants in the experimental group who were 65 or over, (35 percent of the males and 11 percent of the females) who were, thus, at what is usually considered to be retirement age. In any event, retirement was not given as the major reason for separation by either the male or female group as a whole. It should be noted, however, that reaching retirement age was stated as a reason for separation by 46 percent of the males 65 or older, and 52 percent of the females of like age. This is the only age group with a large number of applicants giving this reason for separation.

The major reason given for separation by applicants was **laid off for lack of work**, (69 percent of the males and 71 percent of the females giving this response). The frequency of this reason is very high for all age groups, but it is highest for the 50-54 age group for both males and females (90 and 84 percent, respectively); and it is lowest for both males and females 65 and over (39 percent and 28 percent, respectively). It is unfortunate that this particular reason for separation is difficult to inter-



pret. One cannot establish whether it actually means what it says, or whether it represents a convenient phrase to cover other reasons which either the employer or the applicant is reluctant to state.

Separation because of health or because of being discharged were rarely given as reasons by the applicants in the experimental group.

### Employer Reasons for Not Hiring Older Workers

The reasons given most frequently by employers were as follows:

1. Forced retirement age is company policy (16 percent);
2. Group insurance rate would be increased (15 percent);
3. Cannot meet company physical requirements (13 percent);
4. Too set in ways (13 percent); and
5. Too slow for production (13 percent).<sup>9</sup>

This list is useful because it points up the kind of objections that are commonly met in attempting to place older workers. Regardless of their validity, they represent employer attitudes or prejudices which must be broken down in various ways by counselors and others who are attempting to place older workers. Each of these objections should be studied and analyzed carefully and a program set up to train people to present counter-arguments which will be effective in "selling" the older worker.

<sup>9</sup>The following reasons were also listed but by less than 5 percent of the employers. They are reported in descending order of frequency:

1. Would only be available for a limited number of years;
2. Prefer younger workers—no exact reason;
3. Demand too much from management in terms of salary, free medical care, etc.;
4. Do not get along with co-workers;
5. Present employees are young—do not wish to mix age groups;
6. Will hire older workers only if younger are not available;
7. Too slow in comprehending new work and methods;
8. Lose too much time because of illness;
9. Too exacting and concerned about own work;
10. Entry jobs are closed to older workers;
11. Accident prone;
12. Emotionally unstable; and,
13. Resist traveling outside neighborhood for work.

Furthermore, these are only generalizations which may or may not apply to individual older workers. The general principles of selective placement and the recognition of individual differences should be stressed continually in dealing with employers and applicants alike.

### Counseling Clues

Since the intensive service provided the applicants in the experimental group included counseling, it is of considerable interest to note the frequency with which various counseling clues were observed. A total of 866 counseling clues were observed.<sup>10</sup> The most frequent clues were distributed as follows in order of frequency:

1. Personal problem in finding and holding a job, (42 percent);
2. Experience, vocational change, (35 percent); and
3. No experience, questionable choice, (12 percent).<sup>11</sup>

It is interesting to note that the pattern of clues was different for males and females. For the females the most frequent clues observed were:

1. Experience, vocational change, (45 percent); and
2. No experience, questionable choice, (38 percent).

For the males the most frequent clues were:

1. Personal problem in finding and holding a job, (58 percent); and
2. Experience, vocational change, (32 percent).

On the basis of these results, it is evident that a large number of older applicants need to be referred to counselors for possible intensive service, especially counseling.

### Counseling Problems

One of the most important aspects of the counseling of older workers is the incidence of the various types of prob-

<sup>10</sup>It should be noted that several clues were observed for some applicants.

<sup>11</sup>Other clues present to a much lesser degree were:

1. Training need;
2. Other agency need;
3. No experience—no choice; and
4. Area transfer desired.

lems encountered in the counseling process. A total of 914 counseling problems were noted for 428 applicants of the experimental group who were given special services. This points up a very important fact; namely, that counseling problems are frequently multiple, rather than single. A counselor must be prepared to diagnose and counsel with more than one type of counseling problem, especially with older applicants who may also be handicapped. For this type of sample, it appears that a counselor can expect to find at least two problems per older applicant.

The most frequently occurring counseling problems are discussed below.

**Physical Handicaps (31 percent).** The incidence of physical handicaps was somewhat higher among the males than among the females (34 percent as compared with 26 percent); however, it should be kept in mind that, as a group, there were more male applicants than female applicants in the experimental sample in the 65-and-over group. The incidence of physical handicaps is definitely higher in the older age groups, especially for those 60-64 (65 percent) and 65 and over (48 percent) as compared with those 45-49 (11 percent), 50-54 (14 percent), and 55-59 (24 percent). The findings here have very important implications for the problem of counseling older workers. Selective placement is certainly indicated because of physical handicaps which are frequently found in combination with the age factor. A counselor for older workers must be trained in the techniques of counseling and placing physically handicapped applicants, as well as in the techniques of counseling older applicants.

**Difficulty with Job Search (22 percent).** This is a type of problem which the employment service is especially well equipped to handle, provided that intensive job solicitation is done for the older worker and that intensive efforts are made not only to exhaust every possibility, but also to combat unrealistic age restrictions set up by employers. It

might also be pointed out here that in some cases even though the actual placement may not be made by the Employment Service directly, the whole process helps to build up the morale of the older worker and often motivates him to go out on his own and find a job instead of sitting and doing nothing. In short, this phase of the counseling process was shown to be therapeutic in and of itself.

**Lack of Skills (13 percent).** These applicants present a very difficult counseling problem because the counselor has little or nothing to go on as far as work potentiality is concerned. This is an area where aptitude testing offer real possibilities for uncovering latent talents. The GATB (General Aptitude Test Battery), with suitable norms for older workers, should be very useful here. Since this characteristic related to a sizeable group of older applicants, it might also be extremely worth while to develop new testing procedures which are especially adapted to older workers. This, of course, is an area for further research.

**Nonrealistic Demands (10 percent).** These applicants needed personal counseling in addition to job counseling. Employment service counselors should be trained in the techniques for this type of counseling and should be given the additional time necessary to work with this type of problem. While this type of problem is certainly not confined to older workers, it is rather common and presents a real stumbling block to effective placement.

**Disuse of Skills (6 percent).** Here again, testing was important to determine the level of skill (and especially speed). Suitable proficiency testing is indicated where feasible. Also, counselors should be well posted on all types of training facilities for adults in the community and should make every effort to secure retraining or "brush-up" courses for the applicant. This type of counseling requires training in educational diagnosis and counseling in addition to vocational counseling.

**Lack of Insight Into Their Own Limitations** (6 percent). Here again, there was a personal counseling problem which required specialized techniques as mentioned above.

**Low Morale** (6 percent). This was also shown to be a personal counseling problem.

**Lack of Job Opportunities for Long Specialized Experience** (4 percent). Since the older applicant may be reluctant to change to another occupation, this also presented a personal counseling problem in some cases.

**Loss of Speed in Production Operation** (3 percent). This type of problem was shown to involve retraining or placement in another type of work.

From the above data, it is apparent that there is a real need for trained counselors who are well versed in all phases of Employment Service placement activities, and who are also trained in counseling the physically handicapped and those persons who need personal counseling before placement.

### **Upper Age Restrictions in Job Openings**

An extremely important aspect of the present study was concerned with the extent to which upper age restrictions were placed on job openings by employers. A total of 2,864 job openings were analyzed with regard to upper age restrictions. The results show that 79 percent of all job openings had upper age restrictions; further, that 87 percent of all male job openings and 68 percent of all female job openings had upper age restrictions. Thus, the greater majority of job openings had stated upper age job restrictions, with a distinctly higher proportion for males than females.

Examination of the data showed that there were upper age restrictions ranging from 21-and-under to 65-and-over. The modal value for all 2,258 openings with upper age restrictions was 45-54 years of age. However, there were 1,275 job openings (57 percent) where

the upper age restriction was below 45, thus excluding over half of the jobs from older workers. The modal value for all 1,413 male job openings with upper age restrictions was 35 to 55 years of age. In this case there were 734 job openings (52 percent) where the upper age restriction was below 45, thus excluding about half of the jobs from older males. The modal value for all 845 female job openings with upper age restrictions was 35 to 44 years of age. In this case there were 541 job openings (64 percent) where the upper age restriction was below 45. One may conclude from these data that the majority of the job openings had upper age restrictions which would make job placement more difficult for all applicants, and especially difficult for those over 45.

As a matter of fact, it should be noted that for both males and females, there were many job openings with upper age restrictions of 35 or less.<sup>12</sup> While the present study was concerned with applicants over 45, it was apparent that the age problem was also quite acute for the age span from 35-44 and this should, therefore, be taken into account. It appears possible that in the future one may have to consider as "older" anyone over 35, rather than anyone over 45.

**Upper Age Restrictions in Job Openings by Occupational Group and Sex.** Table 18 shows the results for upper age restrictions according to occupational group and sex. It may be concluded from the data shown that upper age restrictions existed in all categories. For the males, the age restrictions were most severe for the clerical, sales, and semi-skilled and unskilled groups. For the females, the age restrictions were not as severe, except for the clerical and unskilled groups.

**Upper Age Restrictions in Job Openings by Industrial Division and Sex.** Table 18 shows the results for upper age

<sup>12</sup>For the males, 351 or 22.0 percent of the total job openings have upper age restrictions below 35. For the females, 212 or 15.0 percent of the total job openings have upper age restrictions below 35.

TABLE 18  
PERCENT OF OPENINGS WITH AGE RESTRICTIONS BY OCCUPATIONAL GROUPS,  
BY SEX AND BY INDUSTRY, FOR PHILADELPHIA, 1956

Occupation	Male						Female					
	Number of Openings	Number With Re-strictions	Number With Re-strictions Under 45	Percent With Re-strictions	Percent With Re-strictions Under 45	Median Age Re-ported	Number of Open-ings	Number With Re-strictions	Number With Re-strictions Under 45	Percent With Re-strictions	Percent With Re-strictions Under 45	Median Age Re-ported
Professional and Manage-rial	80	61	28	76	46	47.1	9	7	6	78	86	--
Clerical	163	149	83	91	56	41.9	573	507	330	89	65	41.2
Sales	54	89	48	95	54	43.9	98	64	30	65	47	45.6
Service	66	54	10	82	19	51.1	150	29	6	19	21	52.7
Agricultural	38	36	2	95	6	56.1	---	---	---	---	---	--
Skilled	233	170	24	73	14	57.4	2	2	---	100	---	--
Semi-Skilled	260	215	139	83	66	39.8	197	104	56	53	54	43.9
Unskilled	687	639	400	93	63	41.5	213	132	112	62	85	37.2
Industry												
Construction	221	148	37	67	25	56.2	26	5	3	19	60	--
Durable Manu-facturing	323	303	189	94	62	38.8	173	151	130	87	86	41.8
Nondurable Manu-facturing	340	316	218	93	69	38.4	223	106	161	83	87	40.9
Transportation, Communication, Public Utili-ties	30	30	28	100	93	---	4	4	4	100	100	--
Finance, In-surance, Real Estate	60	49	29	82	59	---	95	92	79	97	86	--
Service	321	255	84	80	33	51.4	421	121	35	29	29	50.6
Government	35	29	1	83	3	---	26	25	18	89	72	--

Median upper age restrictions are not shown when the size of the group is small.

restrictions according to industrial division and sex. It may be concluded from these data that upper age restrictions existed in all categories. For the males, the age restrictions were most severe for manufacturing, transportation, communication, and public utilities, and trade. For the females, the age restrictions were most severe for manufacturing, finance, insurance and real estate, and government.

#### Upper Age Restrictions in Job Openings by Size of Establishment and Sex.

There appeared to be a very definite relationship between upper age restrictions and size of establishment for males. The best opportunities apparently existed with employers of fewer than fifty workers. As the size of establishment increased, the percent of openings with upper age restrictions increased. For example, for establishments with one to seven employees, 72 percent of the job openings had upper age restrictions; while for establishments with one thousand or more employees, 99 percent of the job openings had upper age

restrictions. For females, the percent of job openings with upper age restrictions did not increase markedly until the size of establishment reached 500 employees. For both males and females, the percent of job openings with upper age restrictions was significantly higher for establishments with 500 or more employees.

There was also a tendency for the upper age restrictions to be lower for the larger establishments. The percent of openings (males and females combined) with upper age restrictions below 45 for the various sizes of establishments was as follows:

- 1-7 employees—197 out of 452 (44 percent)
- 8-19 employees—143 out of 355 (40 percent)
- 20-49 employees—138 out of 370 (37 percent)
- 50-99 employees—121 out of 175 (69 percent)
- 100-499 employees—337 out of 495 (68 percent)
- 500-999 employees—134 out of 154 (87 percent)
- 1,000 or more employees—250 out of 257 (97 percent)

**Job Openings with Educational Specifications by Age, Occupational Group, and Sex.** An analysis of the data showed that the educational status of the older applicants in this study was rather low. For example, only 12 percent of the applicants were high school graduates or higher. Forty-five percent of the applicants had less than an eighth grade education. Thus, it appears important to compare the educational specifications for job openings with the educational levels of the older applicants. It must be recognized that the present group of older workers had less education because their generation left school at an earlier age—social and economic customs and pressures being different at that time. Educational requirements, thus, placed an additional burden on the older worker and the Employment Service.

For the total sample of 1,219 applicants and for the total of 1,759 job openings the results were as follows:

- (1) **Below 8th grade**—applicants 45 percent; specifications on openings 11 percent;
- (2) **8th grade**—applicants 29 percent; specifications on openings 20 percent;
- (3) **9-11 grades**—applicants 14 percent; specifications on openings 19 percent;
- (4) **High school graduate**—applicants 6 percent; specifications on openings 47 percent;
- (5) **1-3 years college**—applicants 3 percent; specifications on openings 1 percent;
- (6) **College graduate and beyond**—applicants 1 percent; specifications on openings, 2 percent and;
- (7) **Other specialized training beyond high school**—applicants 2 percent; specifications on openings less than 1 percent.

These data showed that there was a marked discrepancy between the educational status of these older applicants and the educational specifications shown on job orders. Fifty percent of all job openings had educational specifications of high school graduation or higher, while only 12 percent of the applicants had achieved this level. This factor

must be taken into account in counseling as well as in job solicitation for older applicants.

## PLACEMENT AND EMPLOYMENT RESULTS

In reviewing the results of this study of special services it should be kept in mind that these cover only the period of this study and the sample selected. They do not, therefore, represent the total number of older applicants who obtained employment either through their own efforts or through the efforts of the Employment Service during this period. Moreover, counseling and placement are both continuing processes. Thus, the results discussed here represent the minimum rather than the maximum, since a considerable number of applicants may have obtained employment during June and July, or even later. Further follow-up would be necessary to clarify this point.

### General Results

Turning first to the over-all results, we find that 400 applicants in the total group obtained employment by all methods. Of these, 195 were in the control group and 205 were in the experimental group. The methods utilized for obtaining employment were as follows: For the control group, 69 or (35 percent) returned to their former employers; 40 (21 percent) applied directly to employers; 35 (18 percent) obtained employment through their unions; 22 (11 percent) were placed through the Employment Service; and 20 (10 percent) obtained employment through relatives or friends. The remaining applicants used some other method, such as a private employment agency, or newspaper advertisement. For the experimental group, 131 (64 percent) were placed through the Employment Service, and 34 (17 percent) returned to their former employers. The rest (40) utilized a combination of the methods mentioned above. Placement through the Employment Service was much more prevalent among those in the experi-

mental group than among those in the control group.

### Effectiveness of Counseling

While the above data are interesting, they do not bear directly on the problem of determining the effectiveness of the counseling process for older applicants. For this purpose one may

compare the results of referral and job development for the following three groups: (1) control group; (2) experimental-counseled; (3) experimental-not-counseled. The criterion which were used in this comparison were the results of call-ins for referral to jobs. The results are summarized in tabular form:

	Control Group N = 596			Experimental Group Not Counseled N = 212			Counseled N = 411		
	Number	Possible Number	Percent	Number	Possible Number	Percent	Number	Possible Number	Percent
Called in .....	128	596	28	186	212	88	309	411	75
Offered Referral .....	46	128	36	84	186	45	225	309	73
Referred .....	41	46	89	70	84	83	201	225	89
Placed .....	22	41	54	28	70	40	103	201	51
Number for whom job Development was attempted	52	128	41	157	186	84	234	309	76
Number of job development contracts .....	85	.....	....	345	.....	....	836	.....	....
Average contracts per individual .....	1.6	.....	....	1.6	.....	....	3.6	.....	....
Number placed through job development .....	12	52	23	19	157	12	87	234	37

On the basis of these data one may conclude that the total success in placement through referral was much higher for both experimental groups, since far more applicants were called in, more job developments attempted, and more referrals were made. Of those applicants offered referral in the three groups, about the same proportions were referred, with a similar proportion placed, except for the Experimental-Counseled Group, in which it was somewhat less. It should be noted that a much larger proportion of applicants in the Experimental-Counseled Group was offered referral, and the proportion of the group called in who were placed was about twice that for the other two groups. Further, it is seen that about twice as many job development contacts per individual were made in the Experimental Group-Counseled, and the number placed through job development was considerably higher than for the other two groups.

### Characteristics of Those Employed

Follow-up data were collected in this study on the number of applicants placed, classified by age, sex, duration of unemployment, educational levels, and occupational groupings. The data are presented in tabular form, showing the total employed for each category, and also those placed by the Employment Service. In each instance, the number of cases refers to the number of applicants for whom follow-up information was available.

The first summary shows the number who obtained employment and the number who were placed by the Employment Service classified by age.

### AGE—GENERAL RESULTS

#### 45 - 49

Total Employed ..... 90 out of 159 (57%)  
Placed by the  
Employment Service .... 46 out of 90 (51%)

#### 50 - 54

Total Employed ..... 88 out of 157 (56%)  
Placed by the  
Employment Service .... 33 out of 88 (38%)

**55 - 59**

Total Employed .....	108 out of 162 (67%)
Placed by the Employment Service ....	42 out of 108 (39%)

**60 - 64**

Total Employed .....	60 out of 130 (46%)
Placed by the Employment Service ....	15 out of 60 (25%)

**65 and over**

Total Employed .....	54 out of 316 (17%)
Placed by the Employment Service ....	17 out of 54 (31%)

It is apparent that above the age of 60, placement became increasingly difficult. It is encouraging, however, to note the number of older workers of various ages who obtained employment, both through their own efforts and/or through the Employment Service.

The following summary presents the numbers placed out of the total number called in for referral to jobs classified by age and sex for each of the three groups.

### PLACEMENT—RESULTS OF CALL-INS FOR REFERRAL TO JOBS BY AGE AND SEX

**Total 45 and over**

Control Group .....	22 out of 596 (4%)
Experimental— Counseled .....	103 out of 411 (25%)
Experimental— Not Counseled .....	28 out of 212 (13%)

**45 - 49**

Control Group .....	5 out of 93 (5%)
Experimental— Counseled .....	59 out of 87 (68%)
Experimental— Not Counseled .....	15 out of 37 (41%)

**50 - 54**

Control Group .....	3 out of 100 (3%)
Experimental— Counseled .....	22 out of 86 (26%)
Experimental— Not Counseled .....	5 out of 41 (12%)

**55 - 59**

Control Group .....	5 out of 102 (5%)
Experimental— Counseled .....	11 out of 77 (14%)
Experimental— Not Counseled .....	6 out of 46 (13%)

**60 - 64**

Control Group .....	5 out of 95 (5%)
Experimental— Counseled .....	6 out of 56 (11%)
Experimental— Not Counseled .....	1 out of 23 (4%)

**65 and over**

Control Group .....	4 out of 206 (2%)
Experimental— Counseled .....	5 out of 105 (5%)
Experimental— Not Counseled .....	1 out of 65 (2%)

**Total Male**

Control Group .....	12 out of 433 (3%)
Experimental— Counseled .....	74 out of 273 (27%)
Experimental— Not Counseled .....	20 out of 148 (14%)

**Total Female**

Control Group .....	10 out of 163 (6%)
Experimental— Counseled .....	29 out of 138 (29%)
Experimental— Not Counseled .....	8 out of 64 (13%)

Success in placement was highest for the counseled group (25 percent for the total) and lowest for the control group, regardless of age. For both experimental groups, the placements dropped off as the ages of the applicants increased. Here again, however, the counseled group showed distinctly better results for all age groups. The rate of placement for males and females was about the same; depending on the group.

Another summary may be prepared to show the placement results classified by the duration of the period of unemployment.

### DURATION OF UNEMPLOYMENT

**Less than 1 month**

Total Employed .....	40 out of 90 (44%)
Placed by Employment Service .....	16 out of 40 (45%)

**1 month**

Total Employed .....	49 out of 67 (73%)
Placed by Employment Service .....	11 out of 49 (33%)

**2 months**

Total Employed .....	62 out of 87 (71%)
Placed by Employment Service .....	19 out of 62 (31%)

**3 months**

Total Employed .....	55 out of 93 (59%)
Placed by Employment Service .....	18 out of 55 (33%)

**4-5 months**

Total Employed .....	72 out of 137 (53%)
Placed by Employment Service .....	25 out of 72 (35%)

**6 months or more**

Total Employed .....	122 out of 450 (27%)
Placed by Employment Service .....	64 out of 122 (52%)

These data show that as duration of unemployment increased it was more difficult to place the applicant, particularly after six months or more. However, it must be pointed out that a special effort was made to add to the sample cases of persons who had been unemployed for more than six months. Thus, the data are probably not representative. Nonetheless, it was evident that of those placed by the Employment Service, the highest proportion was for six months or more, the next was for one month or less. Subject to data limits noted above, it would appear that the greatest benefits from counseling and job development were obtained by those having the longest duration of unemployment.

The following summary shows placement results arranged according to the educational levels of the applicants.

**EDUCATIONAL LEVEL****No School**

Total Employed .....	20 out of 72 (29%)
Placed by Employment Service .....	2 out of 20 (10%)

**8th Grade or Less**

Total Employed .....	284 out of 680 (42%)
Placed by Employment Service .....	96 out of 284 (34%)

**High School Graduates and Less**

Total Employed .....	381 out of 880 (44%)
Placed by Employment Service .....	139 out of 381 (37%)

**Training Beyond High School**

Total Employed .....	19 out of 44 (43%)
Placed by Employment Service .....	14 out of 19 (74%)

These data suggested a tendency toward a higher rate of placement with

higher educational levels, although placements were made at all levels.

A final summary was prepared showing the distribution by occupation of those employed.

**OCCUPATIONAL DISTRIBUTION****Professional and**

Managerial .....	9 out of 51 (18%)
Clerical .....	53 out of 136 (39%)
Sales .....	26 out of 38 (68%)
Service .....	27 out of 81 (33%)
Agriculture .....	6 out of 8 (75%)
Skilled .....	119 out of 193 (61%)
Semi-skilled .....	99 out of 202 (49%)
Unskilled .....	61 out of 215 (28%)

It is evident that the largest rates of placement were found in the skilled, sales, and semi-skilled occupational groups. On the other hand, the lowest rates were found among professional and managerial, unskilled, and service groups with the clerical category occupying a middle position.

**Applicants Appraisal of the Employment Service Assistance**

Data were also collected to show the applicants' appraisals of Employment Service assistance. In general, the majority of both groups indicated that they had been helped by the service, with a somewhat higher proportion in the experimental group indicating this answer. An interesting finding was that in the group given special services, 93 percent of those who had been counseled said that they had been helped, while only 44 percent of those not counseled gave the same response. It is quite apparent that those who had been counseled felt that they had been helped.

When the data on satisfaction with employment are examined, it appears that while most of those employed were satisfied with employment, the non-counseled group again showed a much higher degree of dissatisfaction. The proportion of those who were satisfied did not appear to differ particularly for any of the other variables such as age and sex. Where the applicant was dis-



satisfied, it appeared most often to revolve around type of work or wages.

## CONCLUSIONS —

### EXPERIMENTAL ANALYSIS

In general, the results of this study showed that many older workers (regardless of age, sex, educational status, etc.) who actually wanted full-time employment could be successfully placed in suitable jobs. A large number of the applicants in this sample (particularly those who were counseled) did find employment and most of them appeared to be satisfied with the Employment Service services and with the jobs obtained.

The success obtained appears to have been due primarily to an intensive effort to use all of the current Employment Service techniques and facilities, particularly counseling and job development; in other words, intensive use of present procedures and techniques rather than the development of new procedures and devices. This does not mean that research and development on such new techniques should not continue, but rather that the Pennsylvania Employment Service should be encouraged in every way to use its staff and facilities in continuing its intensive attack on the older worker employment problem.

## Philadelphia Business Index

The September 1950 issue of the Bulletin presented a new index of general business conditions in the City of Philadelphia. This series, prepared and since maintained by Robert T. Kline, was designed to reflect economic activity exclusively within the boundaries of the City of Philadelphia. It was originally based upon a combination of statistical data representing (1) industrial electric power sales; (2) indexes of employment and employee-hours; (3) department store sales<sup>1</sup>; (4) bank debits<sup>2</sup>; and (5) total construction. Because the method of reporting certain data is under revision by the originating agencies, the change in average weekly hours worked and the monthly change in total employment in the Philadelphia metropolitan area, both prepared by the Department of Research of the Federal Reserve Bank of Philadelphia, have been substituted for (2) above. This is a temporary expedient to maintain continuity of the

index. The original data series will be restored after revision.

The following table presents the index for the years 1939 through 1955 and by month from November, 1955.<sup>3</sup>

Index of General Business Conditions,  
City of Philadelphia, 1947=100

Year	Index	Month	Index
1939	73	1955	
1940	77	Nov.	125.9
1941	96	Dec.	123.5
1942	99	1956	
1943	106	Jan.	126.4
1944	106	Feb.	124.2
1945	98	Mar.	122.1
1946	100	April	127.7
1947	100	May	129.7
1948	103	June	127.6
1949	97	July	129.1
1950	108	Aug.	131.0
1951	111	Sept.	133.7
1952	111	Oct.	128.3p
1953	119	Nov.	130.0e
1954	119		
1955	124		

p=preliminary

e=estimated. Based on currently published weekly indicators.

<sup>1</sup>The revised index of Department Store Sales, published by the Federal Reserve Bank of Philadelphia, has been used in the composite index since October, 1951.

<sup>2</sup>The revised Wholesale Price Index, all commodities, published by the BLS, is used beginning January, 1952 as a deflationary index for the Bank Debit Series.

<sup>3</sup>Kline, Robert T., "A Measurement of General Business Conditions in the City of Philadelphia." *Economics and Business Bulletin*, Temple University School of Business and Public Administration, Philadelphia, Pa., September, 1950, pp. 33-40.