

Older workers. (1957) 116

(BES No. E-169)  
MAY 1957

Services to

# Older Workers

by

THE PUBLIC  
EMPLOYMENT  
SERVICE

INSTITUTE OF INDUSTRIAL  
RELATIONS LIBRARY  
UNIVERSITY OF CALIFORNIA  
BERKELEY

OCT 9 1958

FOR USE BY  
STATE EMPLOYMENT SECURITY AGENCIES



U. S. DEPARTMENT OF LABOR  
James P. Mitchell, Secretary

U.S. BUREAU OF EMPLOYMENT SECURITY  
Robert C. Goodwin, Director

Washington 25, D. C.



U.S. Govt. print. off. 1957

## PREFACE

A great opportunity is presented to us who work in the public employment service to help large numbers of our citizens who because of their age face difficulties in finding suitable jobs. It is perhaps an opportunity that no other public or private agency is afforded both in terms of numbers and frequency. Many mature jobseekers will require no special help, but a significant number will. The problems of the latter will challenge the highest measure of our interviewing, counseling, and job placement skills. This handbook is intended to help in carrying out this important responsibility.

This handbook assumes that the basic procedures for application taking, order taking, selection and referral, employer relations, job development, testing, counseling, and selective placement, as prescribed in the Employment Security Manual, are already understood and in operation in local employment offices. The application of these basic techniques in serving the older jobseeker is emphasized in this handbook. Also, some newer techniques, like group guidance and staff clinics, are presented as means of improving services to older applicants. Much of the recommended practice is drawn from the experiences reported in the 1956 studies on services to older workers conducted by the Bureau of Employment Security and the appropriate State employment security agencies in the following cities: Los Angeles, California; Miami, Florida; Worcester, Massachusetts; Detroit, Michigan; St. Paul-Minneapolis, Minnesota; St. Louis, Missouri; Hempstead, New York; Philadelphia, Pennsylvania; and Seattle, Washington.

This material amplifies the existing content of the Manual rather than displacing it, and references are made to pertinent Manual sections. It covers much of the basic philosophy behind the program and deals with both the why and the how of providing these services.

This handbook is designed for internal use by State employment service offices, but may serve as a reference document for interested persons in industrial relations, personnel, and vocational guidance. It is the third volume in a handbook series which include Counseling and Employment Service for Special Worker Groups and Counseling and Employment Service for Youth.

This handbook was prepared in the Division of Counseling, Selective Placement, and Testing, of the Bureau of Employment Security, by Abraham Stahler, Carter W. Friend, Hyman J. Shultz, Ruth E. Potter and Josephine M. Meers, under the general direction of Earl T. Klein, Chief of the Division.

Acknowledgements are due representatives from regional offices of the Bureau of Employment Security and to representatives of the following

State employment security agencies: California, Florida, Massachusetts, Michigan, Minnesota, Missouri, New York, Pennsylvania, and Washington. They assisted both in developing and in reviewing the material and made many helpful comments.

A. W. Motley, Assistant Director,  
Bureau of Employment Security

# TABLE OF CONTENTS

	<u>Page</u>
Preface . . . . .	i
I. INTRODUCTION . . . . .	1
A. The Impact of the Older Population on the Employment Service	1
B. Content of This Handbook . . . . .	1
C. Definition of Terms . . . . .	2
II. <u>BASIC FACTS AND CONCEPTS</u> . . . . .	5
A. Who Are Middle-Aged and Older Jobseekers? . . . . .	5
B. What Are Some of the Facts about These Jobseekers? . . . . .	5
C. Not All Middle-Aged and Older Jobseekers Have Job Search Problems . . . . .	7
D. Why Do "Older Workers" Have Job Search Problems? . . . . .	7
E. Why Are We So Concerned About the Older Worker? . . . . .	9
III. OBJECTIVES AND SCOPE OF SERVICES . . . . .	13
A. Policies of the Employment Service in Serving Older Workers .	13
B. Objectives of Older Worker Activities . . . . .	13
C. Scope of Service . . . . .	14
IV. ROLE OF LOCAL OFFICE STAFF . . . . .	17
A. Specialized but Integrated Service for Older Workers Most Effective . . . . .	17
B. Role of Local Office Specialist on Services to Older Workers	17
V. IDENTIFYING OLDER WORKERS WHO NEED SPECIAL SERVICES . . . . .	21
A. Activities Comprising Special Services . . . . .	21
B. Indicators of Possible Need for Special Service . . . . .	21
C. Use of Indicators . . . . .	24
VI. RECEPTION . . . . .	27
A. Importance of Reception in Serving the Older Jobseeker . . .	27
B. Initial Visit of Older Applicant . . . . .	27
C. Subsequent Visits of Older Applicant . . . . .	27
VII. APPLICATION TAKING . . . . .	29
A. Need for Intensive Application Taking . . . . .	29
B. Use of Modified Self-Application Method . . . . .	29
C. Use of Application Summary Worksheet . . . . .	30
D. Obtaining Applicant Information . . . . .	31
E. Occupational Classification . . . . .	33



	<u>Page</u>
VIII. TAKING AND FILLING ORDERS . . . . .	37
A. Order Taking . . . . .	37
B. Selection for Referral . . . . .	39
C. Modification or Elimination of Upper-Age Specifications . . . . .	40
D. Preparing the Applicant for the Interview With the Employer . . . . .	41
E. Prereferred Preparation of the Employer. . . . .	44
F. Verification of Referral Results . . . . .	45
IX. JOB DEVELOPMENT . . . . .	47
A. Purpose . . . . .	47
B. Advantages of Job Development . . . . .	47
C. Responsibility for Recognizing Need for Job Development . . . . .	48
D. Determining When to Use Job Development . . . . .	48
E. Who May Perform Job Development . . . . .	51
F. Sources of Leads for Developing Jobs . . . . .	51
G. Approach to Employer . . . . .	52
H. Fact Sheets as Aids in Job Development . . . . .	52
I. Methods of Job Development . . . . .	53
J. Employer Panel . . . . .	54
X. EMPLOYER RELATIONS . . . . .	57
A. Role of Employer Relations . . . . .	57
B. Activities in Behalf of Older Workers a Part of Total Employer Relations Program . . . . .	57
C. Basic Objectives . . . . .	57
D. Activities To Be Emphasized . . . . .	58
E. Preparing for the Employer Contact . . . . .	59
F. Carrying Out Activities in Behalf of Older Workers . . . . .	61
G. Employer Institutes . . . . .	63
XI. SELLING THE QUALIFICATIONS OF OLDER WORKERS . . . . .	65
A. Need for Effective Selling Techniques . . . . .	65
B. Preparation for Employer Contact . . . . .	65
C. Steps in the Selling Process . . . . .	65
D. Gaining the Attention of the Employer (or Introduction) . . . . .	66
E. Arousing the Interest of the Employer (Rapport or Warm-up) . . . . .	66
F. Presenting the Qualifications of the Older Worker . . . . .	66
G. Closing the Interview . . . . .	67
H. Handling Objections to Hiring Older Workers . . . . .	68
I. Steps to be Taken After Employer Contact . . . . .	70
J. Using Results of Employer Contacts . . . . .	71

	<u>Page</u>
XII. COUNSELING AND TESTING . . . . .	73
A. Recognizing Counseling Need . . . . .	73
B. Identification and Treatment of Problem Areas . . . . .	74
C. Recognition of Individual Differences . . . . .	78
D. Understanding of the Older Worker's Self-Concept . . . . .	78
E. Conducting the Interview . . . . .	79
F. Working With Feelings and Attitudes . . . . .	81
G. Appraising Physical Capacities . . . . .	84
H. Evaluating Skills and Abilities . . . . .	85
I. Evaluating Potentiality . . . . .	86
J. Applying Occupational and Labor Market Information . . . . .	90
K. Appraising Economic Factors . . . . .	90
L. Formulating the Vocational Plan . . . . .	91
M. Putting the Plan into Effect . . . . .	92
N. Referral to Other Agencies . . . . .	93
O. Follow-up . . . . .	93
XIII. GROUP ACTIVITIES . . . . .	95
A. Group Guidance . . . . .	95
B. Staff Clinics . . . . .	99
C. Round-Table Discussions . . . . .	100
XIV. PROMOTIONAL ACTIVITIES . . . . .	103
A. Need for Promotional Activities . . . . .	103
B. Basic Theme of a Promotional Program . . . . .	103
C. Planning Promotional Activities . . . . .	103
D. Carrying Out a Promotional Program . . . . .	104
E. Use of Community Group or Committee . . . . .	105
F. Participation in Community Programs on Problems of the Aging . . . . .	106
XV. COMMUNITY RESOURCES . . . . .	107
A. Use of Community Resources in Serving Older Workers . . . . .	107
B. Types of Service Available in the Community . . . . .	107
C. Local Committees . . . . .	111
XVI. SERVING THE OLDER VETERAN . . . . .	113
A. Veterans as Older Workers . . . . .	113
B. Making Priority of Service Effective . . . . .	113
C. Benefits and Preferences Accruing to Veterans . . . . .	114
D. Role of the Local Veterans Employment Representative . . . . .	114

<b>XVII. EVALUATION OF SERVICE . . . . .</b>	<b>117</b>
<b>A. Purpose . . . . .</b>	<b>117</b>
<b>B. Analysis of Records . . . . .</b>	<b>117</b>
<b>C. Analysis of Reports . . . . .</b>	<b>120</b>
<b>D. Application of Results of Evaluation . . . . .</b>	<b>122</b>
<b>SELECTED REFERENCES . . . . .</b>	<b>123</b>

## Chapter I

### INTRODUCTION

#### A. The Impact of the Older Population on the Employment Service

Persons who are middle-aged and over constitute a growing proportion of our population and our potential labor force. More than a third of our employed workers are 45 years and over. And these persons hold proportionately more of the managerial, skilled, sales, and service jobs than any other age group. They tend to be employed by one firm longer and this tendency increases with their age. In other words, they represent an important and valuable segment of our productive skills, knowledges, and abilities.

When these experienced hands become unemployed, they often find other jobs without difficulty, and the Employment Service places many of them every day. However, in proportion to their numbers in the active application files of our local employment offices, we are not placing enough of them. Roughly, they represent about one-third of the applicants in local offices and somewhat less than one-fifth of the placements.

Since the Employment Service has an equal obligation to each job-seeker who is able and willing to work, service to older jobseekers needs to be improved. More effort needs to be directed to promote equal opportunity for employment for these mature jobseekers, so that they may obtain a proportionate share of employment opportunities. This does not mean a different type of service, but an improvement and expansion of services available in a public employment office.

The Employment Service must be able to draw on this reservoir of experience to fill job orders for the skills, knowledges, and abilities demanded by our expanding economy.

#### B. Content of This Handbook

This handbook describes the local office activities necessary to improve employment opportunities for middle-aged and older applicants having difficulty in getting jobs principally because of their age. It discusses the application of standards, methods, procedures, techniques, and tools which may be used in promoting for "older workers" equal opportunity for employment in competition with other jobseekers of similar qualifications. It supplements the Employment Security Manual sections relating to the placement process, counseling, testing, selective placement, service to veterans, employer relations, community participation, and public information.

### C. Definition of Terms

#### 1. Older worker

A person who is encountering, or may be expected to encounter, difficulty in getting or keeping a job principally because of his age.

#### 2. Older worker activities

All services which promote equal opportunity for employment for older workers in competition with other jobseekers with similar qualifications. They include direct services to older jobseekers, as well as broad educational and promotional efforts with employers, labor unions, and the community.

#### 3. Special services to older workers

Techniques adapted to the special problems of individual older jobseekers, including selective placement using physical capacities appraisal--physical demands analysis approach, counseling, group guidance, aptitude and proficiency tests, individualized job development, referral to other agencies; follow-up with employer and applicant, employer panels, and staff clinics.

#### 4. Job development

The process of soliciting an employer's order for a specific applicant for whom the local office has no suitable opening currently on file.

#### 5. Employer institute

A formal meeting with employers and their staffs to discuss the facts concerning older workers and the methods for successfully employing them.

#### 6. Employer panel

A device for developing job openings in which selected, qualified, older applicants are presented to a panel of employers who may have a need for their services or who may be able to help them obtain suitable jobs.

#### 7. Group guidance

Planned discussion with a group of older applicants (numbering approximately ten to fifteen) to explore and seek answers to their problems, such as attitudes, habits, appearance, and presenting qualifications to an employer.

C. Definition of Terms--continued

8. Round-table discussion

Staff conference to analyze and improve the local office older worker activities by interchange of staff experiences.

9. Staff clinic

Conference of local office staff members, such as counselor, older worker specialist, employer relations representative, specialist on physically handicapped, veterans employment representative, and selected interviewers, to review actions taken on particularly hard-to-place older applicants and to determine additional services to be provided in resolving their employment problems.

## Chapter II

### BASIC FACTS AND CONCEPTS

#### A. Who Are the Middle-Aged and Older Jobseekers?

At least one-third of all persons registered with the Employment Service are middle-aged or older. The qualifications of these applicants for employment will vary in the same manner as those of other applicants. For, individual differences hold for middle-aged and older applicants as they do for younger ones. They are individual applicants, not a group, and each must be considered in terms of his own experience, training, skills, potentialities, personal traits, physical capacities, interests, and other factors that help determine the types of work for which he is qualified and the specific services he may need. Each individual older applicant must be thought of in terms of his assets as well as his limitations in the same way as all other applicants.

#### B. What Are Some of the Facts about These Jobseekers?

Much information about these jobseekers has been gathered through studies and surveys. The facts that have been gathered serve to emphasize that many of the adverse generalizations about middle-aged and older persons in the labor force are not justified and that they therefore should be considered on the basis of their own individual qualifications regardless of age. Some of the facts (taken mainly from the reports listed under "Older Worker Studies" in the "Selected References" on page 124 of this handbook) reveal that:

1. Most older jobseekers have at least 20 years of work experience. This attachment to the labor force is reflected by the fact that well over half were unemployment insurance claimants. Some, like housewives who are entering or reentering the labor market, may not have had recent paid employment.
2. They have developed skills, progressed in their lines of work, and held positions of trust. The proportion of jobseekers age 45 and over in the skilled category is more than twice as great as the proportion of younger applicants.
3. Older persons have lower separation rates than their proportion in the labor force. Most older jobseekers are out of work through no fault of their own, e.g., the firm may have changed locality, and consolidation and change of management may have eliminated their jobs. If an older jobseeker obtains a regular



B. What Are Some of the Facts about These Jobseekers?--continued

- job, lasting at least a year, he is likely to stay with the firm longer than younger workers.
4. Older persons are employed in sizable proportions in all types of industries and business activities. This broad pattern of experience is reflected in the work histories of older jobseekers. They have performed a variety of tasks, and their skills can be effectively adapted to new work situations.
  5. Studies show that there is a wide variation in individual productivity among workers irrespective of age. Some older persons have higher output than some younger persons. Many employers state that the quality of production is superior among older persons.
  6. Four out of five older jobseekers have no definable physical handicap. Five out of six have no significant vocational handicap for jobs for which they qualify; in other words, most of them are able to work.
  7. Older persons have better than average safety and attendance records. The frequency of prolonged illness levels off at middle age. Workers over 50 years of age lose fewer scheduled days of work through illness than any younger age group.
  8. Employers state that middle-aged and older employees have greater company loyalty, better morale, and much greater dependability than younger employees.
  9. Older jobseekers are adaptable and do change fields of work and industries, even though they may have spent most of their working life in the same line of work. More than half of them changed industries, and two-fifths changed occupations in order to obtain employment during the seven-city counseling and placement demonstration project in 1956.
  10. Older jobseekers have fewer years of formal schooling, since school-age attendance laws were less extensive four or five decades ago. By 1965, the proportion with fewer years of schooling will shrink.
  11. Older persons have developed sound work habits. They are late less frequently and have far less deliberate absenteeism. Employers say that they waste less time, have a serious attitude toward their jobs, are less distracted by outside interests, and have a definite desire to work.
  12. They usually require less supervision once they are oriented

B. What Are Some of the Facts about These Jobseekers?---continued

on a job. They have learned to take supervision and to adjust to the work situation.

13. Most older jobseekers had their highest earnings on their last job. But they will change occupations or take down-grading in order to obtain employment.

C. Not All Middle-Aged and Older Jobseekers Have Job Search Problems

Many, if not most, of these middle-aged and older jobseekers are readily placeable based on their experience, knowledge, and abilities. However, a large number do experience job search problems, mainly because of their age. For operating purposes, the Employment Service calls these persons "older workers." An "older worker" is, therefore, defined as a person who is encountering, or may be expected to encounter, difficulty in getting or keeping a job principally because of his age.

Thus, the Employment Service concept of "older worker" is not based on chronological age alone, but is based on a number of factors which make it difficult for the applicant to obtain or hold suitable employment. These factors include employment practices in the area, local labor market conditions, the type of occupation, the skill level of the applicant, physical condition and capacity, sex, and personal traits, as well as chronological age.

For reporting purposes, however, there must be some uniform measuring stick which levels out the influence of local labor market conditions and practices. Operating reports on services to older workers are required, therefore, in terms of age groupings 45-64, and 65 and over.

D. Why Do "Older Workers" Have Job Search Problems?

Mature employees are an important part of our work force and their contribution to our expanding economy is recognized. If they become unemployed, their skill and judgment do not evaporate. The facts, just listed, about middle-aged and older jobseekers point to their being desirable candidates for job openings. Yet, the individual older worker has difficulty in getting another job. Why?

1. Employers cling to invalid assumptions

Some employers allege that older persons lack physical stamina and are less productive than other workers. Some generalize that older jobseekers are inflexible, that they cannot learn new tasks, that they will not fit in with younger employees,

D. Why Do "Older Workers" Have Job Search Problems?—continued

and that they will not consider work at a lower skill level or at a lower pay rate. Other employers assume that older persons are absent from work more and that they are accident prone.

2. Hiring policies penalize the older jobseeker

Restrictive physical examinations bar many able-bodied older jobseekers. Since some employers assign their aging employees to lighter jobs, they maintain that they cannot hire older persons. Higher pension and insurance costs are cited by other employers as their reasons for maximum age limits on new hires. Long seniority with one employer may hurt an older jobseeker who needs to look for another position. Some employers assume that younger persons must be hired so that they can be trained to assume greater and greater responsibilities and can be promoted to better jobs. If discriminatory hiring practices with regard to race, creed, color, or disability are evidenced, they may further complicate an older person's search for work.

3. Older workers are displaced along with old machines

New processes and new machines often affect the number of workers and the type of skills required by an industry. Older employees are laid off rather than being trained for the newer processes. If a plant or whole industries shift to other localities, older employees who may not be invited to transfer are left in areas with little need for their skills. To magnify their problems they are labeled as miners, as textile workers, or as steam locomotive workers, and are not considered for other types of job openings.

4. The community considers him a welfare problem

Although the community is vaguely aware that a problem exists and "that something should be done about it," there is a disproportionate emphasis on the social aspects of the older worker's problems. Unless persons are individually involved, there is a belief that there is no real problem, that a good worker can always find a job.

5. He is often his own worst enemy

The mature worker often creates problems of his own when looking for work. Because he has worked for one employer for a long time, he often does not know or has forgotten how to look for a new job. He sometimes fears changes and adjustments which he will have to make. If his first job-hunting efforts are unsuccessful, he may adopt a defeatist attitude which only complicates his problem. He may lack a realization of his own limitations

D. Why Do "Older Workers" Have Job Search Problems?--continued

or local labor market conditions and so he may continue to make unrealistic demands for wages, type of work, or working conditions. On the other hand, he may sense that he is slowing down and either may talk about it too much or may cover it up to his own disadvantage in being suitably placed or in getting corrective service.

6. Some negative attitudes have rubbed off on local office staff

Staff attitudes that "little can be done for the older applicant" may reflect themselves in all phases of local office operations from reception to employer relations. Catch-all classifications, without considering all qualifications, may be assigned arbitrarily. Age ranges on orders may be assumed by an interviewer, and older applicants may not be referred. Older workers may be thought of primarily for routine service or for protective or custodial jobs. Qualified older applicants may be passed over in the file, because it may take a little more time to call an employer to discuss an older worker's qualifications. Inept selling techniques may emphasize the problems rather than the qualifications of older workers.

E. Why Are We So Concerned about the Older Worker?

We in the public employment service must be concerned with the problems faced by the older worker, for his sake, for the sake of the economy as a whole, and in our own self-interest. The plight of the person "too old" for current job openings and too young to retire is one we cannot afford to ignore.

1. The older worker has more trouble in getting a job

A glance at any "help wanted" column will show that the mature jobseeker is having problems. A study of local office job orders reveals that generally more than half of all job openings specify upper-age restrictions. About a fifth of the orders specify 35 years of age or under, and twice as many list age limits at 45 or under. Local office placements of older applicants reflect these restrictions, since they represent only about a fifth of all placements, while older persons represent about one-third of all applicants. Age barriers on new hires lead to a higher rate of unemployment for jobseekers age 45 and over than for those in the 25-44 age group and also to longer average duration of unemployment. After age 55, the problem of finding a job intensifies, and becomes severe after 65.

2. Population and labor force trends indicate that there will be more older workers

People are living longer, and longevity will increase with medical

E. Why Are We So Concerned about the Older Worker?—continued

advances in early diagnosis and treatment of chronic diseases common in middle-aged and later life. The population 45 and over is increasing more rapidly than total population. For example, during the first half of the century, total population doubled, but the number 45 to 64 tripled, and the number 65 and over quadrupled. This growth in our older population is expected to continue during the next two decades at a rate double that for the 25-44 group. Our major population increases will be in the older and younger groups. The applicant load in our local offices will reflect this shift in our potential labor force. Not only will more jobs be needed every year, but age restrictions in hiring will need to be modified to keep pace with our increasing population.

3. Our expanding economy will require more workers

If we assume that our population and the demand for goods and services will continue to grow at a rate comparable to that in the past, our gross national product will have to increase from \$391 billion in 1955 to \$560 billion in 1965 to provide for our 25 million more people. Hours of work will probably continue to be reduced gradually as well. This means that we will need ten million more workers by 1965 to keep pace with the demand for goods and services. The 25-44 age group can be counted upon for only a nominal increase, and the younger group must be encouraged to get as much education and training as possible. More than half of the labor force increase will have to come from the 45 and over age group.

In order to face up to the growing problem of the older job-seeker, local office staff first of all must have knowledge of the extent of the problem locally and of the qualifications and attributes of the older jobseekers. What barriers are older applicants meeting in the local labor market? For which skills among older jobseekers is there little or no demand among local employers and why? What other potentials and qualifications do these applicants have? How can these skills and potentials be adapted to local needs?

Equally important is the need for confidence by the staff that the problem of the older worker can be solved. Without this belief to serve as an impetus to an understanding of the problems of the individual older worker, staff efforts are likely to be mechanical and not too productive. This confidence is required to establish rapport with the applicant and to develop in him confidence that he can be a useful, productive member of society.

E. Why Are We So Concerned about the Older Worker?—continued

Armed with knowledge of the extent of the problem, the qualifications and favorable attributes of older workers, and the industrial and labor situation in the community, staff members can effectively employ techniques developed to overcome employer objections and to facilitate the employment of older applicants.

What we in the Employment Service can do to facilitate the employment of the older worker is covered in the succeeding chapters.

### Chapter III

#### OBJECTIVES AND SCOPE OF SERVICES

##### A. Policies of the Employment Service in Serving Older Workers

Policies of the Employment Service, as applied particularly to older workers, are:

1. To accept an application from any applicant, legally qualified to work, without regard to age.
2. To provide such services to older workers as are necessary to promote for them equal opportunity for employment in competition with other workers of similar qualifications.
3. To determine the occupational qualifications of older workers by obtaining and recording complete information concerning their work experience, specific skills, training, physical capacities, and personal characteristics, and to assign classifications which will reflect adequately their qualifications for suitable placement.
4. To provide such specialized services as are necessary to assist older workers presenting special problems in determining or finding suitable employment.
5. To give full consideration to the qualifications of older workers with respect to all openings for which they are qualified.
6. To engage in educational programs with employers, employer groups, labor unions, and the community for the purpose of increasing employment opportunities for older workers.
7. To coordinate its activities in behalf of older workers with those of other groups and agencies serving older persons, and to cooperate with such groups and agencies in order to render the most effective service possible for older workers.

##### B. Objectives of Older Worker Activities

The objective of employment service policies is to provide all those services, within our general scope of responsibility, which will insure for older workers:

1. Equal opportunity for employment, in accordance with qualifications.



B. Objectives of Older Worker Activities--continued

2. Employment at highest skill, compatible with the labor market.
3. Satisfactory adjustment in occupation and work situation.

C. Scope of Service

Service to older workers involves every activity carried on in a local office. In order to improve and expand service to older applicants, certain aspects of every major function are emphasized. Aspects to be emphasized are:

1. Normal services

- a. Acceptance of an application from any older person willing and able to work, regardless of his age, place of residence, current employment status, or occupational qualifications.
- b. Intensive application-taking to get all pertinent data needed for suitable placement.
- c. Classification to reflect strongest combinations of skills, knowledge, abilities and interests. Stereotype classifications should be avoided.
- d. Efforts to eliminate or modify age specifications on job orders received when qualified older applicants are available.
- e. Full consideration of qualifications of older workers in selection, call-in, and referral.
- f. Preparation of the older applicant on how to apply for a job and how to present his qualifications to the best advantage, including advice on preparation of summaries of qualifications.
- g. Preparation of the employer for the pre-employment interview with the older applicant, so that he will evaluate qualifications without bias because of the worker's age.
- h. Recognition of the need for special services as soon as possible, and at any point in local office operations.

2. Special services

- a. Provision of individual counseling and group guidance to assist older applicants in problems of job choice or adjustment and problems interfering with their job search.

C. Scope of Service---continued

- b. Use of aptitude tests to aid older workers in determining additional fields of work that may be suitable. Use of proficiency tests to assist in determining qualifications for entry or re-entry in jobs.
- c. Use of physical capacities appraisal-physical demands appraisal approach where physical limitations of the worker must be specially considered.
- d. Individual job development for older applicants who possess qualifications for which there is a need in the area and for which no job order exists.
- e. Referral to other agencies of older applicants who need rehabilitation, medical, training, or other services to better prepare them for employment.
- f. Follow-up on older workers who have been placed to ascertain if satisfactory job adjustment has been made or if additional services are needed.
- g. Use of staff clinics to review actions taken or indicated to resolve difficult placement problems of older applicants.

3. Related activities

- a. Use of positive sales approach in employer relations activities to encourage the elimination or modification of upper-age restrictions and other nonperformance requirements and to promote consideration of older applicants on the basis of qualifications to perform.
- b. Assistance to employers in making more realistic appraisals of the physical and other requirements of their jobs to facilitate use of older workers.
- c. Gathering and dissemination of comprehensive labor market information in order to assess the extent of the older worker problem in the area and to provide realistic information on local labor market conditions to older jobseekers.
- d. Cooperation and participation with community agencies serving older citizens as well as civic and service organizations to coordinate activities in resolving employment problems of older workers.
- e. Use of wide-scale employer and community promotional campaigns to promote understanding of the qualifications of older workers and to encourage their hiring and retention.

C. Scope of Service--continued

A large proportion of older job seekers need only the usual or normal services of the local employment office. Others need one or more special services to facilitate their suitable employment. Indicators which are designed to assist local office staff members in identifying those who may need special service are provided and discussed in Chapter V.

## Chapter IV

### ROLE OF LOCAL OFFICE STAFF

#### A. Specialized but Integrated Service for Older Applicants Most Effective

Experience and special studies in serving older applicants reveal that a "specialized but integrated service" is most effective in improving and expanding service to older workers. Service should be given in the regular units providing application, counseling, placement, and other local office services, rather than by routing all older applicants to a separate section. In an integrated service, each staff member trained to carry out a specific function provides that service to older applicants as well. An integrated service utilizes the skills, knowledges, and abilities of every staff member in providing more service to more older jobseekers. Training in improvements to existing techniques and the application of some additional ones will enable local office staff to improve and expand service to older applicants. Emphasis on the application of each function to serving these applicants will be covered under the appropriate chapter headings.

One person, however, should be given responsibility for making certain that the older worker receives the type and extent of service needed. Where a local office specialist is designated, he is responsible for giving functional supervision to local office services to older workers. In other local offices, part-time responsibility should be assigned to a specially designated staff member, preferably the person responsible for employment service operations.

#### B. Role of Local Office Specialist on Services to Older Workers

Under the direction of the employment service supervisor, or other person responsible for employment service operations, the local office specialist is responsible for: (1) giving functional supervision and assistance to local office staff members in providing improved services to older workers, (2) assisting with promotional activities in behalf of older workers, and (3) participating in community activities related to the problems of older workers. Whether he is assigned these functions on a full-time or part-time basis, the specialist assists management in carrying out its complex and diverse responsibilities for increased and improved service to older workers.

It is recommended that the specialist perform the following specific duties:

##### 1. Improvement of local office services to older workers

**B. Role of Local Office Specialist on Services to Older Workers—continued**

- a. Assist line supervisors to insure that older workers receive necessary services throughout the office.
- b. Assist line supervisors to conduct reviews of application taking, counseling, job development, selection, referral, and the other local office services provided to older workers, including analysis of periodic reports, and to determine improvements needed to facilitate the suitable employment of older workers.
- c. Provide, or assist in providing, formal and on-the-job training to local office personnel in serving older workers more effectively.
- d. Follow through on training given by making periodic checks on actions taken to insure effective service to older workers.
- e. Assist the employment counselor and other staff members to resolve unusually difficult employment problems presented by individual older workers.
- f. Cooperate with employer relations representatives, the veterans employment representative, the selective placement specialist, selection and referral interviewers, and other staff members in developing job openings for unusually hard-to-place older workers.
- g. Cooperate with order taking, selection and referral, employer relations, and other appropriate staff members in attempting to obtain elimination or relaxation of restrictive age specifications.
- h. Assist in establishing, and participate in, staff clinics to aid in resolving special problems of older workers.
- i. Assist in arranging employer panels as an aid in developing suitable job opportunities for older workers.
- j. Review, or assist in reviewing, active application files periodically to identify those older workers who remain unemployed for a considerable length of time, and assist in determining the services needed to facilitate their employment.
- k. Plan, or assist in planning, periodic round table discussions of local office staff members to analyze, and to recommend improvements in, local office services to older workers.

**B. Role of Local Office Specialist on Services to Older Workers--continued**

**2. Promotion of employment of older workers**

- a. Stimulate, assist in planning, and participate in the local office public relations program (1) to promote the qualifications of older workers, and (2) to inform older workers of services available to them through the local office.
- b. Assist the employer relations representatives, and other staff members who contact individual employers, to promote effectively the hiring and use of older workers.
- c. Conduct educational institutes, forums, demonstrations, and other types of meetings to increase management, labor, and community acceptance of qualifications of older workers.
- d. Prepare, or assist in preparing, local fact sheets providing basic data on employment qualifications of older workers and answers to employer objections to hiring them.

**3. Participation in community activities**

- a. Serve as liaison representative with all cooperating agencies and organizations providing services to older workers.
- b. Assist in forming, where they do not already exist, community committees on the aging, and participate in their activities.
- c. Stimulate the development of refresher and skill-broadening training courses for older workers.
- d. Perform related duties as required to facilitate suitable employment of older workers.

In smaller offices, it may be desirable for the local office specialist to perform fewer of the duties suggested above and more direct services, such as job development, for certain older workers, due to limited staff time. However, care should be taken that the specialist is not so burdened with direct services as to prevent him (1) from assisting in improving the over-all local office services to older workers, (2) from promoting favorable acceptance of older workers by employers, and (3) from participating in community activities which will facilitate the employment of older workers.

In general, as indicated in A above, direct services to the older workers, as with other local office applicants, should be provided by the interviewing, counseling, and other staff members normally responsible for providing those services.

## Chapter V

### IDENTIFYING OLDER WORKERS WHO NEED SPECIAL SERVICES

#### A. Activities Comprising Special Services

As indicated in Chapter III, most older applicants need only the regular services provided by every local office. A significant number of older workers, however, require one or more special services adapted to their individual needs. These services include:

1. Counseling
2. Testing
3. Selective placement
4. Job development
5. Referral to other agencies
6. Follow-up
7. Group guidance
8. Staff clinics

#### B. Indicators of Possible Need for Special Service

In serving the older jobseeker, all local office staff members should be particularly alert to the need for special services. Certain of the clues to need for counseling (see section 4010, part II, ES Manual) and to recognizing disabilities (see section 8252, part II, ES Manual) are particularly indicative in the case of the older worker. Other clues point to the need for other special services. Certain observable characteristics, attitudes exhibited during the interview, or situations reflected in the work history are especially revealing of the older applicant's need for special services. Indicators of possible need for special services include:

1. Appearance, attitudes, handicap, or other personal factors make referral and employer acceptance difficult
  - a. Dress or grooming inappropriate for age or occupation.
  - b. Hostility; extreme aggressiveness; bitterness; "world owes me a living."



B. Indicators of Possible Need for Special Service--continued

- c. Poor vision or hearing or other limiting physical handicap.
- d. Unusually rambling or confused conversation.
- 2. Is seriously discouraged, has lost confidence, has low morale
  - a. Anxiety or desperation about "ever finding another job."
  - b. Apathy; defeatism; "it's no use, I'm too old."
  - c. Indecisiveness or vacillation.
- 3. Unrealistic demands with respect to wages, working conditions, or other factors
  - a. No longer qualifies for prestige position formerly held.
  - b. Relates demands to his obligations rather than to his abilities and labor market conditions.
  - c. Insists on kind of job he has been unable to find over a long period or for which opportunities are limited because of policies of promotion-from-within.
- 4. Can no longer follow previous occupation because of its physical demands
  - a. Discharged from last job because work was too heavy or too fast.
  - b. Left job voluntarily for reasons related to physical abilities.
  - c. Can no longer perform regular work at acceptable speed.
  - d. Rejected for jobs due to failure to pass physical examination.
- 5. Unusual difficulty in getting or holding job
  - a. Unemployed but seeking work for at least 3 months prior to registration.

B. Indicators of Possible Need for Special Service--continued

- b. Repeatedly rejected by employers.
  - c. Extended unemployment although qualified in a demand occupation.
  - d. Recently held several jobs for only a short time.
  - e. Long period of unemployment after holding job with a single employer for many years.
  - f. Unable to relate his qualifications to local labor market or to specifications of employers.
6. Does not understand true reason for unemployment
- a. Furloughed from work but not recalled with other workers.
  - b. Feels able to return to job after illness or accident, but employer will not permit return.
  - c. Rejected by employers without plausible reasons.
7. Specialized experience but jobs not available
- a. Technological change eliminated demand for his skill.
  - b. Industry in which he worked has declined or left the area.
  - c. Former job in large firm is non-existent in smaller firms.
  - d. Occupation in which he is skilled has been combined with another operation.
8. Lacks marketable skills - skill rusty
- a. No experience or long absence from labor market, e.g., housewife.
  - b. Retired or out of labor market - wishes to work again.
9. Not successfully referred after reasonable time
- a. Application in file for 3 months or more without referral.
  - b. Repeated referrals unsuccessful.

B. Indicators of Possible Need for Special Service--continued

10. Referred by another agency or community organization for assistance with employment problem

- a. Referred by clinic or health agency for selective placement.
- b. Referred by Forty-Plus Club or similar organization because of applicant's difficulty in obtaining employer acceptance.

C. Use of Indicators

The need for special services may be recognized at any point in local office operation, e.g., application, file selection, referral, or file review. In the case of unemployment insurance claimants, the difficulties may be recognized first during claims reinterviews. Familiarity with the indicators will assist all staff members in detecting possible need for special services.

An indicator will not necessarily establish that special services are needed. There is no one-to-one relationship between a specific indicator while serving the older applicant and the specific services needed. Judgment is required to determine which special services will best assist an individual older worker in resolving his job search problems.

For example, Indicator Number 1, "Appearance, attitude, handicap, or other personal factors which make referral and employer acceptance difficult," may indicate that the interviewer need only to provide ordinary pre-referral advice. Suggestions on attire, grooming or the best method of emphasizing pertinent work experience rather than dwelling on the whole work history may be all that an older worker needs to facilitate his acceptance by an employer.

If appearance, attitudes or other personal factors affect the older worker's whole occupational potentiality or his adjustment, he should be referred to the counselor. The counselor may decide to include him in a group guidance session (see chapter XIII, section A) to assist older workers in resolving personal factors such as attitudes and appearance.

If the older worker's physical handicap keeps him from passing rigid physical examinations, he should be routed to the specialist on service to the handicapped for selective placement or possible scheduling for an employer panel (see chapter IX, section J).

C. Use of Indicators--continued

If a physical handicap precludes referral to a job and rehabilitation training is indicated, the appropriate staff member -- counselor, specialist on services to the handicapped, or the veterans employment representative -- may refer the older worker to the State Office of Vocational Rehabilitation or to the Veterans Administration. (See section 6152, part II, ES Manual.)

Similarly, depending upon the circumstances, Indicator Number 7, "Specialized experience but jobs not available," may indicate the need for (1) Only careful interviewing and classification to reflect skills and tasks which can be related to current job openings, (2) job development by the placement interviewer for job openings in his regular occupation, (3) referral to the counselor for assistance in developing a new occupational choice.

The indicators are an effective means of alerting local office staff to need for special services. If the need for such services is recognized and the services provided soon after a middle-aged or older worker becomes unemployed, his opportunity for employment is enhanced materially.

## Chapter VI

### RECEPTION

#### A. Importance of Reception in Serving the Older Jobseeker

Understanding and courteous consideration on their initial visit to the local office is important in serving all job applicants, but it is particularly true in the first contact with a middle-aged or older jobseeker. In the majority of cases, he has been employed for a long period; he has no idea how to look for a job; and he is often extremely sensitive about being a jobseeker and a claimant.

The receptionist at any point in a local office is responsible for:

1. Listening to the older jobseeker even if it requires more time.
2. Accurate direction for specific service.
3. Alertness to indicators that the older applicant is in need of special services.

#### B. Initial Visit of Older Applicant

Under no circumstances should an older applicant be turned away from the counter because of age or be told that the office will not be able to place him because of his age.

#### C. Subsequent Visits of Older Applicant

Local offices may wish to explore the advisability of having the receptionist direct older workers to an interviewer or specialist if no call-in or referral action has resulted after an application has been in the active file for three months. Such procedure may prove of value as a supplement to the review of the active files by the staff member responsible for functional supervision of services to older workers. If this procedure is undertaken in the local office, clear-cut routing from the reception desk should be established. Care must be exercised by the receptionist so that the older jobseeker does not get the impression that he is to be interviewed for a specific job opening.

## Chapter VII

### APPLICATION TAKING

#### A. Need for Intensive Application Taking

Comprehensive applicant information is basic to service for all applicants, but is particularly important for improved services for older jobseekers. Full exploration and recording of skills, knowledge, and abilities, as well as personal characteristics and preferences, will facilitate better service to the older jobseeker in all subsequent contacts with the local office.

There is also the need to explore fully the physical capacities of the applicant since an older applicant may feel the need to hide physical defects. This physical capacities information is important in determining appropriate job classification and in placing him. In addition, it is necessary to determine to what extent the applicant is in the labor market, the applicant's work habits and his personal relationships, as well as his interests and attitudes which affect his willingness to consider different kinds of work and the willingness of the employer to hire him. It is particularly important for the interviewer to keep in mind the indicators to need for special services by older workers (see Chapter V), for it is during the application process that the need for special services most often becomes apparent.

The obtaining and recording of all information necessary for subsequent service to the applicant should result not only in more effective selection, referral, job development or other essential service but also, in many cases, in actual saving of time through minimizing the number of unsuitable call-ins and referrals and through early detection and solution of the jobseeker's problems.

#### B. Use of Modified Self-Application Method

If the self-application method is used by the local office, it should be limited to the recording of identifying and personal data, education and training, and identification of work experience. The application-taking interviewer, in a face-to-face interview with the applicant, should develop and record the content of work experience, special information on leisure time activities and personal characteristics, and summaries of other experience.

Most applicants cannot verbalize job variables as well as a trained interviewer. Full information on tasks performed is needed particularly to make maximum use of such skills in other fields of work. In addition, the value to the applicant of being able to discuss his job search problems with an interested, understanding interviewer

B. Use of Modified Self-Application Method—continued

should not be underestimated. This understanding listening and its contribution to the confidence of the applicant in his job search is stressed frequently in various older worker studies. In many cases, this discussion reveals problems requiring special services, which would have remained undisclosed.

Perhaps the most important result of more extensive application interviewing is that the interviewer is better able and more likely to obtain and record the information described in A above and thus provide the information needed for effective service at other points in the office.

C. Use of Application Summary Worksheet

To assist the application interviewer in obtaining more complete information from the applicant, the applicant may be requested to complete an application summary worksheet, in addition to the identifying and other information on the application card, prior to the interview. The worksheet may contain items as follows:

1. Kind of work done most of life.
  - a. What work have you done most of your life?
  - b. How long did you do this work?
  - c. When did your last job in this line end?
  - d. Are you still able to do this type of work?
  - e. Would you like to continue in this line?
  - f. If you can no longer do this work, why?
  - g. Why did you leave this work?
2. Other kind of work done for a long period of time.
  - a. What other work have you done for a long time?
  - b. How long did you do this work?
  - c. When did your last job in this line end?
  - d. Are you still able to do this type of work?
  - e. Did you like it?



C. Use of Application Summary Worksheet—continued

- f. If you can no longer do this work, why?
- g. Why did you leave this work?
- 3. List any other kinds of jobs you have had for a long time which are not included in either 1 or 2 above.
- 4. What kinds of work do you feel would be most desirable and suitable for you at this time?
- 5. What hobbies, if any, have you had for a long time?
- 6. What special training, if any, have you had? Where? How long? When completed?

It would serve to summarize for the interviewer important work experience, leisure time activities, training, and interests and provide information and clues, in addition to those on the application card, for more effective interviewing.

Where the self-application method is not used, the interviewer may utilize this form especially when he encounters unusual difficulty in classifying properly an older applicant because of long and varied work history or expressed attitudes of the applicant toward his former work.

D. Obtaining Applicant Information

To make certain that all basic information is obtained and recorded for use in determining the job choice of an older worker, special attention should be given to the following points. (See sections 1060-1070, part II, ES Manual.)

1. Work history

In reviewing the older job applicant's entire work history, all significant information on skills, experience, and knowledges which are common to several jobs must be recorded. Placement and job development for the older worker often hinge on a successful combination of tasks performed on several jobs. All significant work history, including the applicant's reaction to the jobs he has held, his reasons for leaving former jobs, the physical requirements of the jobs, as well as the skills developed in the major tasks performed, should be recorded. When the older applicant has had only one employer for a period of years, it is important to list all the significant jobs he has held with the employer, not merely the last job.

D. Obtaining Applicant Information--continued

Special attention should be given to insuring that there is sufficient space on the application form to reflect adequately all significant work history of the older applicant. An application insert may be used to insure adequate space.

2. Physical capacities and working conditions

Even though the older applicant may not have an apparent or definable handicap, the interviewer should be alert to evidences in the work history of reduced physical agility, working speed, and mental alertness or changes in vision or hearing. Through intensive interviewing, disabilities may be revealed which would not be discovered ordinarily. The interviewer should adopt a positive approach in describing the physical activities that an older jobseeker is capable of performing and the working conditions to which he may be exposed. If the applicant has a physical handicap, as defined in section 8225, part II, ES Manual, and meets one or more of the criteria listed in section 8228, the selective placement process should be followed.

3. Socio-economic status

Such information as whether the older worker has any income, the extent to which he may need to augment that income, the number of dependents, home ownership, and years in the community may be major factors in determining his willingness to consider employment outside the area, work in the area at lower pay, and training or retraining. When such information is important for selection, referral, or other appropriate service for the applicant, it should be recorded under "special information."

4. Personal characteristics

It is difficult for an interviewer to be objective in evaluating personal traits and characteristics, particularly in the face of attitudes he may have concerning older workers. The interviewer needs to exercise care to record only those characteristics, having occupational significance, which he observes during the interview, and those which appear to be persistent as reflected in the older jobseeker's work history. Evidence of steadiness, flexibility, ability to accept supervision, and safe work habits are of particular value in placing an older jobseeker.

5. Tests

Performance tests are frequently useful in the classification of an older worker seeking to enter or re-enter the typing and stenographic occupations. In addition, specific aptitude tests

D. Obtaining Applicant Information--continued

may also be useful in determining appropriate job outlets and resulting classifications of older worker applicants. (See Chapter XII dealing with test use for older workers.)

6. Education and training

Education and training completed by the applicant may be very important particularly for the applicant between 45 and 65. Refresher training and vocational training, especially if recent, are very significant. The applicant's success in such training and the skills developed in the training should be determined. His attitude toward taking additional training should also be ascertained.

7. Leisure-time activities

The emphasis on "do-it-yourself" activities is resulting in the development, through hobbies, of skills and abilities which have vocational significance. Consequently, care should be exercised to explore carefully what the older worker has been doing in his leisure time, and such information should be utilized in determining possible job outlets.

E. Occupational Classification

In determining occupational outlets which are feasible for the older worker, it is important to consider all of the work for which the applicant appears capable and the strongest combination of all significant factors (experience, training, and personal characteristics), as well as use of the highest skills and potentials. In classifying the older worker, local office staff should avoid placing him arbitrarily in any stereotyped category associated with advancing age, such as caretaker, guard, watchman, charwoman, maid, or day worker, unless these are in fact the most suitable and appropriate occupational classifications for the individual involved.

1. Special considerations in classifying older workers

Although the same principles which apply to the classification of all applicants also apply to this group, there are special considerations involved in the classification of older workers, namely:

a. Classification according to regular occupation

An older worker should be given a classification reflecting his regular occupation provided he can perform in the occupation, even though there may be employer resistance to hiring in such an occupation because of age. In such a case,

E. Occupational Classification--continued

a "sales job" by the local office will be necessary. The primary classification should represent the work which would make the maximum use the applicant's skills, knowledges, and abilities.

b. Classification in additional occupations

In those instances where employer resistance would make it almost impossible for an older worker to continue in his regular occupation or when opportunities for employment in that occupation are nonexistent, every effort should be made to reflect the additional experience and skills in other classifications.

c. Use of Part IV classifications for older workers

Part IV classifications should be used to reflect skills developed through tasks performed in the regular occupation, even though such skills have suffered from disuse or are no longer fully qualifying. With some retraining or brushing up, these skills can be used in appropriate fields of work. Part IV classifications can also be used effectively to reflect skills developed on casual or part-time work or from leisure-time activities. Since placement and job development for the older worker often depend on a combination of skills learned in several jobs, reflecting these possibilities through Part IV broadens the job opportunities for this group.

d. Interests, attitudes, and values

The older worker usually has well developed interests, attitudes and values. Therefore, it may be more difficult for him to adjust to completely new or unrelated work experiences. Every effort should be made to classify the worker in terms of his life-long experience or in related work. When there is need to change to a new occupation, the desires and interests of the applicant should be given full consideration.

e. Physical considerations

Physical handicaps, as well as the more subtle physical limitations, should be given full consideration in determining suitable occupational possibilities. In some instances, such limitations may indicate the need for partial or part-time employment. Physical limitations placed by the older applicant on himself present a peculiar problem in

E. Occupational Classification--continued

classification. The reasons for such self-imposed limitations should be explored in relation to the minimum physical requirements of jobs in the area, and should be considered in classification.

f. Need for immediate employment

Older workers may prefer immediate employment rather than work which involves considerable training time. Classifications will, therefore, usually reflect work opportunities which involve little training. However, this preference should not preclude exposure to occupations in which re-training, refresher training or short-time training are necessary, if the applicant is agreeable.

g. Need for acceptance of classification

In order to gain the full cooperation and confidence of the older jobseeker, the interviewer should arrive at the classification with the full understanding and acceptance of the applicant. This understanding is important since the older applicant's own jobseeking efforts may be one of his best sources for new employment.

h. Maximum exposure to job opportunities

Because the older worker has had extensive work experience, all possible, suitable opportunities for employment should be expressed in the classifications assigned. The use of Part IV will be helpful, particularly in those areas where the applicant has developed some skills but such skills are not fully qualifying.

2. Review of adequacy of classifications assigned to older workers

Because of difficulties in obtaining employer acceptance and problems of adjustment for many older applicants, it is important that a responsible and trained staff member review the adequacy of classifications of older workers. In addition, it is sometimes more difficult to determine needs for special services or to determine adequate employment outlets because of the subtleties in ascertaining physical limitations and the needs and desires of the older worker. Therefore, periodic reviews should be made of the classifications assigned older applicants who are having difficulty in obtaining employment by the supervisor, the specialist on services to older workers, or other persons designated to perform older worker functions.

## Chapter VIII

### TAKING AND FILLING ORDERS

#### A. Order Taking

Orders received in the local office are the most productive source of job openings into which older workers can be placed. This is true even though many orders bear unrealistic requirements, such as upper-age limitations, rigid physical examination requirements, or unrealistic educational requirements. Often these restrictive requirements reflect merely the employer's preference, upon which he will not insist, particularly if a qualified older worker is presented to him. Even when these requirements are based on policy or established practice, employers sometimes accept qualified older workers who cannot meet these requirements, if they can be persuaded that it is to their advantage to employ these particular older workers.

##### 1. Handling age specifications

###### a. When age limits are not specified

When an employer does not specify or mention age requirements, the order taker should exercise care not to mention age, suggest an age specification, or intimate in any manner that the employer's best interest would not be served by considering and hiring older workers. The order taker should not routinely ask the employer concerning an age range for his job opening merely because a space is provided on the order form for such an entry. An entry in this space is not required unless the employer volunteers an age specification (see section 1247, part II, ES Manual). Furthermore, the order taker should not assume that the employer has an upper-age limit for new workers and should not record a limit which he thinks or supposes the employer desires. If the employer does not specify an age limitation, it should be assumed that he will accept any qualified applicant, regardless of age.

###### b. When age limits are specified

When an employer specifies an upper-age limit, the order taker may inquire tactfully as to the reasons for the upper-age limitations. This will afford the order taker an opportunity to discuss these reasons with the employer. Further, the order taker, under certain circumstances, may suggest to the employer that he consider eliminating or relaxing the age restriction in order to permit the employment of older workers. However, before trying to convince employers to

A. Order Taking—continued

relax age specifications, he should be certain of the availability of qualified older workers. He should inform the employer of the general characteristics of workers available for his job openings and of any problems involved in fulfilling the requirements of his order (see section 1265, part II, ES Manual). If the supply of qualified workers within the specified age range is inadequate, the order taker should inform the employer of this problem, with the suggestion that he consider available qualified older workers.

If the employer still indicates that he will not accept older workers, the order taker should accept the order as given, note on the order form the results of his discussion with the employer concerning relaxing of the age limitations, and refer the matter to the supervisor or other appropriate person for possible future discussion with the employer. Meanwhile, efforts should be made to fill the order in accordance with the employer's specifications.

2. Obtaining realistic physical demands information

Unrealistic physical requirements, often reflected in rigid physical examinations, bar many workers, both young and old, from being considered for job openings. Relatively few jobs require great strength, heavy lifting, or other strenuous physical activities. Nevertheless, some employers specify rigid physical requirements as a condition for employment. Such unrealistic physical requirements tend to bar older workers from employment in the same way as arbitrary age requirements. When unrealistic physical requirements are stipulated, the order taker should inform the employer that his specifications are higher than those generally observed for the job and should discuss with him the advisability of changing his specifications to reflect the actual physical demands of the job.

For those jobs for which physical demands information is needed, order takers should obtain such information in as specific detail as possible, if the physical demands are not obvious when the order is received. If physical demands information appearing on the order is inadequate to evaluate the suitability of older workers who are being considered for the opening, more detailed information may be obtained by telephoning the employer, or from job specification, the master order, or other sources.

3. Obtaining realistic educational requirements

Rigid requirements of completion of a specified number of years of formal education may also tend to bar older workers from employment in the same way as arbitrary age requirements. A

A. Order Taking--continued

worker may have obtained the pertinent knowledge desired (as reflected by the formal education specified in the order), through experience on the job, individual study or research, attendance at night school, or completion of a correspondence course. The order taker should determine from the employer whether knowledge gained in such a manner may be substituted for formal education.

4. Using Part IV classification codes

Because their skills have become rusty or because they are not fully qualified to perform all of the tasks in a new or related occupation, many older workers are given additional classifications with Part IV codes. In order to assure that these older workers as well as others similarly coded are afforded every opportunity of being considered for job openings, the order taker, when the order specifies that trainees, inexperienced, or partially qualified persons may be referred, should record in the "Priority" block of the order form, ES-514, the appropriate Part IV code or codes, in addition to the regular Part I classification.

5. Keeping informed on labor market information

In order that local office staff who take orders may be able to discuss effectively with the employer the utilization of older workers, they must be thoroughly familiar with current labor market conditions and the qualifications of available older workers. Appropriate arrangements should be made in the local office to keep such staff currently informed on the status of the labor market and the characteristics of available older workers.

B. Selection for Referral

In selecting suitably qualified applicants for referral, interviewers should bear in mind that older workers, like other applicants, are entitled to equal opportunity for employment for which they are qualified. This equality of opportunity can be assured for older workers only if they are selected for referral on the same basis as other applicants, that is, on the basis of their qualifications to meet the requirements of a specific job. Older workers who meet the performance and other requirements, except age, of a job should be considered for referral with other qualified applicants, even though the age specifications might appear to exclude them. This practice should be followed in initial selection for all orders in a local office. Employers who have stipulated an upper-age limit sometimes will nevertheless grant an interview to a qualified worker and will hire him, regardless of age.



B. Selection for Referral—continued

Older workers should not be passed over because of their age when application cards are selected from the files. Neither should older workers be excluded from consideration because of their age when selection for referral is made from current intake. If the application cards of older workers indicate that such workers are qualified for the job opening, along with other applicants who are within the employer's specified age range, they should be considered and called in on an equal basis. If the older workers are then found to be fully qualified and available, they should be given equal consideration for referral. However, before referring those workers who are above the specified age limit, the employer should be called to determine his willingness to interview such applicants.

Of course, in filling orders having no age restrictions, qualified older workers should be selected and referred regardless of age in selecting from the files or from current intake. The principal criterion for selection should be the applicant's suitability for the job.

Interviewers should attempt to place older applicants, as other applicants, in jobs which utilize their highest skills and permit them to maintain their self-esteem. Selecting older workers for only such jobs as elevator operator, watchman, and hotel clerk indicates stereotyped selection which fails to give due consideration to their individual qualifications and aspirations. This kind of selection should be avoided.

Selection of an older worker for referral to a job which is not consistent with the vocational objective indicated in the counseling plan should be avoided, unless the counselor's agreement has been obtained.

In reviewing the files for selection purposes, interviewers should be alert to recognize the applications of older workers who might not be selected for call-in unless they receive further service from the local office. Applications which lack sufficient up-to-date information upon which to base selection or which indicate a need for counseling, selective placement, job development, or other special service, or are improperly classified should be routed to the attention of the older worker specialist or the supervisor of the particular service thought to be needed. This individual should complete the arrangements for the call-in of such applicants for the appropriate service.

C. Modification or Elimination of Upper-Age Specifications

One of the best times to attempt relaxation of age limits is just prior to referral and on the basis of specific individuals to be considered. In attempting to persuade the employer to eliminate

C. Modification or Elimination of Upper-Age Specifications—continued

or relax an upper-age restriction, the interviewer should observe the following principles:

1. Avoid generalizations about older workers or the employer's restrictive practice, stating only specific facts about the availability and qualifications of older workers in the occupations in which the employer is interested.
2. Emphasize the experience, qualifications, and other assets of the older workers tentatively selected.
3. Carefully phrase statements so that the approach will seem tactful and will not antagonize the employer.
4. Avoid pressing the effort to obtain lifting of the age restriction to a point which might irritate the employer. If the employer is reluctant to change the age restrictions, the age specifications should be accepted, and the interviewer should fill the order in accordance with the specifications. The matter may then be referred to the supervisor or other appropriate staff member for possible future discussions with the employer. Further action to lift the age restriction may be taken in subsequent contacts with the employer by the interviewer or the employer relations representative.

Sometimes, an employer will interpose general objections, even though he recognizes the applicant to be qualified. These objections can be met with specific answers in many instances based on local office experience and on findings and conclusions of various older worker studies. Citing the successful experiences of other employers in using older workers in the same or similar occupations or industries, particularly local employers, is often effective in getting the employer to overlook his objection in the case of a well-qualified applicant.

D. Preparing the Applicant for the Interview With the Employer

Some older workers may require special preparation for the interview with the employer.

1. Mistakes made when applying for a job

Frequently older workers are so affected by the stresses resulting from unemployment that they are unable to approach this important step in job finding with objectivity. They, therefore, volunteer to the employers extraneous and irrelevant information which tends to overshadow their qualifications and to make it extremely difficult for the employer to evaluate fairly their qualifications.

D. Preparing the Applicant for the Interview With the Employer--continued

a. Discussing personal problems

Information concerning the applicant's financial need, his family obligations, or his attitude concerning his right to employment after long and faithful service adds nothing to the representation of his qualifications and should not be introduced by the applicant. If the employer is interested in such matters, he will ask about them, and the applicant can then respond directly to his questions.

b. Stressing experience incorrectly

Some older workers may create the impression that they believe their long experience to have given them an intimate knowledge of all the employer's problems and that they will be particularly valuable to the employers by relieving him of those problems. Stressing experience in this manner is an example of over-selling one's qualifications.

c. Apologizing for age

Other older workers may undersell themselves, particularly when they are convinced that employers do not want older workers. With this conviction they spend too much time apologizing for their age, and they fail to give appropriate emphasis to their qualifications.

2. Indications of need for special preparation

Special preparation of the applicant for the employer interview will often help him to avoid mistakes in applying for a job. The need for such preparation may be indicated when an older worker:

- a. Has not engaged in job-finding activity for a long time.
- b. Has been actively searching for work but has been consistently rejected by employers.
- c. Does not understand the relationship of his qualifications to the employer's job requirements.
- d. Lacks the ability to organize and present properly his qualifications.
- e. Lacks confidence, though qualified, in his abilities to perform the job to which he is to be referred.

D. Preparing the Applicant for the Interview With the Employer—continued

- f. Is obviously disturbed because of his critical financial condition or other personal problems.
- g. Gives indications that he is very set in his opinions, or likes to reminisce too much on how the job was done in the old days.

3. Preparation to be given older workers

The referral interviewer or the counselor, depending upon the nature of the problem and how deeply it is rooted, can assist older workers to avoid over-selling or under-selling themselves, or confusing the employer with unnecessary information. The staff member should give the applicant as detailed a description as possible of the job to which he is to be referred, including not only the work to be performed, but also—and of equal importance—the extent of responsibility which the worker is expected to assume. He should also see that the applicant is reasonably able to give the employer a concise and convincing description of his experience and skills as they relate to the particular job.

Examples of specific points on which assistance may be given, are:

- a. Thoroughly understanding the duties, tasks, and responsibilities involved in the job.
- b. Relating the job duties and other requirements to his past experience. Recognition of the relationship between the new job and past experience may bolster the applicant's confidence.
- c. Identifying the skills, experience, and other assets which he should stress, and organizing them so that they may be briefly, completely, and clearly stated to the employer. A well-organized and complete presentation of a worker's qualifications is helpful to the employer in determining the worker's fitness for the job.
- d. Accepting the point of view that the employer is primarily interested in his qualifications, not his age.
- e. Recognizing that information about his financial condition, his need for the job, his age, and other matters not relevant to the specific job requirements should not be volunteered, but should be given only upon the employer's request.

D. Preparing the Applicant for the Interview With the Employer—continued

- f. Realizing the importance of proper dress, appearance, and manner in meeting the employer.
- g. Anticipating any peculiarities of the employer which might be expected to upset or discourage the applicant, or about which he should know in order to avoid giving an unfavorable impression.

E. Prereferral Preparation of the Employer

It is sometimes necessary to prepare the employer for the interview with certain older workers. If such preparation is not made, it is unlikely that the applicant's qualifications will receive the consideration they merit. This preparation helps to make it possible for the employer to evaluate the applicant's qualifications objectively and without bias or prejudice.

1. When undertaken

Preparation of an employer for the interview with an older worker may be undertaken when:

- a. An applicant who needed prereferral preparation is being referred.
- b. An employer has made known his reluctance to hire older workers.
- c. An applicant older than the acceptable age specified by the employer is being referred.
- d. There is a doubt that the applicant will make a favorable impression.

2. Advantages to the older worker

The older worker should be permitted to listen to the interviewer's conversation with the employer or he should be informed that preparation for his visit has been made. This knowledge tends to relieve him of anxiety and give him confidence. He can then concentrate on the objective presentation of his qualifications.

3. Preparation to be given

The staff member should focus the discussion on the applicant's qualifications and experience as they fit him for the particular job. While these points should be emphasized, other assets of the applicant which may increase his value to the employer should be pointed out. Personal characteristics of the applicant, such

E. Prereferral Preparation of the Employer--continued

as his interest in the particular job, his special abilities which may be utilized, his flexibility and other desirable traits, often weigh heavily in an employer's estimation of an applicant's suitability.

4. Cautions to be observed

The prereferral interview with the employer should be conducted very carefully in order that its objective may be attained without impairing satisfactory relationships with the employer. The interviewer's statements, throughout the discussion, should be tactful. The interviewer should not oversell the applicant, nor attempt to obtain consideration for him on the basis of favor to the applicant or the Employment Service. The interviewer should not assume that the employer is unwilling to hire older workers, and should not attempt to overcome objections which have not been raised. Most important, however, is the necessity for the Employment Service staff member to avoid giving the impression that he is inconsiderate of the employer's viewpoint. Such an impression is likely to result only in irritating the employer. Undue insistence that the employer change his attitude about a particular worker or older workers in general may have the same undesirable result.

F. Verification of Referral Results

It is important that the results of referrals of older workers be promptly verified in order to determine whether additional service may be needed by the worker or whether assistance may be given the employer in introducing the worker to his job. If the worker has been rejected because of nonperformance considerations, early verification gives an opportunity for discussion with the employer of his reasons in time for possible change of such reasons before the job is filled. Learning immediately of the applicant's need for help in improving his approach to the employer will make it possible for aid to be provided before other referrals are made or the applicant has become discouraged because of his repeated failures.

Prompt verification not only affords a timely opportunity for efforts to gain relaxation or elimination of age limits, but also an opportunity to promote the acceptance of other qualified older workers if the referral has been successful and impressive.

Whenever the results of a referral are other than "hired," the reasons for the failure of the referral should be entered in the "comments" section of the referral and placement record of the order form and on the application card in order to facilitate further actions needed with respect to the employer and the applicant.

## Chapter IX

### JOB DEVELOPMENT

#### A. Purpose

Job development seeks to obtain from an employer a job opening suitable for a specific applicant when there is no suitable order available in the local office. Frequently, a local office will not have suitable openings for individual older workers, nor will it have a reasonable prospect of openings for some of them. If these applicants are not afforded an opportunity for placement through orders normally received in the local office, the office should solicit openings from employers who can utilize the skill of these individual workers.

Through job development activities, local office staff strive to prevent the "loss" of individual jobseekers' application cards in the files and at the same time, to bring to the attention of employers applicants' skills and potentialities for which they may have need. In addition, this technique helps gain for older workers an equal opportunity for employment in competition with other workers of similar qualifications.

#### B. Advantages of Job Development

Although soliciting a suitable job opening for a specific qualified applicant is a distinct advantage to him, in that it makes it unnecessary for him to wait unduly long for a suitable order to be received by the local office, it also has certain advantages which benefit other older workers, employers, and the local office. It brings to the attention of individual employers qualified older workers and makes employers aware of older workers as a source of recruitment. It gains job openings for the local office, which it might not otherwise get. Often, it is the means of establishing salutary relationships with employers who have not previously used the Employment Service. When the placement proves satisfactory, it often results in additional orders from employers to whom other older workers can be referred. Job development activities afford opportunities for prompt placement of applicants so that special skills and abilities are not lost to employers and to the community.

In addition to improving employer relations, job development serves to convince applicants that the office is striving to help them, particularly when an applicant sees and hears the special effort made in his behalf. It serves to instill confidence on the part of the applicant that he has skills and abilities needed by employers and helps him to learn how to present correctly his qualifications to employers. It instills confidence on the part of local office

B. Advantages of Job Development --continued

staff that they can help older workers, that employers are interested in considering older workers and that success in placement can be achieved when their qualifications are correctly presented.

C. Responsibility for Recognizing Need for Job Development

Nearly all staff members who come in contact with older workers have the responsibility for recognizing the need for job development, as job development may be performed at any point in the office at which the need for this service occurs, such as:

1. Following the application completion interview
2. Following the counseling interview
3. Following a selection interview
4. Following a periodic review of the active file (in which application cards are selected for possible further action because of no referral or unsuccessful referrals)
5. Following consideration of an applicant's problems and qualifications at a staff clinic.

The responsibility for recognizing the need for job development for an older worker begins with the staff member who first interviews him, in order that action may be taken as early as possible to prevent loss of his application in the files. It also rests heavily upon those local office staff members who select applicants for referral. Counselors also bear this responsibility. Where job development is deemed essential, the vocational plan should indicate as precisely as possible the characteristics of the job to be developed, the type of employers with whom it is most likely to be found, and who should do the soliciting. The veterans employment representative, in reviewing the employment opportunities available to a particular veteran, should recognize the need for job development and should take appropriate steps to provide it for him. The specialist on services to older workers should review periodically the applications of older workers in the files in order to determine the need of individual older applicants for this service as well as other specialized services. In addition, the need for job development should be explored fully when specific applications are discussed in staff clinics.

D. Determining When To Use Job Development

In determining when to use job development, the two extremes should be avoided. On the one hand, job development need not be used for



D. Determining When To Use Job Development--continued

all applicants or under all circumstances for a particular applicant. On the other hand, the office should not follow the other extreme of not engaging in job development but waiting for orders to be received in the local office in order to place its applicants. Considerable judgment is necessary in deciding when job development should be undertaken. Job development should be used as a means for seeking additional business as well as for providing needed service to applicants and employers.

1. Applicants to be considered for job development

Older workers whose registration cards may get "lost in the files" should be identified as quickly as possible for consideration for job development service. Some applicants who should be considered for job development service will include those who: (a) have qualifications for jobs for which orders are not normally received, (b) are considerably above the hiring age usually specified for the occupation, or (c) have some other special placement problem, as a severe disability.

Local market conditions will, to a great extent, guide local office staff in determining for whom and when to do job development. Also, managers may set up additional guides to fit the needs in the local office area.

2. Conditions necessary for job development

After an older worker is identified for consideration for job development, certain conditions must exist before job development is attempted for the applicant. First, the older worker must be qualified for a specific type of work and ready and available for employment. Second, there must be a need in the area for workers with such qualifications. Third, there is no suitable job order on file for workers with these qualifications.

a. Applicant is qualified, ready and available

It is most important that every aspect of the older worker's qualifications for a job should be fully developed and recorded on the application card. If it has been determined that certain services should be provided before the applicant is ready for referral to a job, such actions should be carried out. If counseling has been provided, the type of job being considered for job development should be in accordance with the plan, and the steps in the plan prior to job search should be completed. For example, the completion of certain training or the obtaining of certain prosthetic appliances may be essential to qualify for a particular job.

D. Determining When To Use Job Development--continued

The availability of the applicant and his sincerity in seeking employment should also be confirmed. Applicant acceptance factors, such as pay, hours, working conditions, and limits on commuting distance should be established and recorded. Determination of such factors will help the interviewer not only to decide whether job development is feasible but also to select employers who can be solicited with greater possibilities of success.

b. There is need for workers with qualifications possessed by the older worker

The interviewer should ascertain if workers with the qualifications possessed by the older worker are, or may be, used in the area. To do this, an intimate knowledge of the types of jobs found in employers' establishments in the area is needed as well as a knowledge of employers' hiring patterns and practices. In exploring probable needs for such qualifications, the interviewer should know as much as possible about the expansion and contraction of industries, the changes in processes, the seasonality of operations, the turnover of labor in as many establishments as possible, and how these conditions affect the chances of employment of the older worker. Also in determining need for such a worker, job titles used by employers and transferability of skills to other occupations should be considered. The title used for an existing job may be quite different from the titles of the jobs performed by the older worker, yet he may have performed during his years of experience all of the essential tasks in the existing job.

c. There is no suitable job order on file for workers with the qualifications possessed by the older worker

The interviewer should check active job openings to determine if there is a suitable job for which the older worker qualifies, for which the employer will interview him, and which he will accept. An exception to this condition may be the use of an exceptionally qualified older worker to "open the door" for subsequent referrals to an employer who has not hired older workers, or possibly has used the Employment Service very little or not at all. If there is no job suitable or very little prospect of a suitable job opening in the near future, job development may be attempted. However, even if the job is one for which an order is usually received in the office but there

D. Determining When To Use Job Development--continued

is no active order for such a job, a call to an appropriate employer may be made in order to produce openings to which the particular older worker or other applicants may be referred.

E. Who May Perform Job Development

Job development activities should be performed primarily by placement staff, but may also be performed by the employer relations representative, the veterans employment representative, the farm placement specialist, the counselor, the specialist for the handicapped, and the older worker specialist, according to the applicant's problem, the staff member's relationship with the prospective employer, and other pertinent factors. Successful job development will require cooperation among two or more staff members in many cases. Care should be exercised so as not to by-pass those staff members who are responsible for certain employer accounts.

For occupations for which there are relatively few employers in the area, a check should be made with other staff members concerned before calling such employers to make certain that the employer has not been recently contacted or has only recently told the office that he has no need for workers in such occupations.

F. Sources of Leads for Developing Jobs

Employers most likely to have suitable openings for available older workers should be selected for solicitation. On a short-range basis, smaller establishments are generally a fruitful source of opportunities for older workers, because they usually do not have a formal personnel policy, pension plans, and other employee fringe benefits which seem to exclude older workers. However, the larger establishments offer the greatest potential for employment of older workers if the restrictions on age, frequently found in such establishments, can be relaxed, or if the age for compulsory retirement is liberal.

Employers having the potential for successful job development for older workers may be found among the following sources:

1. The order files, active and inactive.
2. Local office records on major and minor market employers, and on appropriate agricultural employers, such as Forms ES-330, ES-331, and ES-608.
3. Work history section of application cards (Form ES-511).
4. New employers as they enter the area.
5. Advertisements in newspapers, trade, professional, and other periodicals, and in telephone and other specialized directories.

**F. Sources of Leads for Developing Jobs--continued**

6. Organizations and individuals interested in the employment of older workers.
7. Occupational indexes

While leads for job development purposes will generally be found within the employer records and other resources of the local office, it may be necessary and advantageous to utilize external sources such as community organizations and newspaper advertisements for appropriate leads in some cases. The use of external sources tends to expand the contact of the local office to employers with whom it has not previously developed relationships.

**G. Approach to Employer**

When an employer is approached concerning an opening for a particular older worker, the staff member should know beforehand that the employer uses workers with the skills of the applicant for whom the solicitation is being made. He should also have as much information as possible on the personnel policies and practices and the special needs of the employer.

In presenting the worker, he should be prepared to point out and emphasize how the worker will meet those needs. The worker never should be presented as an "older worker," but as a qualified worker whom the employer can profitably use. The best approach is to stress the qualifications and experience of the worker and other reasons which would make him a valuable employee to that employer. Age should be referred to only if the employer raises the question of the worker's age or it is known that the employer limits the age of his new employees. When it is known that the employer has age restrictions affecting the applicant, or the employer objects to the applicant because of his age, the staff member should be prepared to handle these objections and should attempt to persuade the employer to lift the age restrictions in the case of this applicant (see Chapter XI).

**H. Fact Sheets as Aids in Job Development**

Fact sheets on various older worker employment problems and on employer attitudes and policies, developed by the Bureau and State agencies, may be used as aids in meeting objections of employers to older workers and in seeking relaxation of age restrictions. These materials supply up-to-date facts which can be presented to employers. This information can also be used by the staff member as the basis for his discussion with the employer. In using the fact sheets, the staff member should extract the information which best supports his efforts to gain employment for the particular older worker being promoted rather than offer broad and general information of older worker problems. Employment Service staff members, therefore, should be thoroughly familiar with the various kinds of information contained in the fact sheets.

## I. Methods of Job Development

Job openings can be developed for older workers through any of the methods used for applicants in general. Methods of developing jobs are:

### 1. Telephone solicitation

This is a ready, speedy, and efficient means of approaching an employer to develop a suitable job for an older worker.

If the applicant is present when telephone solicitation is being made, he may be helped by hearing the interviewer present his qualifications to the employer. Hearing the presentation and the discussion of his qualifications in this situation will demonstrate to him the proper and most effective manner for presenting his qualifications in subsequent interviews with an employer. Even though he does not completely absorb this technique, listening to the job development effort will make him feel that the local office is really interested in him and will bolster his confidence.

### 2. Employer visits

Employer visits afford good opportunities for effective job development. Face-to-face discussion with the employer about the applicant and the employer's policies and practices is possible. In addition, more time is available for discussion of these points. A further advantage of the firm visit is that it is possible for the staff member to observe the job situation.

In observing the job, the staff member obtains a more precise idea of performance and physical requirements. On the basis of this information, he may discuss more specifically with the employer the suitability of older workers for the job. He may be able to suggest and point out minor job modifications which might make the employment of specific older workers possible. He may also recognize the need for technical services available to the employer through the local office and discuss this need with the employer.

### 3. Direct mail

Letters listing the qualifications of selected older workers may be mailed to employers generally, to selected groups of employers, or to individual employers, depending upon the qualifications of the workers listed. The qualifications of a single applicant or of any number of applicants by occupation may be presented in a letter. The qualifications of each applicant may be described in a brief summary drawn from the application card or a fuller summary. This statement should highlight the skill, ability, and experience of the applicant. The letter should invite the

I. Methods of Job Development--continued

employer to consider applicants whose skills he may be able to use, and the procedure for arranging to interview the listed applicants should be clearly stated. Applicants on the list should be identified by number.

Letters soliciting openings for specific applicants should be followed up by telephone, if possible, to determine whether the employer has seen the letters and to offer him further information on any of the applicants in whom he may be interested.

Since employers may file these summaries for future use, the local office should maintain appropriate records of the applicants for whom job development was attempted by this method.

4. Radio and television

Radio and television may be used to advantage to develop job openings for older workers who have outstanding qualifications. The use of these media also tends to promote the employment of older workers as a group. The form of presentation to be used will depend upon such factors as the time available, the ability and willingness of the applicant to participate in the presentation of his qualifications, and the target of the presentation. Summaries of experience and training, interviews, or other forms of presentation can be prepared for radio or television. State or local office information specialists can aid in preparing these materials and in arranging for time with local stations. Local offices should develop good working relationships with the management of these media for effective promotion of older workers with the general public.

J. Employer Panel

The employer panel may be used effectively to develop jobs for older workers for whom placement has been found to be difficult.

1. Composition

The panel is composed of employers who may need workers with the skills possessed by the applicants chosen for presentation to them or may be able to assist these workers in obtaining suitable work.

2. Preparation

An employer panel should be carefully planned and the necessary advance preparation of both applicants and employers should be carried out in a way that does not cause inconvenience to either or consume too much of the employer's time.

J. Employer Panel--continued

a. Selection of applicants

Applicants should be carefully selected on the basis of their need for job development and the likelihood that participating employers can use their skills. The selected applicants should be re-interviewed and their applications should be brought up-to-date and made complete in every detail which may have a bearing on their employment.

b. Selection of employers

Employers most likely to be able to use these applicants should then be identified and contacted to determine their willingness to participate on the panel. If an employer cannot himself attend but wishes to be represented, he should be asked to send a representative with hiring authority.

c. Selection of time and place

It is best to suggest a tentative date to employers when requesting their participation, with the provision for a change of time if a suitable panel cannot be organized. The panel should be scheduled at a time convenient to the attending employers or their representatives. The applicants should then be notified to appear at the local office, to meet the employers. A quiet, private area of the local office in which the panel members can individually interview the applicants should be selected.

3. Conduct of meeting

When the employers are assembled, the procedure to be followed by the panel should be briefly outlined by the Employment Service staff member conducting the panel.

a. Reviewing application cards

The Employment Service staff members should then ask the employers to review the application cards or summaries of the applicants in the pool. In the course of the review, the panel leader may discuss the qualifications of specific applicants with employers in order to make the applicants' qualifications more meaningful.

b. Selecting applicants for interview

When the review has been completed, employers should be asked to choose the applicants whom they desire to interview. If all applicants are not chosen for an interview,

J. Employer Panel--continued

specific employers may be requested to interview those not selected so that each applicant may have an opportunity to talk with an employer.

c. Interviewing the applicants

Each applicant should then be interviewed privately by the employer, or employers, who are interested in him or who have requested to talk with him. If an employer is satisfied that an applicant is qualified, he may hire him or inform him and the Employment Service of other employers who may be able to use him.

d. Making suggestions to applicants

If an applicant does not seem to be qualified or to have a reasonable prospect for employment in the work he is seeking, the employer may make suggestions which may help the applicant to find employment. Such suggestions may relate to the applicant's approach to the employer, his manner or dress, the need for training, or the value of his previous experience. Comments of this kind will help the applicant and the Employment Service in further efforts to get suitable employment.

4. Plans for future panels

Participating employers may be asked to suggest other employers who may serve on future panels, and to make other recommendations on the conduct of such panels.



## Chapter X

### EMPLOYER RELATIONS

#### A. Role of Employer Relations

A major responsibility of the Employment Service in improving services to older workers is to insure that:

1. There is a constant flow of orders coming into the local office to which middle-aged and older persons as well as other applicants may be referred,
2. Insofar as possible, these orders do not carry upper-age restrictions or other nonperformance requirements which tend to bar older workers from consideration, and
3. Employers consider older applicants, as well as other applicants, based on their qualifications to perform.

While all local office staff members having contacts with employers share in this responsibility, those doing employer relations work are in a key position to assist materially in carrying it out. In their contacts with employers, they are in a position to help educate employers on the qualifications of older workers as well as other applicants, to "sell" the qualifications of older applicants as a group as well as individuals, and to answer effectively objections to using older workers.

#### B. Activities in Behalf of Older Workers a Part of Total Employer Relations Program

Employer relations activities in behalf of older workers are planned, developed, and carried out as a part of the regular year-round activities of the Employment Service (see sections 7000 - 7999, part II, ES Manual). Employer relations activities in behalf of older workers should be made a part of the local office plan of action in order to make the most effective use of personnel and to render the best possible service to employers and to applicants.

#### C. Basic Objectives

In developing and carrying out employer relations activities in behalf of older workers, there are certain basic objectives in which we should attempt to get acceptance by employers. These objectives include:

1. Giving equal consideration, in hiring, to qualified older workers in competition with other qualified workers.

C. Basic Objectives--continued

2. Considering older workers, in hiring, as individuals and not as members of a group.
3. Removing upper-age limits in hiring unless an age limit is prescribed by law.
4. Considering older workers in hiring only on ability to perform the duties of the job.

Employers should not be requested to hire older workers to the exclusion of others nor to give preference to the hiring of older workers. Emphasis should be given to the basic Employment Service philosophy that all workers be considered on the basis of qualifications for performing the job.

Some of the objections to hiring older workers are real, some are imagined, and some are conclusions without proof. At times, generalizations are drawn about all members of an age group based upon experience with one or several workers who fall within the age limits of the group. Unfortunately, such generalizations have been applied at times to older workers by employers and the general public. Older workers should be considered on an individual basis. Differences among individuals in the older worker group are just as great as among individuals in other groups. Studies show continually that no two people are alike, regardless of the age group in which they fall. Within each age group there are wide variations in mental, physical, and other abilities. A major purpose of employer relations activities should be to get the employer to think objectively in terms of what a person has in skills, knowledges, and abilities, and to refrain from generalizations about groups of people based upon incomplete or restricted knowledge.

D. Activities To Be Emphasized

Among the many employer relations activities of the Employment Service, the following should be emphasized as part of a continuous program of service to older workers:

1. Obtaining modification, or removal, of upper age limits and other nonperformance requirements on job orders.
2. Developing suitable job openings for individual older workers, and groups of older workers.

D. Activities To Be Emphasized---continued

3. Obtaining information from employers regarding the basis and reasons for setting upper-age limits in hiring.
4. Giving information to employers on findings regarding older workers in order to stimulate employers to develop appropriate facts on which to base their hiring policies and practices.
5. Giving information to employers which will help overcome their objections to the hiring of older workers.
6. Offering appropriate services, such as job analysis, to stimulate employers to set realistic hiring requirements as to physical abilities, skills, knowledges, and other factors, for each of their jobs.
7. Helping employers to devise methods for effectively utilizing, as far as possible, the available labor supply, including older workers.
8. Promoting the effective utilization by employers of their workers as they grow older, through promotion, transfer, and modification or re-engineering of jobs.

E. Preparing for the Employer Contact

To carry out these activities, a thorough preparation for the visit or telephone call to an employer is essential. There are four knowledges which are needed to give a sound basis to the staff member's discussions of older workers with employers: knowledge of the older worker and labor market conditions affecting his employment status; knowledge of the employer; knowledge of utilization of older workers; and knowledge of sales techniques and how to handle employer objections to the use of older workers.

1. Knowledge of the older worker and labor market conditions affecting his employment status

Such information will include:

- a. Shortage occupations and the availability of older workers in these occupations;

E. Preparing for the Employer Contact--continued

- b. Occupational composition of older worker applications in the local office files;
- c. Specific information, such as application cards, or work-history summaries, about individual older applicants who may be of use to the employer;
- d. A general picture of the numbers of older persons in the labor force in comparison with other age groups, and projections for the future.

2. Knowledge of the employer

In addition to the usual information needed about the employer, such as type of business and size of firm, the local office representative will need to know specific facts relating to his employment of the older workers. These facts include:

- a. Personnel practices and policies affecting the older worker, such as hiring, promotions, and transfers;
- b. Present employment of older workers;
- c. Union contract, if any, and how its provisions affect the hiring of older workers;
- d. Existence and nature of employee benefit plans, such as pension plans, and
- e. If possible, the basis or source of employer attitudes toward older workers.

Through job analysis, master orders, and staffing schedules, often jobs can be identified which can be filled effectively by older workers to the benefit of the employer and which are at the same time in line with the interests and abilities of the older worker.

3. Knowledge of utilization of older workers

The local office representative should also have a fund of supporting knowledge of utilization of older workers, such as:

- a. Examples of successful placement of older workers in jobs, of their adjustment to new jobs, and of retention of employees in suitable jobs as they grow older. These examples should include what employers have accomplished in

E. Preparing for the Employer Contact--continued

the utilization of older workers through use of job analysis, re-engineering of jobs, selective placement, transfers, and reassignments, and how the Employment Service has helped employers to utilize older workers. In addition, there may be desirable examples of filling a full-time job with two older workers each of whom desires part-time employment, and the utilization of older workers on part-time jobs.

- b. Information on specific objections of employers. This includes data and statements which refute unfavorable attitudes and biases toward older workers, unfounded beliefs, and arguments that insurance and pension costs are deterrents to hiring older workers.
  - c. Knowledge of how the Employment Service aids in the proper utilization of older workers by obtaining all pertinent information about an older worker, providing him with necessary counseling services, selecting workers for referral, matching worker qualifications with the requirements of the job, and helping him with his adjustment to the job.
4. Knowledge of sales techniques and how to handle objections to the use of older workers
- a. Steps in the selling process and how they should be carried out during the interview with an employer.
  - b. How to improve sales methods through analysis of methods currently employed.
  - c. Techniques for handling real and illusory objections to hiring because of age.

F. Carrying Out Activities in Behalf of Older Workers

In carrying out the activities in behalf of older workers, as indicated in section D above, the following suggestions may be helpful, in addition to adequate preparation. Suggestions for obtaining modification, or removal, of upper-age limits and other nonperformance requirements on job orders are discussed in Chapter VIII. Job development is discussed in Chapter IX. Other suggestions follow.

1. Obtaining reasons for restrictions

During visits to employers and in telephone conversations, staff members should obtain and record on employer records the reasons given for not considering older workers; how the employer arrived at this conclusion, if the employer explains how; the

F. Carrying Out Activities in Behalf of Older Workers—continued

actions taken by the staff member; and suggestions for future actions. This information should help considerably in any future discussion with the employer concerning use of older workers.

2. Giving information on use of older workers

Employers should be given as much information as possible relating to the objections raised, particularly data from local sources. Findings of studies from other sections of the United States also may be used to get the employer to reconsider his own conclusions and to stimulate him to keep records and make surveys which he may use as a basis for his hiring policy and practice.

3. Offering appropriate services

At the time of the contact, the employer may be offered job analysis, such as job specifications or physical demands analysis of certain jobs, or other appropriate services, or he may wish to make his own analysis of jobs with appropriate technical assistance from the Employment Service. Sometimes, an employer prescribes for all jobs a rigid physical examination which excludes all applicants who are not physically perfect regardless of the type of job. Again, a number of years of formal education may be required and allowance is not made for the knowledge that the older worker may have gained over his years of experience. Industrial services assistance should stimulate employers to set realistic hiring requirements with respect to physical abilities, skills, knowledges, and abilities for each of their jobs.

4. Helping utilize available labor supply

The employer should be encouraged to realize the importance of utilizing as much as possible the available labor force in the community. In many cases, he reaps the benefits of the higher morale of workers who desire to live in their home communities among relatives and friends. Older persons who are established in their homes are often reluctant to move to other localities. They have certain skills and abilities that may be valuable to employers in their home communities, and employers are cutting themselves off from this local labor supply when their hiring requirements exceed their performance requirements. Furthermore, there is a better chance of training more local workers for jobs within the community when hiring requirements agree with performance requirements.

### G. Employer Institutes

A successful approach to promoting the acceptance of the older worker is to hold older-worker institutes similar to the selective placement institutes (see section 8381, part II, ES Manual).

The older-worker institute should acquaint employers, supervisors, and foremen with the basic facts and concepts regarding older workers and also the facts concerning productivity, absenteeism, accident rate, turnover, and other factors which make employment of older workers good policy. Particular emphasis may be given to population and labor force estimates for coming years and the need for utilizing older workers if employers are to meet the expected need for additional workers in an expanding economy.

The institute may also include:

1. A discussion by selected employers on the reasons why upper-age limits are applied by employers, and types of joint actions that may be undertaken by management, labor, Employment Service, and other interested groups in better insuring that workers are considered on the basis of qualifications regardless of age.
2. A talk by an outstanding employer in the area, who hires workers without regard to age, on the successful experience he has had. This may be followed by a discussion on how other employers may apply a similar policy and practice despite individual problems they may have in this connection.
3. A presentation of services provided to both employers and applicants in the public employment service, using visual aids to demonstrate the matching process and special services provided to older workers and to employers.

Where area labor-management committees have been established, their sponsorship of such programs will prove effective.

## Chapter XI

### SELLING THE QUALIFICATIONS OF OLDER WORKERS

#### A. Need for Effective Selling Techniques

A knowledge of effective methods for selling the qualifications of older workers and for handling employers' objections is essential if the Employment Service is to be successful in promoting the employment of older workers according to their qualifications. This knowledge is necessary for every professional staff member who deals with employers whether by telephone or through personal visit, or, to a more limited extent, through mail or other promotional media. It is necessary in taking and filling orders, in developing jobs, and in discussing the qualifications of individual older workers, or groups of older workers. This chapter is designed to assist in presenting effectively the qualifications of older workers and handling objections raised by employers to utilize these persons.

#### B. Preparation for Employer Contact

To be able to present the qualifications of an older worker most effectively to an employer, a thorough preparation for the visit or telephone call is most desirable. The four knowledges described in chapter X, section E--knowledge of the older worker and labor market conditions affecting his employment status; knowledge of the employer, knowledge of utilization of older workers; and knowledge of sales techniques and how to handle employer objections to the use of older workers--are essential to give a sound basis to the staff member's discussions of older workers with an employer. The more specific the information to be discussed and applied, the more effective usually will be the presentation. The employer is primarily interested in how the particular older worker will benefit him and his establishment. The staff member should be prepared to answer that question.

#### C. Steps in the Selling Process

In selling the qualifications of older workers to an employer, the same general sales steps are followed as those used in selling other services or intangibles. The steps may be given in one of several ways. For example, they may be listed as: (1) attention (or introduction), (2) interest (rapport or warm-up) (3) presentation, (4) overcoming objections, and (5) close. Regardless of the terms used for the steps, the same general techniques should be followed, as described below.



D. Gaining the Attention of the Employer (or Introduction)

The first step of the staff member is to identify himself and his organization and to get the employer to focus his attention on what the representative is saying. Some examples of attention getters are: (1) a sincere compliment related to the employer or his business, (2) an exhibit, or (3) a news item. Attention-getting remarks should be carefully planned, and they should be factual, honest, and straight-forward. The staff member should never start his remarks with an apology, or ask for "a few minutes of your time," or use the "I just happened by" introduction.

E. Arousing the Interest of the Employer (Rapport or Warm-up)

The second step of the staff member is to get an opening—a favorable setting—in which to describe to the employer the older applicant whom he has in mind. He may mention certain points, or he may ask questions, in order to get the employer to talk about his business, his problems, his manpower needs. At the opportune moment the staff member describes the older applicant whom he has selected for discussion.

F. Presenting the Qualifications of the Older Worker

In the presentation step, the staff member attempts to convince the employer that it is to his advantage to hire the older worker—that the applicant can do something for him.

The staff member also attempts to arouse a desire on the part of the employer to consider the applicant favorably. The staff member's job is to intensify a feeling of need, to point out the need, or possibly to call the employer's attention to something about which he should be concerned. Then, he points out to the employer how the older worker will fill the need and pictures the employer's personal benefit resulting from the services of the applicant.

The presentation should demonstrate to the employer how the services of the older worker will meet his needs. Generally, the skills, knowledges, experience, and personal attributes (such as judgment, steady work record, and attitude) should be stressed, and concrete examples of how these factors fit into the employer's picture should be used.

F. Presenting the Qualifications of the Older Worker—continued

The qualifications should be presented in a manner which will emphasize that:

1. The employer will benefit from hiring the specific older worker whose qualifications match the job requirements.
2. Older workers, as well as other workers, are referred on the basis of their qualifications.
3. The employer is not being asked to hire all older workers but to give the older person an equal opportunity for employment in competition with other workers of similar qualifications.
4. Older workers are successfully utilized in all types of occupations and industries, and
5. The total cost of hiring must be considered rather than any one cost item, as there may be factors, such as decreased turnover, and absenteeism, which may mean a lower total cost to the employer.

G. Closing the Interview

The closing step is simply to convince the employer that the older worker will be useful in his employ. The staff member requests the employer to interview the applicant and to give him a try-out on the job.

During the course of presenting the qualifications of older workers, the staff member should be alert to detecting interest on the part of the employer. The employer may ask questions indicating a possible interest in the referral of the worker or workers discussed. He may examine rather carefully the application card or work-history summary of the older worker, or he may make a favorable comment indicating a possible interest in a particular worker or workers. If the employer appears to indicate interest in the worker(s) discussed, the staff member may attempt a trial close, such as inquiring whether he may get in touch with the worker, and refer him to the employer. For example, "Since this man appears well qualified for the job, wouldn't you like to give him a chance to prove what he can do? May I get in touch with him and send him over to see you at a time convenient to you?" The response of the employer may be an indicator as to the extent to which he may be interested in the qualifications of the older worker, or may point to other questions that may be in order.

If the employer agrees to interview the applicant, it is important that:

G. Closing the Interview—continued

1. Every effort be made to get the worker to report promptly to the employer,
2. The applicant be properly prepared for the employer interview,
3. If the worker cannot report, the employer be called immediately and the qualifications of other applicants be discussed.

If the presentation turns out to be unsuccessful, further action may be suggested depending upon the circumstances. For example, if the referral is based on the employer's conviction that the demands of the job are too great physically for the older worker, permission may be asked to examine a description of the job; or, if a description does not exist, to observe the job or to have an occupational analyst make a more detailed analysis of the job. If referral is based on the attitude of a foreman or supervisor, permission may be asked to discuss the matter with the foreman or supervisor.

If the employer has failed to accept any suggestions for further action, appropriate statements should be used which will permit the reopening of the discussion at a future time. For example, "I appreciate the opportunity I have had to discuss this matter with you. Here's a pamphlet on the subject that I think you will be interested in. Perhaps at some future time you may wish to discuss this subject further. In the meantime, please continue to list all possible openings with us so that you can be sure that you have "tapped" the largest local supply to find the workers you need."

H. Handling Objections to Hiring Older Workers

During the course of the discussion with the employer, he may cite specific objections or negative generalizations regarding the hiring of older workers. At this point, it should be ascertained if the upper age applies to:

1. The entire firm,
2. Only selected departments or branch plants,
3. The plant and not the office, or vice versa,
4. Only specific jobs or occupations.

Every effort should be made (1) to pin-point the objection, (2) to obtain the real reason for not hiring older workers, and (3) to learn how he arrived at his conclusion (i.e., through production records, special studies, observation, a number of experiences, hearsay, or an isolated experience.)

## H. Handling Objections to Hiring Older Workers—continued

The employer should be encouraged to explain fully his reasons and experience. Through the process of discussing these points, he may discover that his objection is not as valid as he had thought it to be. On the other hand, it gives the staff member an opportunity to gain a fuller understanding of the real reasons behind the objection and to prepare an appropriate response or question designed to encourage further self-exploration on the part of the employer.

When the employer has stated and explained his objection, the staff member should restate it briefly in his own words. In doing this, he makes certain that he understands accurately what the objection is and also demonstrates to the employer his interest in understanding adequately the latter's objection.

### 1. Answering specific objections

In discussing a specific objection with an employer, the staff member should respect the employer's point of view. The employer should never be told that he is wrong, but it should be pointed out to him that there may be some things which he may want to reconsider, elements to which he may wish to give greater weight, and any other reasons for changes in his consideration. It should be explained to the employer, as appropriate, that: (a) not enough information is available on the objection, (b) studies on the point have not been made or are inconclusive, or (c) under some conditions, there is some information which is adverse to older workers but there may be other points to consider.

The staff member should obtain beforehand as much information as possible on various objections generally raised by an employer so that he will understand the employer's problem or point of view and be able to discuss the points with him. Such information should be obtained from employer records, job orders, application cards, and personal knowledge of other staff members, as well as from reports of studies, opinion surveys, and other sources. Fact sheets on specific objections or points should be used as widely as possible by staff members who contact employers either by telephone or in person.

In handling objections of the employer, however, the discussion should be centered on the objection as it applies to his establishment, rather than as it applies generally. Thus, if he cites increased pension costs as the objection, it may be handled as follows:

- a. Arrange to review highlights of the employer's pension plan with the employer (or his representative).

## H. Handling Objections to Hiring Older Workers—continued

- b. Encourage the employer to determine whether or not the plan actually results in an increased cost as a result of hiring older workers and, if so, to what extent.
- c. If it is found that there is no or an insignificant, increased cost, the employer:
  - (1) May agree to the referral of older workers, or
  - (2) Raise other objections. If so, discuss with him the specifics and validity of these objections, or if appropriate, offsetting factors (see 2 below).
- d. If it is found that there may be a significantly increased cost
  - (1) Attempt to demonstrate (if pertinent) that it may not be as much as other costs (such as turnover) with which he may have been less concerned, or
  - (2) Discuss offsetting factors, such as skills, experience, dependability, and other factors discussed in 2 below.

## 2. Use of offsetting factors and other considerations of employers in hiring

It is usually best to avoid approaching frontally an employer's objection to hiring an older worker. First, the worker's qualifications should be stressed. Then, it should be pointed out tactfully that there are many things, in addition to this specific objection, which he considers when he hires a worker. Some of these considerations are experience, productivity, desire to work, loyalty, dependability, less turnover, steadiness, and attendance. For example, it may be pointed out that the cost of recruiting, training, production loss, and other expenses resulting from turnover due to failure of some younger workers to remain with the employer may be far greater than any increased pension and insurance cost resulting from the hiring of older workers. Personnel who contact employers either by telephone or in person should obtain as much information as possible on such factors, so that they may be used as appropriate in discussions with employers.

## I. Steps to be Taken After Employer Contact

Certain steps should be taken in the office after a contact with an employer in behalf of an older worker or older workers. The staff member should make sure that the referral of the applicant or any other plans agreed upon with the employer are carried out.

**I. Steps To Be Taken After Employer Contact--continued**

The employer may be sent a letter thanking him for the interview and his considerations, and enclosing pertinent materials, if appropriate, such as fact sheets, examples, and case studies. The staff member should consult with his supervisor and other appropriate staff members to determine if sufficient actions have been taken and what future actions should be taken. An appropriate entry should be made on the Record of Employer Contacts, Form ES-331, reporting the contact and including plans for future actions.

**J. Using Results of Employer Contacts**

Records and results of employer contacts can be utilized effectively by the local and State offices of the State agency, and by the regional and national offices of the Bureau.

**1. Use to local office**

The information may be used by the local office:

- a. To make available to all staff members information on specific hiring practices of local employers with regard to older workers,
- b. To formulate an appropriate plan of action for activities in behalf of older workers,
- c. To assist the employer relations representative and other staff members who contact employers, by guiding them in future attempts in "selling" older workers to a specific employer, by providing information on successful selling techniques which may be used with other employers, and by aiding them in planning employer contacts,
- d. To prepare and publish appropriate informational, educational, and promotional releases through newspapers, trade and union publications, and other media, and
- e. To carry out activities in cooperation with community and State committees and commissions on problems of the aging.

**2. Transmittal to State and national offices**

Arrangements should be made for the transmittal of appropriate information on results of contacts with employers to the State agency administrative office and to the Bureau of Employment Security. Information concerning local hiring practices of multiplant and multistate firms, both favorable and unfavorable to older workers, will be considered as a basis for discussion

**J. Using Results of Employer Contacts---continued**

at the top management level by appropriate State agency or Bureau representatives.

**3. Use by State office**

The State office can utilize such reports in:

- a. Planning its statewide activities,
- b. Furnishing pertinent information to the governor of the State, to other appropriate State officials, and to the State legislative body, and
- c. Cooperating with committees and commissions on problems of the aging.

Accounts of successful attempts in getting employers to remove upper age barriers will provide a basis for:

- a. Planning of older worker activities,
- b. Utilizing of proven selling techniques in promotion with other employers, and
- c. Training of Employment Service staff at all levels.

Reports on unsuccessful attempts in getting employers to remove upper age barriers will provide the basis for appropriate educational efforts to be made by the State office, and, if necessary, by the national office. Upon request, the State office may assist in handling interarea cases within the State, the Bureau's regional office may assist in handling intra-regional cases, and the Bureau's national office will consider the most appropriate means of handling inter-regional cases.

**4. Use by national office**

Accounts of older worker activities will provide the Bureau with suggestions for nationwide publicity and for additional actions which may be taken to promote for older workers equal opportunities for employment. Also, through reports to the Bureau, the Secretary of Labor, other Federal officials and committees, and the Congress of the United States will be kept informed of the progress made in overcoming age barriers in hiring.

## Chapter XII

### COUNSELING AND TESTING

#### A. Recognizing Counseling Need

Because of the relatively long work experience of middle-aged and older applicants generally, it is often felt that comparatively few of these workers are in need of counseling service. However, special studies conducted in a number of Employment Service offices indicated that one-fourth or more of these applicants actually were in need of counseling service. Local office staff should be as alert to the need of counseling by middle-aged and older applicants as to the need by younger applicants.

Clues to need for counseling (see section 4010, part II, ES Manual) are applicable to the older worker. Indicators of possible need for special service (see Chapter V) may also serve as an aid in determining possible need for counseling.

It is sometimes difficult to recognize counseling need, particularly for workers 45 to 65, during an older person's initial contact with the office. The applicant may have work experience, a good work history, and an apparently marketable skill, and may present no obvious problem upon first contact with the office. However, after a reasonable time has elapsed, it may be found that the applicant has been finding difficulty in obtaining suitable employment. Contact with former employers, with employers to whom the applicant has been referred, or with the applicant himself may uncover the reason for his continued unemployment. The problem uncovered may indicate the need for counseling for the following reasons:

##### 1. Physical disability or slowing down not readily apparent

An applicant may have physical limitations which are not apparent in the interview and which may not be recognized by the applicant, such as loss of speed, decreased powers of perception, or susceptibility to fatigue, which may indicate the need for a change in occupation.

##### 2. Failure to be recalled

An applicant may have been laid off and be unaware until a period of time has elapsed that he will not be recalled. In many instances, he is told by his former employer or he takes for granted that he will be recalled. His failure to be recalled may cause a need for change in occupations or other problems requiring counseling.

##### 3. Limitation of opportunities due to promotional policies

The applicant may have experience in a supervisory, managerial, or professional capacity in which opportunities may be available locally but such opportunities may be severely limited



A. Recognizing Counseling Need--continued

because of company policies of promotion from within or because of employer resistance on the basis of age. The applicant, although well-qualified, may therefore need to re-evaluate his job goals.

4. Unrealistic attitudes

Unrealistic attitudes and demands of the applicant with respect to his ability to compete in the labor market may not be apparent upon initial contact with the office. Frequently, these attitudes may become apparent only after prereferral interviews or actual referral experiences.

5. Unrecognized personal problems

Some applicants may not be immediately aware of personal problems and anxieties which will affect their return to employment, such as fear of adjusting to new work situations. In such cases, the need for services of other community agencies giving economic, medical, or social assistance may not be readily recognized.

Recognition of these counseling needs and others makes it necessary for the interviewer to be more observant of the applicant and to allow him to talk freely in the interview. Moreover, problems requiring counseling may not be apparent until after several contacts with the applicant or after frequent file reviews in which difficulty in placement becomes noticeable. Alertness to detect counseling problems during file reviews and during subsequent contacts, as well as during the initial contact with these applicants, is therefore highly important to facilitate their satisfactory placement.

B. Identification and Treatment of Problem Areas

Counseling of older workers varies in several respects from counseling of younger groups. Most older workers consider themselves occupationally set, although actually they may need to make an occupational change. Physical capacities of older workers often require more consideration than those of younger workers because of less visible limitations such as reduced physical agility or working speed in addition to definable, visible handicaps. Former work history demands especially careful attention, particularly as to transferability of skills in cases where a change of occupation appears necessary, in order that they may need to make only a minimum adjustment to a new type of work. Many older workers reveal a greater sensitivity than younger workers to a change in occupational status.

## **B. Identification and Treatment of Problem Areas--continued**

These and other factors point to some of the more common problem areas with which the counselor will be concerned in the counseling of older workers. These areas are discussed below.

### **1. Physical handicaps**

While, generally, the older worker has learned to adjust to physical handicaps, and they do not complicate his placement problem, some older workers become handicapped late in life, and need to formulate new vocational plans. For such workers, the techniques of physical-capacities appraisal and physical-demands analysis are helpful. Often, these techniques are considerably bolstered by the possibilities of converting skills which the older worker has acquired and long practiced.

### **2. Loss of speed in production operations**

Some older workers present the problem of loss of speed in production operations and the resultant need to shift to new fields of work, to less skilled work, or to jobs which pay less in the same field. This loss of production speed may result from a general physical slowing down with increasing age or from psychological causes. It is essential to identify the problem of loss of production speed, and to help the worker recognize and evaluate it. Meeting this problem may involve the application of the physical demands approach as well as consideration of training, retraining, or transfer of skills.

### **3. Lack of job opportunities for long specialized experience**

Large numbers of older workers have gained most of their experience in a single specialized job. This problem occurs especially with workers who: (a) have become specialists in large establishments in jobs which do not exist in smaller firms; (b) have had experience in a single industrial operation that is no longer required or is currently combined with other operations; or (c) have attained positions of considerable responsibility or skill in which there are currently few or no openings for such reasons as technological change, reduction in demand for a product, or policies of promotion from within. The problem of these workers may require a vocational plan involving conversion of skills or, in some cases, completely new training.

B. Identification and Treatment of Problem Areas--continued

4. Disuse or lack of skills

The group of older applicants who lack skills or possess rusty skills includes many women who suddenly find it necessary to go to work, or desire to work due to a decline in family responsibilities. Some have never worked outside the home. Others withdrew from the labor market at marriage or soon thereafter.

Counseling for these applicants may lead to training, or, through discovery of special interests or aptitudes, to consideration of some unexpected field.

5. Nonrealistic demands

Some older workers make unrealistic or too rigid demands with respect to wages, working conditions, travel, or type of firm. Often such workers have not had to look for employment for many years, and they are quite unaware of current labor market conditions.

Sometimes, particularly with respect to wages, the solution to this problem lies in the presentation of realistic information indicated on existing job orders. Sometimes participation in group discussions (see Chapter XIII, section A) will be helpful in their obtaining a more realistic understanding of occupational and labor market conditions and requirements.

Sometimes, favorable results come only after the applicant has spent some time in exploring opportunities on his own initiative. Applicants may often be assisted by giving them practical job leads for an intensive job search and encouraging them to accept work in smaller firms, to look for openings in outlying areas, or to accept assignments, wages, and working conditions different from those they have long known.

6. Lack of insight into own limitations

Most older workers know their own limitations. Some, however, fail to understand or to accept these limitations, and tend to lay the blame for their failure to secure employment solely upon employer attitudes. These workers often present problems of lack of skill, spotty experience records, personal eccentricities, or unattractive appearance.

B. Identification and Treatment of Problem Areas--continued

The counselor can often help them to adopt a realistic attitude toward their difficulties and to understand their effect on securing or holding employment. He can also help them to take such corrective measures as are possible as well as to focus their attention on jobs that are actually open to them and to put real effort into their job hunting.

7. Difficulty with job search

Some workers, after an extended period of continuous employment, suddenly find themselves unemployed with no idea of how to go about seeking work, or how to make a good approach to employers.

Counseling these workers consists particularly of helping them to plan a job campaign. This may include assistance in writing letters of application and resumes of experience, and coaching them in how to sell themselves in employment interviews.

8. Low morale

Some older workers, especially those who have been unemployed for some time, evidence low morale, discouragement, a feeling that they are not wanted in the labor market. This is to be expected in view of frequent rejections in their search for employment.

Counseling of these workers consists of helping them to regain self-confidence, instilling in them a belief that they will eventually find employment, assisting them to analyze their aptitudes, skills, and interests in relation to the current labor market, and giving them advice on methods of job seeking.

B. Identification and Treatment of Problem Areas--continued

In assisting older workers to recognize their problems, to evaluate properly their present and potential qualifications, and to relate this information adequately to occupational objectives, the usual counseling principles and techniques apply (see sections 4015-4074, part II, ES Manual). However, those which are particularly important in working with older applicants are discussed in the sections that follow.

C. Recognition of Individual Differences

Because of the stereotypes and generalizations which have been developed regarding the characteristics and problems of older workers, it is extremely important that the counselor treat each older applicant as an individual. Techniques useful in getting an understanding of the individual as a unique person involve primarily a complete exploration of the applicant's skills, abilities, interests, and motivations. The counselor, therefore, should be careful that he determines all of the skills and abilities that the applicant possesses, what his real interests are, and his motivations. Use of skillful questioning about the applicant's past experiences and reactions to such experiences; listening objectively to the applicant's story; use of interviewing aids and tests, when pertinent; and use of information from former employers or other agencies, as needed, are major methods of obtaining understanding of the needs and problems of the applicant.

D. Understanding of the Older Worker's Self-Concept

Because of his long work and life experiences, the older worker will usually have rather fixed concepts of himself in relation to a particular occupational field, industry, type of employing establishment, area of employment, associations on and off the job, and pattern of getting to and from work. It is most important, therefore, to get a thorough picture of the older worker as he sees himself in relation to all these factors. Frequently, the best possible vocational goals and plans will

D. Understanding of the Older Worker's Self-Concept--continued

prove to be unworkable primarily because the older worker cannot see himself in relation to a significantly changed work setting or pattern.

E. Conducting the Interview

Although the regular interviewing principles apply when counseling older workers (see sections 4020 and 4021, part II, ES Manual), special emphasis should be given to the following:

1. Listening objectively and receptively

One of the most effective techniques in counseling is listening objectively but patiently and receptively while the applicant tells his story in his own way. Frequently, the applicant has gone through a harrowing experience in job seeking, and he needs to talk at length with someone who is genuinely interested in him. Sometimes, simply talking about his problem will help him to see new ways of attacking it as well as other possible solutions which he had not before considered. Even if this is not so, allowing the counselee to describe his feelings and attitudes as completely as possible will make him much more receptive to suggestions which the counselor may need to make to him. It may also provide leads to the kind of suggestions which would be most helpful and the best methods of presenting them to the applicant.

2. Being patient and relaxed

The counselor should be relaxed and patient in the interview. Adequate time should be provided for the interview so that the applicant can tell his story at his own pace. This technique is particularly important in the initial counseling interview in order to gain the acceptance of the applicant and to obtain an understanding of his problems.

3. Using language and terms understandable to applicant

Many terms, such as "aptitudes," "tests," and even "counseling," may be unfamiliar to an older applicant. It is important for the counselor to use readily understandable terms and language in order to obtain the understanding and cooperation of the applicant.

4. Emphasizing assets

Because of difficulties in obtaining or holding a job, some older workers have developed feelings of worthlessness or

E. Conducting the Interview--continued

are confused about what they have to offer an employer. The counselor can assist the applicant in regaining his self-respect and self-confidence by stressing his vocational assets and by showing genuine appreciation of the individual's accomplishments and efforts to find employment. Positive emphasis on assets may also aid the applicant in overcoming a reluctance to admit any physical or other limitations affecting suitable job choice. As the applicant gains understanding of what he has to offer, he will be better able to: (a) make a valid occupational decision, (b) properly present his qualifications to an employer, and (c) develop positive attitudes and feelings regarding work situations.

5. Emphasizing present situation

The counselor should assist the applicant to focus attention upon his present situation. He should be helped to see himself, not as he was in past situations, but as he is here and now. Questions such as "What do you think you can do now?" "What are your greatest assets now?" will help the applicant to face his present situation. Also, as an applicant tells of his past experiences, the counselor can indicate how the situation at that time compares with or differs from his present one. Stress on present assets, situation, and problems will help motivate the applicant to appraise realistically the actions he needs to take to find suitable employment.

6. Summarizing frequently

The counselor should summarize frequently during the interview the major points covered in order to help clarify the applicant's understanding of what has been discussed and especially the decisions that have been reached. When there is a question as to whether the applicant fully understands the points discussed or decisions reached, the counselor should attempt to have the applicant summarize them in his own words. From the summary statements the counselor will be able to judge the understanding of the applicant and can clear up any misconceptions or misunderstandings.

7. Letting applicant make own decisions

The decisions made during the interview should be those of the applicant. If he feels little or no responsibility for the decisions or for the actions to be taken, he may accept no responsibility for carrying them out.

**E. Conducting the Interview--continued**

**8. Allowing applicant time for decisions**

Older workers frequently need more than one counseling interview, particularly if their problems are complex or their plans involve a major change. More time is often needed to consider information and suggestions obtained in the interview and to make decisions. Subsequent interviews should be arranged when the applicant can most benefit from them. This may not necessarily be in a matter of days but often 2 or 3 weeks after an initial interview.

**F. Working With Feelings and Attitudes**

To deal effectively with older workers, the counselor must be aware of his own attitudes (see section 4019, part II, ES Manual) and must also recognize those of the counselee (see section 4018, part II, ES Manual). He must also be skillful in applying techniques which assist the counselee to adjust his thinking and attitudes as this may be vital in vocational planning and in job placement.

**1. Attitudes of the counselor**

It is important for the counselor to evaluate his own feelings and attitudes toward older workers, since he may have unconsciously adopted some of the stereotyped conceptions and negative attitudes that often prevail toward older workers. He should also recognize any fears that he himself may have about the aging process which would affect his attitudes toward older applicants. He should attempt to understand the reasons behind attitudes, such as insecurity or dependency, that may be displayed by certain older workers and which may affect their job choice and their search for employment. For example, because of repeated rejections by employers and continued unemployment, many fear the future. They begin to doubt whether they have anything to offer an employer. They may have attitudes of defeatism, dependency, or hostility resulting from complex situations involving financial insecurity coupled with dependency on children and a general feeling of rejection.

The counselor must guard against feelings of hostility and impatience when some applicants hold on to past choices or alternatives or appear reluctant to make decisions; he should attempt to view objectively those negative attitudes expressed by some, and he should guard against any predisposition to direct older applicants routinely into service, protective, or light occupations.



F. Working With Feelings and Attitudes--continued

2. Helping applicant to adjust his attitudes

An important objective of the counselor is to aid the applicant in recognizing, understanding, and accepting his feelings and attitudes. Such insight is a major factor in the ability of the counselee to develop more realistic and satisfying ways of meeting his problems.

The counselor should do everything possible to encourage the applicant's self-determination and self-respect. As the applicant becomes more confident in his abilities to solve his own problems, his attitudes become more positive.

It is extremely difficult to make valid general statements about methods which will be useful in helping the applicant to change his attitudes, since each person presents peculiarities of his own which require techniques adapted to his particular needs. Therefore, the same methods may not be effective for all persons even when the same emotional problems are present. However, the following general methods have been found helpful in developing positive attitudes:

a. Emphasizing desirable qualities

One of the most effective techniques is that of emphasizing the assets and desirable qualities of the person. Such emphasis helps the applicant to develop confidence and to face his present situation in a positive manner.

b. Showing appreciation of accomplishments

The counselor should show genuine appreciation of the accomplishments which the applicant's long experience has brought. He should emphasize the importance of pride in his achievements, and of approaching employers with faith that he has much to offer. He should indicate recognition of the efforts which this worker has already made to obtain employment and, through job search suggestions, he should reassure the applicant concerning his ability to obtain satisfying employment.

c. Allowing applicant to tell his story with few interruptions

Allowing the applicant to tell his own story with as few interruptions as possible helps him to become aware of his own attitudes and helps to relieve some of his tension

F. Working With Feelings and Attitudes--continued

regarding his problems. If he is encouraged to give an account of his experiences, the applicant will better be able to comprehend the cause of his feelings and therefore to evaluate them more objectively. An applicant may need repeated opportunities to "talk out" his problems and feelings. Such repetition frequently makes the situations he describes more familiar and less fearsome or hopeless. However, care must be exercised in preventing such repetition from magnifying the problem.

d. Allowing applicant to state negative feeling without fear of criticism

Allowing the applicant to state negative feelings without fear of criticism is necessary, since disagreement with such statements tends to force the applicant to defend his statements. For example, when an applicant states that employers are prejudiced against older workers the counselor may say "Yes, some employers are prejudiced against older workers. We will try to contact those who are not."

e. Giving direct advice

Direct advice, although usually having limited usefulness in counseling, may in some instances stimulate an older applicant to try a course of action. In general, advice giving is probably more effective after the applicant has become aware of his feelings and has lost some of his anxieties regarding them. The use of advice should be temporary, and advice should be used less and less often as the applicant becomes more capable of handling his own situation.

f. Presenting alternative suggestions

Sometimes alternative suggestions will cause the applicant to weigh or evaluate a possible course of action when he may be reticent to do so otherwise. The applicant's response may also often provide the counselor additional insight into the attitudes and desires of the applicant.

g. Allowing applicant to participate in group discussions

Allowing the applicant to participate in group discussions may help him to adjust unrealistic desires or negative attitudes by giving him the opportunity to learn from the experiences of others and to identify with a group having similar problems (see Chapter XIII).

F. Working With Feelings and Attitudes--continued

h. Directing applicants to appropriate community agencies

In instances where it appears that job adjustment will be difficult or limited, because of persistent or entrenched attitudes of the applicant, efforts should be made to direct him into work situations which will minimize these characteristics. Persons with severe emotional problems affecting their job adjustment should be directed to appropriate community agencies offering psychological services. However, great tact must be used in making such referrals to avoid resentment on the part of the applicant.

i. Developing mutual trust and understanding

The counselor must strive to develop mutual trust and understanding through a patient understanding attitude, and should attempt to allay an applicant's fears and distrust by answering in a friendly, cheerful, and yet sincere manner which is reflected in his speech, even his inflections, and in his gestures and his facial expressions. The applicant will often be sensitive to, and therefore react favorably to, the positive attitudes displayed by the counselor.

G. Appraising Physical Capacities

Some older workers are reluctant to admit or to recognize that they have difficulty in getting or holding a job because of physical changes. The physical capacities-physical demands approach should be used for those applicants having definable, visible handicaps. For workers having no apparent handicap, the counselor should be alert to evidence reflecting possible other, less visible limitations, such as reduced physical agility, working speed, and mental alertness. Possible evidence of such difficulties may be indicated in the work history where there has been a transfer to less skilled work or jobs involving less pressure or when there has been extended lay-off. Emphasis on the applicant's capacities should aid in overcoming the applicant's reluctance to acknowledge impairment of other capacities. Also, the use of the physical capacities appraisal-physical demands analysis approach may actually broaden the scope of employment possibilities and thereby reduce fears that there are jobs which he can no longer perform, since there are many for which he can apply with confidence.

## H. Evaluating Skills and Abilities

Older workers usually have long and varied work experiences. Complete information on work experience is of utmost importance in determining suitable work for older applicants. In fact, success in counseling these workers often lies in the ability of the counselor to relate past work experience to suitable job opportunities.

### 1. Identifying and explaining skill and experience combinations

When counseling workers who have had varied experience, as well as those who have had highly specialized experience not currently in demand, the counselor performs a significant service in identifying and explaining skill and experience combinations to the applicant. This explanation should be done in such a way as to show how various combinations of skills may be related to existing opportunities. Through this technique, the counselor and the applicant will avoid relying exclusively upon actual jobs held in the past in determining a suitable type of work. The counselor should help the applicant to analyze the skills and knowledges that he has acquired in his previous experience and to think in terms of the varieties of jobs for which he may be qualified. This technique will assist the applicant to widen his own search for work and to accept referrals to jobs which he might not otherwise have considered.

### 2. Exploring availability of opportunities in regular and in new occupations

Before the counselor attempts to relate acquired skills or a combination of skills to new jobs, a thorough exploration should be made as to the applicant's ability and willingness to continue in his regular occupation and the availability of opportunities for such work. When the applicant is convinced that it is not feasible for him to continue in his previous occupation, he is likely to be in a receptive mood to consider related jobs.

It is important to remember that, for many older workers, this may be the first time in their whole lives that an attempt has been made to provide them with vocational information and counseling services. The counselor should not assume that the older worker knows all about job requirements, job opportunities, and the alternatives open to him simply because he has "been around a long time."

## H. Evaluating Skills and Abilities--continued

### 3. Using proficiency tests in determining level of skill in a previous occupation

In addition to careful review of work history in the interview, proficiency tests may be used to determine whether the applicant has the level of skill necessary to obtain employment in a previous occupation. Performance tests, i.e., typing and shorthand, as well as Oral Trade Questions, may be utilized particularly in situations where: (a) there is doubt as to the current proficiency due to disuse of skills for a considerable period of time, (b) there are indications in past work history of possible difficulty in performing adequately in jobs requiring those skills, and (c) objective evidence of level of skills will assist in "selling" the applicant to the employer.

### 4. Improving skills through refresher training

Where his level of skill is currently below that necessary for obtaining employment in the occupation which is otherwise suitable as his vocational goal, the applicant may be encouraged to obtain refresher training. This may involve convincing the applicant that he is not too old to learn and giving him the necessary information and other assistance to enter upon such training.

## I. Evaluating Potentiality

The use of aptitude tests may be helpful in appraising the vocational potentialities of many older workers, particularly those under 65 years of age. As with other applicants, the aptitude tests may (1) aid in determining suitability of job choice, (2) help to indicate the advisability of undertaking training or refresher training, (3) give the applicant confidence in his ability to compete with other workers, or (4) help "sell" the applicant to an employer.

### 1. Use of aptitude tests generally

When the counselor determines whether or not to use tests for older workers, particular consideration should be given to the following factors:

#### a. Reluctant to take tests

Some mature workers are reluctant to take tests. In some cases they can see no need for taking tests since their primary interest is in obtaining a job. They often fail to understand the relationship between taking the test and success in obtaining employment. In such cases, the counselor should think through with the

## I. Evaluating Potentiality--continued

applicant the reasons why the test may be helpful, with special emphasis on the inadequacy of other information for making a suitable occupational choice and the role which the test results may play in this connection.

In a number of instances older workers are reluctant because of fear of taking the test, particularly because of doubt they can perform adequately on the test or because of unfamiliarity with the testing situation. Techniques for allaying such fears may include explanation that the applicant cannot fail on a test and arrangement for him to observe the actual testing situation. Other techniques are discussed in 6 below.

### b. Effect of physical handicaps or language difficulty

Physical handicaps or language difficulty may seriously interfere with test taking. Determination should be made whether test results may be seriously affected by those limitations and also whether the applicant should be referred for only part of the test, such as (1) for only the paper-and-pencil part of GATB but not the apparatus part in cases of certain disabilities, and (2) for only the apparatus part and the non-language tests, such as the motor coordination paper-and-pencil test, in certain cases of language difficulty.

### c. Factors to be considered in interpreting test results

When the counselor interprets test results, the possible effect on test performance resulting from the above factors as well as from a possible slowing-down because of age should also be taken into consideration. The counselor (1) should assume that the applicant has at least the amount of aptitude demonstrated in the test and perhaps more, and (2) should not exclude an applicant from consideration for a job or field of work on the basis of test results alone.

## 2. Use of the General Aptitude Test Battery

The counselor may find the GATB helpful especially in counseling older workers who are making a vocational choice or who are verifying a choice. The results may reveal basic aptitudes of which the applicant has been unaware. Many workers with extensive experience have obtained such experience through chance, so they have not had the opportunity

## I. Evaluating Potentiality--continued

to consider fully their work potential. Certainly, for the older worker who has limited or no recent work experience, the GATB may be most helpful in determining job choices. GATB results will often also be therapeutic in bolstering the applicant's morale.

### a. Use of occupational aptitude patterns

The occupational aptitude patterns are the starting points in considering the occupational fields for which the older worker has potentiality. If he qualifies for one or more OAP's, the results give good evidence of his potential in these fields. If he does not, he should not necessarily be excluded from consideration, for the reasons discussed above.

### b. Use of the individual aptitude profile

In those instances where the OAP's do not provide information concerning the older worker's aptitudes, or when the individual is interested in an occupation not covered by the GATB, the individual aptitude profile will be helpful. The aptitude scores will present clues for appraising the applicant's aptitudinal strengths and weaknesses.

## 3. Use of specific aptitude test batteries

Mature workers are usually more willing to take a specific aptitude test battery than the entire GATB. This attitude is probably because they can more readily understand the relationship between their taking the test and getting a job. Again, qualifying on the specific batteries will help sell the applicant to the employer as well as strengthen the worker's confidence. When the applicant does not qualify, other evidence should be used to determine his suitability. Care should be exercised, when an applicant does not qualify on a specific battery, to make other alternatives available to him.

## 4. Use of interest tests or check list

The use of the Kuder Preference Record, when it is available, or the Interest Check List will be helpful with some older workers. Many mature workers will have crystallized interests which will be expressed through reactions to jobs held and tasks performed. Others, however, may need to take an overview of their occupational interests--particularly applicants who have drifted from job to job or those who have an apparent conflict in interests.

I. Evaluating Potentiality--continued

5. Appraisal when test results are not available

When it is felt that test results would be useful but the applicant is either unable or unwilling to take the appropriate test, additional exploration should be made of past work history, leisure time activities, education or training, or other sources of clues to potentiality. Emphasis should be placed on possible transferability of demonstrated skills and abilities to new occupational outlets. Considerable exercise of imagination and resourcefulness will often be necessary to interpret such skills and abilities in terms of potentialities required for new job situations.

6. Referral of older workers for testing

Routine methods of insuring the applicant's acceptance of testing should be amplified in the case of the older worker. For reasons indicated in 1 a above, many are reluctant to take tests. Special efforts, therefore, will often be necessary to get them to take the test. The following suggestions may be helpful in motivating the older worker not only to take the test but to do his best on it:

- a. Indicate that the GATB will be of assistance in getting a measure of some of his aptitudes that have been found to be important in many kinds of work.
- b. Indicate that aptitude tests are given to determine his basic aptitudes as related to jobs, not to determine how intelligent he is.
- c. Indicate that he cannot fail on an aptitude test nor can he pass one. His results simply will be compared with those of persons employed in different types of work so that he can evaluate his chances of succeeding in the occupations or fields of work covered by the test.
- d. Emphasize that everything done for him, including testing, is part of an all-out effort to help him find suitable employment.
- e. If possible, arrange for older workers to take tests together. This arrangement will serve the dual purpose of obtaining group motivation which might result in more willing participation and of scheduling testing sessions made up entirely of older applicants. This arrangement may also help to eliminate embarrassment or decrease tension produced if some older workers are relatively slow in catching on to instructions or practice exercises.



I. Evaluating Potentiality--continued

- f. If a proficiency test is to be given, arrange when possible for the applicant to inspect the testing equipment before being scheduled for testing.
- g. Take extra care to see that the applicant understands what is required on each part of the test. This procedure may mean spending more time than usual on the practice exercises. Also, be certain that the use of the B-1002, separate answer sheet form, is understood. The B-1001 may be more practical to use if the separate answer sheet causes confusion. When administering typing tests, allow sufficient time for the applicant to get acquainted with any changes in the typewriters, such as marginal sets and stops.
- h. When the group is about to be tested, explain that they are not expected to finish before time is called. Emphasize, however, the need to work as fast as possible and not to deliberate over one item.
- i. Every effort should be made to get the applicant to relax and feel at ease, such as allowing the applicant to smoke, or to sit and talk awhile before taking the test.

J. Applying Occupational and Labor Market Information

Many older workers need occupational and labor market information because they have been out of the labor market for some time or have been engaged on one job. Many times they are uninformed or misinformed as to employment trends. Counselors should provide needed information as to current wages and hours, employment trends, hiring practices, and training facilities, and other information pertinent to the applicant's decisions in making or verifying a job choice or in adjusting unrealistic demands. (See sections 4043 and 4048, part II, ES Manual.) Discussion is probably the most effective technique for presenting this kind of information to the older applicant, although it may be desirable to provide some information in written form or to refer the applicant to such written materials.

K. Appraising Economic Factors

It is important for the counselor to understand the total situation confronting the applicant. The economic status of the older worker, his financial responsibilities and obligations as well as his source of income such as pensions, must often be considered together with his physical condition, his skills and aptitudes, and his interests and attitudes in determining a

K. Appraising Economic Factors--continued

vocational goal. Economic considerations are important factors affecting decisions as to choice of work, training, or retraining, desire for part-time or full-time work, and willingness to accept employment in another area. Information on economic status is particularly important for the worker 65 and over. Applicants should be encouraged to consider whether their financial resources and obligations are sufficient to support their job plans, whether their obligations will seriously interfere with their training plans, or what other assistance is needed in order to achieve their job goal. Counselors should also be prepared to inform applicants, when pertinent, concerning OASI benefits, public assistance, and financial services offered by other community agencies.

L. Formulating the Vocational Plan

In assisting an older applicant to develop a vocational plan, the counselor will usually help him to formulate a plan that (1) will allow him to utilize as much as possible acquired skills and knowledges, and (2) will reflect the best possible combination of his abilities and interests as related to opportunities for employment or training (see sections 4055-4056, part II, ES Manual). Alternative goals should be reflected whenever possible.

In considering job goals, the counselor should avoid directing the applicant toward a vocational objective that is based almost entirely on the immediacy of job opportunities and without due regard for his highest qualifications. The counselor must also take great care not to let himself be influenced by stereotyped ideas of the occupations which older persons should follow, such as watchmen for men, or housekeeper for women. Each older worker must be considered as a unique individual in relation to the work possibilities available to him.

The plan will usually involve relative short periods of training because of family and financial responsibilities. For the same reason, the plan will usually be one that requires a shorter period of advancement toward the ultimate goal. Counselors may sometimes suggest self-employment as an outlet. For example, a former buyer for an industrial plant may be able to utilize his knowledge of materials, and former contacts with important sources of such materials, as a self-employed procurement agent or broker. In many cases, the older worker through his own resourcefulness will be able to obtain self-employment as a result of a few practical suggestions provided by the counselor. However, self-employment may be a real risk for an applicant who has never been self-employed in view of the high mortality of new businesses and the financial risks involved particularly for persons of advanced age.

L. Formulating the Vocational Plan--continued

It is especially important that the vocational goal be jointly arrived at and be fully understood and accepted by the applicant. Whenever possible, the counselor should attempt to have the applicant summarize in his own words the ideas or decisions reached. Phrases such as "Tell me how you think the situation looks now" or "Now, suppose we see what we have accomplished in this interview" will be of assistance in calling forth a summary. From the summary statements the counselor will be better able to judge the applicant's understanding of the vocational plan and can clear up any misunderstandings.

M. Putting the Plan Into Effect

The steps to be taken in carrying out the plan, as in formulating the plan, must be jointly arrived at and be fully understood and accepted by the applicant. Otherwise, he may feel little or no responsibility for the actions to be taken. He should understand what is to be done, who is to take each action, how it is to be done, when it is to be done, and why. These points may be clear to the counselor, but if they are not clear to the applicant, the chances of success of the plan are greatly reduced.

Moreover, not only should the plan be clear to the counselor and to the applicant but also to the placement interviewer and other staff members concerned with putting the plan into effect, through the adequate recording of the plan on the application card.

The counselor should help the applicant with the preparation of job summaries and letters of application, as necessary. He should also advise him how best to present himself in the interview and advise him as to services available from other community agencies, when the need for them is indicated. He should inform the applicant as to the placement services available to him through the local office and his responsibilities to the office in obtaining such services. He should urge the applicant to return to the office if for any reason his referral is unsatisfactory or if he needs additional assistance. In addition to the placement service through the local office, information should be given to the applicant which will help him to take action on his own. Sources of job leads--such as classified ads, directories, trade publications, the classified telephone directory, civil service examination announcements, other nonfee charging employment agencies, and information available from labor unions--should be called to his attention.

M. Putting the Plan Into Effect--continued

In most instances, the older applicant will be directed to the placement interviewers for referral. However, there may be situations in which it will be preferable for the counselor to contact an employer directly in order to attempt to develop a suitable job opening. Examples of such situations may be when (a) the applicant's qualifications require interpretation to an employer or (b) the applicant's problems or attitudes require special work situations. Clearance for any placement or employer relations activities of the counselor should be obtained and the results of such activities should be carefully recorded.

N. Referral to Other Agencies

The counselor frequently may need to refer to other agencies older workers whose problems are not within the scope of employment service counseling (see Chapter XV and section 4063, part II, ES Manual). Included are workers who need assistance with severe emotional conflicts, or complicated family, financial, or medical problems, before they can become successfully employed or adjusted, or who may need these services in conjunction with employment.

In this connection, counselors should keep in mind the special benefits and services which may be available to older workers who are veterans. (See sections 3200 and 3201, part II, ES Manual). Such workers may be unaware of the opportunities for special assistance open to them through agencies serving veterans.

The counselor may refer older workers who are immediately placeable to still other agencies for assistance. Because older workers often have difficulty in carrying out their vocational plans, the counselor should enlist in their behalf the aid of all possible sources of placement. He should arrange for them to contact, whenever appropriate, trade associations, unions, forty-plus clubs, man-marketing clinics, job-hunting forums, and other nonfee-charging groups.

O. Follow-Up

Certain counseled older workers will require follow-up (1) to determine whether they are making a satisfactory adjustment to the job or (2) to assess the special techniques used in assisting them to find suitable employment (see sections 4070-4074, part II, ES Manual). Follow-up of older workers will generally be in situations or in connection with problems listed in section 4071, part II, ES Manual.

O. Follow-Up--continued

1. When follow-up should be made

Follow-up should be made after the worker has had a reasonable time in which to make a satisfactory adjustment to the job. In some cases, in which conclusive results are not obtained on the initial follow-up, further follow-up is desirable.

2. Methods of follow-up

Follow-up may be made through a visit to the job site, by telephoning the employer, or by mailing appropriately drafted questionnaires eliciting the desired information about the worker. Counselors should contact other staff members concerned, such as the placement interviewer and employer relations representative, before contacting the employer. They may have information which may determine whether a follow-up is now timely, or the employer relations representative can make the follow-up as a part of his scheduled visit. If it is timely, the employer relations representative should arrange with the employer for the counselor's visit.

A visit to the job not only affords the counselor an opportunity to talk with the employer, but also enables him, with the employer's permission, to discuss with the applicant any problem that he might have. The counselor can sometimes view the worker at work when visiting the place of employment.

Questionnaires should be carefully drafted so that the necessary information will be obtained. Though questionnaires are usually directed to the worker, they may also be mailed to the employer.

## Chapter XIII

### GROUP ACTIVITIES

#### A. Group Guidance

Many older workers may benefit from group discussion of employment problems. Some may have problems involving unrealistic demands, attitudes, habits, appearance, and other personal qualities which they or the counselor may find hard to discuss in a face-to-face interview. Some may need to identify their problems with others having similar problems. Planned group counseling sessions provide a means by which (1) the applicants themselves can contribute information and ideas toward the solution of employment problems of applicants having similar problems, and (2), at the same time, the applicants can learn from the experience and ideas of others.

##### 1. Composition of the group

The counselor should select applicants who he thinks would benefit from the session. A group of from 10 to 15 persons is usually recommended. It may be necessary to invite a larger number, however, to insure the attendance of an adequate number. Participation should be voluntary.

In general, the counselor should attempt to select persons who are similar with respect to age, type of problem, education, and economic status. For example, sessions may be conducted for clerical persons, professional persons, and skilled tradesmen. However, successful sessions have also been held with persons from diverse occupational groups. The counselor should determine the size and composition of the group depending upon the purpose of the session.

The counselor should conduct the sessions. He should be assisted by such employment service staff as may be deemed necessary, e.g., older worker specialist, specialist for handicapped, veterans employment representative, or employer relations representative. He may also include a representative from local industry, a community agency, Forty-Plus Club, or other interested organization, if he feels that they will be able to assist the applicants. The number of Employment Service staff, as well as outside representatives, should be kept to a minimum.

A. Group Guidance—continued

2. Preparation for group counseling session

To make the sessions as productive as possible, the counselor should:

- a. During individual counseling interviews, explain the nature, purpose, and duration of the session to applicants who he feels may be helped by such sessions, and obtain the names of interested applicants.
- b. Reserve a conference room or other place having privacy and comfort for the session. Conferences should be scheduled for about 1 or 2 hours.
- c. Contact selected participants, either in person, by telephone, or by mail. When the invitation to participate is extended, the counselor should again explain the nature and purpose of the session and should emphasize the help it may be in obtaining employment. He should also indicate the probable duration of the session so that adequate arrangements can be made for parking and rides.
- d. Review, in advance of the session, the counseling records and application forms and prepared job summaries of all selected applicants with other Employment Service staff and outside representatives who are to be in attendance.
- e. Determine subjects to be discussed, such as: (1) experiences encountered in applying for jobs; (2) attitudes toward change of field of work or training; (3) other obstacles standing in the way of obtaining employment; (4) possible steps toward solution of employment problems; and (5) pertinent information on labor market conditions, occupations, and community services.
- f. Develop an outline of the subjects to be discussed and the methods of handling the discussions.
- g. Prepare a list of questions and possible solutions relating to the problems of applicants attending, in order to keep the discussion going or to redirect it.

Suggested questions which have been found helpful are: What do you think is the greatest obstacle keeping you from employment? What do you think is the best way to meet and overcome this obstacle? What experience have you had in contacting employers? What do you feel is

A. Group Guidance—continued

the reaction of people like yourself toward being unemployed? What methods have you tried in order to get employers to consider your application for work? What is your reaction to application blanks that employers ask you to complete? Do you feel that you can continue to perform satisfactorily in your present occupation? How do you feel about accepting jobs outside your field of work or at a lower wage than your usual rate?

- h. Designate a staff member to take notes on the ideas and suggestions advanced during the session, both for summation at the end of the session and for possible later use by the counselor in individual interviews.

3. Conduct of the session

The following considerations may be helpful in making the most effective use of the session:

- a. The counselor should open the session with a brief discussion of the problems of older workers in obtaining employment, as well as an explanation of the aims of the session. Participants should be encouraged to take an active part in the session.

In some sessions, a technique that has been found to be helpful is to list on a blackboard the major steps in counseling, and also the items: Work history, education and training, test results, socioeconomic condition, personal traits, physical capacities, leisure-time activities, interests, and goals. The applicants are informed that these items will differ for each person present, since each is different from the other person. The applicants are then asked to consider each item in relation to their problems and possible solutions as the discussion progresses.

- b. The previously prepared list of questions should be used to initiate discussion. Perhaps the best way to achieve this is to raise a question and then ask each person to discuss it and to identify himself to the group in the process.
- c. The counselor must keep the discussion going along fruitful lines and must redirect it if the participants get off the subject or dwell too long on any one topic. He should encourage active participation by all members of



A. Group Guidance—continued

the group should take care that some members are not too dominant. Neither the counselor nor other Employment Service or outside personnel should dominate the discussion. The primary purpose of the session is to allow the counselees to talk over their problems with others in like situations.

- d. Labor market and occupational information should be given, as needed, in the discussion.
- e. Role-playing may be used in which an applicant acts as a job seeker while another applicant or Employment Service staff member, or participating employer, acts as the employer. The "applicant" should be given a brief description of the type of firm or farm, job opening, hiring policy, and other pertinent items, to provide a realistic situation for an applicant. The "employer" should be furnished the same information, as well as the Form ES-511 or job summary of the applicant. The applicant should make the best approach he can. Following the presentation, members of the group should suggest ways in which the applicant could have been more effective.
- f. Near the end of the scheduled time, the leader or another staff member should summarize the discussion — particularly, the main ideas and suggestions advanced during the session.
- g. In some cases, an additional session or two may be scheduled for the same group, especially if it is believed that significant problems were inadequately covered or if the group expresses a strong desire for an additional session.

4. Follow-up of group guidance session

Subsequent to the group guidance session, an individual counseling interview should be held with each member of the group. Results of the session should be discussed with the applicant in terms of his own individual problems and plan. The applicant should be encouraged to take the lead in modifying his plan accordingly.

A. Group Guidance—continued

Questionnaires may also be mailed to all applicants who have attended the session. Such a questionnaire may include questions concerning (a) personal benefits derived from the session, (b) other subjects which might have been discussed, (c) the value of the conference to the group as a whole, (d) suitability of physical arrangements, such as the time and place of the session, and (e) comments and suggestions regarding future sessions.

It may be advisable to contact applicants invited to the session who failed to attend to determine whether they understood the value of the session, whether the time set for the session was inconvenient, or other reasons that may be of assistance in planning future sessions.

B. Staff Clinics

Conferences of local office staff, or "Staff clinics," are particularly helpful in efforts to resolve employment problems of older workers. They are conducted primarily for the purpose of determining actions which are needed either on the part of the local office or on the part of selected applicants in order to achieve suitable job placement. In addition to providing helpful ideas in resolving employment problems of individual applicants, staff clinics are useful in providing training to Employment Service staff members.

1. Selection of cases for discussion

In general, conferences should be held on those cases which present complex or particularly difficult employment problems and should include discussions of counseled and noncounseled applicants. Cases should be selected which are representative of the range of employment problems of older workers so that participating staff members may obtain a clearer understanding of the variety and complexity of the issues involved.

2. Composition of the group

Employment Service staff members participating in the clinics should represent those functions of the office which are concerned with providing service to the selected applicants. Representatives from outside agencies may be invited to attend when their presence will contribute to the solution of problems

B. Staff Clinics--continued

of applicants being discussed. In general, however, the group should be relatively small so that an effective discussion may take place and recommendations can be made. The conference groups should be selected according to the requirements of the particular cases to be discussed. Staff members may be called upon to participate even if they were not originally included in the group.

3. Conduct of the clinic

Selected Employment Service staff members should thoroughly review (a) the application records of selected older workers, (b) the employment problems encountered, and (c) the actions taken by both the office and the applicants. From the group discussions, recommendations should be developed as to possible further action which should be taken by the office, the applicant, or both.

At the staff clinic, the application card should be reviewed before the group and any other pertinent information should be presented. The group should then discuss all aspects of the problem in an effort to identify the factors which must be overcome if the applicant is to obtain suitable employment. All possible courses of action occurring to the participants should then be presented, and their merits should be discussed. The discussion will often reveal facets of the problem and solutions which had not been recognized or considered. A staff member should make notes of these suggestions for future action.

4. Follow-through on recommendations

The older worker specialist, the counselor, the placement interviewer, or another appropriate staff member should follow through on recommended actions. Such recommendations (a) may relate to actions which the office may take, such as job development or distribution of job summaries, or (b) may involve action by the applicant, such as admittance to a specific training course. In all instances, the applicant involved should be informed, by personal contact, of the action being proposed.

C. Round-Table Discussions

Round-table discussions, in which all local office professional staff members participate, may be held periodically in order to analyze and to improve local office older worker activities. Also,

C. Round Table Discussions--continued

representatives from several offices may wish to discuss jointly such activities. A staff member should be assigned to take notes and to prepare a report on the topics discussed, the conclusions reached, and the suggestions made for continued action. Free discussion of staff thinking on the problems and necessary actions should be encouraged. Such discussion can be quite effective in bringing to the surface many of the negative attitudes which limit the effectiveness of older worker activities.

1. When discussions should be held

Such discussions should be established as a regular operating procedure for improving services to older workers. It is suggested that they be held at least once a month during the initiation of a strengthened older worker program and then as frequently as necessary. For example, they may be used effectively when: (1) conducting an evaluation of the services offered older workers and planning for improvement of activities; (2) planning the local office program for the next fiscal period; and (3) changing labor market conditions or other community factors are affecting the older worker.

2. What information is needed

In order that the most effective use of round-table discussions may be made, the following information should be available to the participants: number and percentage of older workers among total applicants in the active file according to their occupation; number and percentage of new applications, referrals, and placements of older workers among total for a selected period; number and percentage of older workers among those counseled, tested, or offered job development during a selected period; and condition of the local labor market and its effect on the employment opportunities for this group.

3. What should be discussed

These discussions should be concerned primarily with (a) current procedures and practices in serving older workers, (b) adequacy of services offered to older workers, (c) need for improved or expanded service within the local office, (d) condition of the labor market and its effect on employment opportunities, and (e) need for improved or expanded services within the community. Some of the specific topics which may be discussed are:

C. Round Table Discussions---continued

- a. Activities which may be undertaken for certain older workers, such as those who: (1) have always worked at unskilled occupations, (2) are only partially qualified, (3) must learn new occupations, (4) have undesirable traits, (5) seem to be nonreferrable, (6) are actually nonreferrable, (7) desire part-time work only, (8) are on a temporary or seasonal lay-off, (9) are retired and need additional income, or (10) are retired and want to do something that will keep them busy.
- b. Coordination of efforts of all staff members in serving older workers.
- c. How to insure that no group of applicants or individuals are being given less than the best service possible.
- d. How to insure appropriate improvement in quality as well as quantity of services to older workers.
- e. How best to train staff in specific activities, such as, developing jobs for individual applicants and for groups of applicants, selling the qualifications of older workers to employers, and handling effectively objections to hiring older workers.
- f. Coordination of local office efforts with efforts of community agencies and groups in providing a complete service to older workers.

4. Follow-up

The information obtained from the discussions should be valuable to management in evaluating services provided for older workers, in determining the actions to be taken to improve services, and in providing training on methods to improve service. The manager and supervisory personnel should review the reports on round-table discussions and take steps to carry out those actions which are considered to be desirable and feasible.

## Chapter XIV

### PROMOTIONAL ACTIVITIES

#### A. Need for Promotional Activities

Promotional activities are needed in order to carry out the policy of the Employment Service to engage in educational programs with employers, employer groups, labor unions, and the community for the purpose of increasing employment opportunities for older workers (see chapter III, section A). The purpose is to develop favorable attitudes and beliefs about older workers, and to make employers aware of this source of manpower. Such activities also serve to create community awareness of (1) the contributions which older workers can make to the general economy, (2) what the Employment Service is doing for older workers, and (3) how such efforts fit into the total community program.

#### B. Basic Theme of a Promotional Program

Certain points should be contained in the basic theme of a promotional program in behalf of older workers. These points include:

1. The tendency to consider older workers as a group, with characteristics commonly associated with aging, has denied employment opportunities to qualified individuals,
2. Differences exist between individuals in the older worker group just as between individuals in other groups;
3. Each older person should, therefore, be considered for employment on the basis of his qualifications, not his age; and
4. It is to the best interest of the Nation as well as to that of the community to afford equal opportunity for employment to all persons who are able and want to work.

#### C. Planning Promotional Activities

The older worker promotional activities should be incorporated into the regular year-round local office promotional program. All available local, State, and national information concerning the employment and unemployment of older workers should be gathered and analyzed. Information from local office records and other sources will indicate the extent of the problem locally. The promotional program must be based primarily on such local data and information in order to be most effective. Of course, the local office should maintain close liaison with the State information officer, but it

C. Planning Promotional Activities--continued

should take the initiative and proceed as rapidly as possible in developing its own promotional program with the sanction of the State administrative office.

There are many resources within each community which should be utilized in conducting an appropriate informational program. Job-finding is only one of services needed by older workers, and consideration must be given to the use of an appropriate community committee or group as the most effective vehicle for an all-round promotional and educational program (see section E below).

In addition to the continuing year-round promotional activities, local offices should take advantage of the interest aroused through special State and national promotional efforts. These activities include Senior Citizens Weeks, Earning Opportunities Forums, and activities of Governors' Committees, State Legislative Committees, and gerontological and geriatric societies. Employer institutes should be used, where feasible (see chapter X, section G).

D. Carrying Out a Promotional Program

Responsibility must be fixed for carrying out all phases of the promotional program, with consideration in mind that each local office staff member has an important part in the promotional program as well as in carrying out his duties in daily operations. Assistance in determining the most effective techniques should be obtained from the information specialist, appropriate local office staff, and technicians connected with the various publicity media or associated with cooperating agencies or business establishments.

The promotional program must be kept in proper perspective and balance. At times, the emphasis should be placed on obtaining jobs for older applicants registered with the local office. At other times, it should be designed to attract qualified workers to the office to fill job orders. Ideas and experiences should be exchanged among offices as quickly as possible so that appropriate media and methods may be utilized to the best advantage. Field supervisors should be kept informed of existing conditions and efforts made in each office so that public information on the same problem in a number of office areas within the State may be issued in the same way.

The usual promotional media and methods (see sections 2000-2999, part I, ES Manual) should be used with, of course, appropriate timing and direction to specific reader groups and audiences. Those devices which should be especially helpful include:

1. Articles in trade, union and professional publications, newspapers, and magazines.

D. Carrying Out a Promotional Program--continued

2. Radio and television spots, slides, skits, interviews, and scripts, films, demonstrations, exhibits, window displays, posters, and blotters.
3. Talks before groups, such as community councils, civic clubs, trade associations, chambers of commerce, veteran groups, labor groups, and fraternal organizations.
4. Direct mail, including circular or individualized letters, pamphlets, or other literature, to general or selected lists of employers and labor organizations.
5. Contacts with State and local committees on aging, older worker groups, and associations of geriatrics and gerontology.
6. Employer institutes, earning opportunities forums, senior citizens week, and similar special efforts.
7. Personal contacts with: (a) Management, such as owners, managers, personnel men, industrial physicians, and foreman; (b) union officials, such as presidents, executive secretaries, and business agents; and (c) representatives of other community organizations.

E. Use of Community Group or Committee

A community group or committee should be utilized as far as practicable in promotional activities. This arrangement has many advantages (see chapter XV, section C). The group or committee can assist the Employment Service by acquainting employers, supervisors, and foremen with the facts concerning productivity, absenteeism, accident rate, turnover, skills, sense of duty and responsibility, mature judgment, personal relationships, and other factors which make the employment of older workers a good policy. It can supply information to employers with respect to pension and insurance costs and help to combat unfounded beliefs and barriers imposed by individual firms or personnel within these firms. It can assist in locating openings for older applicants, and can point out to employers examples of the successful use of older persons by local firms. It can provide employers with an accurate description of the counseling and job-finding services provided by the local office. It can explain to employers why a uniform physical examination is not required for all jobs in an establishment, and how job analysis is helpful in setting up realistic hiring requirements. It can also explain the work of the Employment Service in preparing the older worker for entry on the job and how the employer can help the new worker to adjust successfully to his job.



F. Participation in Community Programs on Problems of the Aging

In carrying out the role of finding suitable jobs for older workers and in promoting equal employment opportunities for them, the Employment Service should participate in community programs for the aging. The specific manner in which this activity is done will depend upon the type of agencies and groups existing in the community, their methods of operations, and how they are organized (see chapter XV, section C).

## Chapter XV

### COMMUNITY RESOURCES

#### A. Use of Community Resources in Serving Older Workers

Since many older workers need services other than counseling and placement, the local office should have up-to-date information on the resources available in the community. Services available to supplement regular local office functions should be explored, and cooperative arrangements (see section 6001, part II ES Manual) should be worked out in order to improve opportunities for employment for the older job seeker.

#### B. Types of Service Available in the Community

Some agencies furnish a specialized type of service which may be of assistance to an older job seeker, while others offer a range of services which will affect his employability. In each community, there are many organizations which provide services to older workers. Examples of the types of service offered and the organizations providing the service include:

##### 1. Rehabilitation service

- a. State vocational rehabilitation agencies (see section 6368, part II, ES Manual) for examination, treatment, therapy, training, homebound employment, and placement assistance for disabled persons who have a reasonable chance of becoming suitably employable.
- b. Commission for the blind (see section 8325, part II, ES Manual) for adjustment to loss of sight, aids to vision, and placement assistance.
- c. Veterans Administration (see sections 6150-6199, part II, ES Manual) for veterans with service-connected disabilities and, under certain circumstances, with nonservice-connected disabilities, to obtain vocational rehabilitation and information on medical findings relating to work tolerance, results of psychological tests, summaries of hospital adjustment, and statements of personality characteristics.
- d. Organizations and centers for rehabilitation of physically handicapped, such as: tuberculosis, diabetes, cancer, and heart clinics; epilepsy, hearing, and speech centers; paraplegic, multiple sclerosis, and muscular dystrophy associations.

**B. Types of Service Available in the Community--continued**

- e. Sheltered workshops for vocational rehabilitation of older workers with serious physical, job, and personal problems.

**2. Employment assistance**

- a. Railroad Retirement Board (see sections 6250-6299, part II, ES Manual) for jobs with employers covered by the Railroad Unemployment Insurance Act.
- b. Goodwill Industries for sheltered employment and work tolerance evaluation.
- c. National Urban League local affiliates (see section 6407 B, part II, ES Manual) for assistance in developing job orders for qualified minority group applicants.
- d. Forty Plus Clubs for assistance in enlarging employment opportunities for executives and professional men over forty years of age.
- e. Senior Citizens Councils, Golden Age Clubs, and other similar groups organized to promote the interests of older people, for job leads which they often develop while engaged in promotional efforts.
- f. Nonprofit private employment agencies, such as professional and technical placement agencies, domestic placement bureaus, and agencies specializing in part-time and temporary jobs.
- g. Trade associations and chambers of commerce for assistance on employment leads.
- h. Veterans and fraternal organizations and service and civic clubs for assistance on employment leads.
- i. Federal Wage and Hour and Public Contracts Division for information on learner certificates for employment at rates below \$1.00 per hour.
- j. State and Federal civil service commissions for information on current openings with State and Federal governments.

**3. Vocational counseling**

- a. Veterans Administration Hospital Vocational Counseling Service (see section 6185, part II, ES Manual) for

B. Types of Service Available in the Community--continued

assistance in directing patients toward a future occupational goal and in reestablishing for the patient his occupational potential for gainful employment. Such service is available without reference to service-connection or the nature of the disability.

- b. State rehabilitation agency for vocational diagnosis and counseling of handicapped persons to determine services required to meet the needs of the individual, to assist him in selecting a suitable field of work, and to develop a plan of services.
- c. National Federation of Business and Professional Women's Clubs, Inc. (see section 6401, part II, ES Manual) for assistance to women in making satisfactory career adjustment.

4. Vocational training

- a. Local board of education, adult education division, for cultural and vocational training and refresher courses specially adapted to the needs of older persons. Courses or lecture series on preparation for mature living and retirement may also be arranged.
- b. Federal Bureau of Apprenticeship and Training representative for information and assistance in establishing short courses in demand occupations.
- c. State rehabilitation agency for vocational diagnosis, guidance, and training, and for financial assistance while taking training.
- d. YWCA, YMCA, American Red Cross, and other Red Feather agencies for short courses in fields, such as practical nursing, business, speech, and hand crafts.

5. Health and welfare services

- a. Hospitals, sanatoriums, and rehabilitation centers for evaluation of work capacities and treatment to control disabilities.

B. Types of Service Available in the Community--continued

- b. Voluntary organizations, such as the National Society for Crippled Children and Adults, Inc., associations for the deaf, and American Heart Association, for evaluation and treatment of the deaf, epileptics, cardiacs, etc.
- c. Mental health clinics for psychiatric evaluation and treatment.
- d. State rehabilitation agency for medical, surgical and prosthetic services and physical therapy.
- e. Veterans Administration hospitals for medical care and hospitalization for veterans with service-connected disabilities, or for medical care and hospitalization for any reason if the veteran signs a statement that he cannot pay for the care and the facility can accommodate him.
- f. City and county welfare or relief agencies for financial assistance and medical care.
- g. Religious and welfare organizations for food, clothing, shelter, and limited financial assistance.
- h. Geriatric clinics (often sponsored by universities) for health and medical information and service.

6. Miscellaneous services

- a. State or county welfare agencies, religious and welfare organizations, or municipal housing centers for assistance in locating suitable housing.
- b. Drop-in or day centers sponsored by unions, senior citizens groups, civic or welfare organizations for recreation, hobby development, lectures on health and personal problems, social needs, etc.
- c. State workmen's compensation commissions for information on benefits for injuries while working in covered employment.
- d. Federal Bureau of Employees' Compensation for information on benefits available to civilian employees of the Federal Government who are disabled while working.

B. Types of Service Available in the Community--continued

- e. Social Security Administration for information on Old Age and Survivors Insurance eligibility and payments to disabled and retired people and their dependents.

C. Local Committees

The problems of the aging are many, varied, and complex. In addition to employment, there are the fields of health (mental and physical), welfare, recreation, education, housing, retirement, rehabilitation, hospitalization, sheltered workshops, and others. As discussed in section B above, each community has organizations, agencies, and groups which are performing services in one or more of these fields. In addition, there should be a committee whose activities are concerned with the overall aspects of service to the aging. Where it does not exist, the formation of such a committee should be considered because of the many advantages of this arrangement.

1. Advantages

The very formation of such a committee is a means of stimulating a wider interest, and of gaining the participation, of more people of the community. It brings to bear greater areas of influence on the many facets of the problem. It guards against the possibility of the local office being held accountable for the success or failure of each and every phase of service to the aging, other than that of finding suitable jobs for older jobseekers.

2. Membership

Members of the local committee should include respected, influential community leaders. Public acceptance can be more readily gained when a program emanates from a group of private citizens rather than from individuals representing any one governmental agency or organization. The committee should also include members from representative groups in the community, such as management, unions, private and governmental agencies, educational groups, and service, religious, fraternal, medical, legal, and other organizations.

3. Functions

a. As a coordinating body

The local committee may be used as a coordinating body and clearing house for all community activities relating to problems of aging. This arrangement prevents the

C. Local Committees--continued

duplication or overlapping of services. The local office will thus be in a better position to plan its activities in relation to the total needs of the older workers in the community.

b. To stimulate provision of needed services

When the type of service needed by older workers is not provided in the community, the local committee may make such needs known to appropriate governing bodies, groups, agencies, and individuals, and may stimulate the provision of such service.

c. For promotional purposes

The local committee may be used as a medium for planning and carrying out wide-scale promotional and educational activities in the community, as the committee is concerned with all phases of the older worker problem. (see chapter XIV, section E).

## Chapter XVI

### SERVING THE OLDER VETERAN

#### A. Veterans as Older Workers

Efforts to improve services to older workers are of particular importance in serving older veterans. Veterans constitute a significant segment of the middle-aged and older population. Of the total population in the United States, 22.6 million are veterans. This group is distributed as follows:

World War I	3.0 million
World War II	15.3 million
Korea	4.2 million
Other	0.1 million

Veterans who are older workers will be found primarily in the World War I group and the World War II group, many of whom are now in their 40's and 50's.

The average age of World War I veterans in 1957 is 62. The average age of World War II veterans is 38. It will be recalled that in the Seven-City Older Worker Studies it was found that a large number of job openings had upper age limits of under 35, and over one-third had upper-age limits of under 45.

Approximately one-fifth of all applicants 45 years of age or over are veterans, and this percentage is constantly increasing. It can be expected that the problem of the veteran older worker will become intensified as more of the World War II and Korean veterans enter the middle-age area.

#### B. Making Priority of Service Effective

Sections 3000-3999 of part II of the Employment Security Manual cover the special services afforded the veteran. These special services are based on policies of the Secretary of Labor and of the Employment Service which provide that local public employment offices shall give priority to qualified veterans in referring workers to job openings, and shall give priority to disabled veterans over other veterans.

However, this priority of referral may be nullified by upper age restrictions. Even though the local office complies carefully with the policy of giving the veteran priority in referral, discriminatory age barriers often bar him from getting suitable employment. Service to the older veteran, therefore, is of a dual nature. We must continue to give him priority in selection and referral, and we must continue in our endeavor to obtain relaxation of discriminatory upper-age



B. Making Priority of Service Effective--continued

hiring practices. We must not only refer the older veteran when qualified for the job opening; we must also make every effort to insure his being accepted by the employer.

C. Benefits and Preferences Accruing to Veterans

Veterans benefits and preferences may be significant in the solution of employment problems of some older veterans. Government policy, as reflected by the Veterans Preference Act of 1944 and the U. S. Civil Service Commission rules and regulations, is to give special consideration to qualified veterans seeking employment. Some of these benefits are of particular significance to the older veterans. For example, the age, height, and weight requirements are waived for veterans, and examinations for certain jobs, such as custodian, guard, and elevator operator, are open only to veterans so long as there are veteran applicants available.

Older persons who are veterans of the Korean incident may benefit from Public Law 550, 82d Congress, which provides education and training for these veterans, or from Public Law 894, 81st Congress, which provides similar benefits for disabled veterans of the Korean incident. If they are ineligible for the services of the Veterans Administration, older veterans in need of vocational rehabilitation may receive such services from the State rehabilitation agencies under the Vocational Rehabilitation Acts, Public Laws 113, 78th Congress, and 565, 83d Congress.

Veterans of wartime service may be eligible for pensions on account of disabilities not traceable to their service in the armed forces. The unmarried widows of veterans of wartime service who die from causes not related to their service in the armed forces may also be eligible for pensions. The basis of eligibility varies for veterans and the dependents of veterans of different wars. Applicants who appear to qualify for these benefits should be referred to the Veterans Administration for final determination of their eligibility. The combination of a pension and part-time employment will frequently meet the income needs of older veterans.

D. Role of the Local Veterans Employment Representative

In carrying out his responsibility to veterans and in aiding and assisting the local office to carry out its responsibilities, the local Veterans Employment Representative should be particularly alert to the problems facing the older veteran. Specifically,

- (1) he may explain service rights and benefits to older veterans,
- (2) he may develop job openings for selected older veterans,
- (3) he may inform the employment service supervisor, the older worker specialist, or other appropriate staff member concerning older

D. Role of the Local Veterans Employment Representative—continued

veterans for whom job development should be attempted, and (4) he may promote employment opportunities for older veterans in his employer contacts.

In addition, he may promote employment opportunities in his contacts with various veterans' organizations, many of whose members are employers. Through these means, educational work can be done to dispel the generalizations and fallacies about older workers, and to break down age specifications. He may also interest employers in participating in employer panels, employer institutes, and other activities designed to develop suitable job opportunities for older workers and to break down resistance to utilizing these workers. His activities, in this connection, should be carefully coordinated, of course, with those of the older worker specialist and other staff members involved.

## Chapter XVII

### EVALUATION OF SERVICES

#### A. Purpose

In order to insure continuing improvement and expansion of services to older workers as far as local office resources permit, frequent evaluations of the quality and quantity of services to older workers should be made. The major objectives of evaluation of these services are:

1. To determine whether:
  - a. Appropriate actions have been taken to improve and expand these services,
  - b. Improvements are progressing satisfactorily,
  - c. There are effective end results from these services in the nature of suitable employment obtained by older workers.
2. To plan and carry out improvements needed.

The supervisor normally responsible for the local office employment service activities should be responsible for evaluating the effectiveness of services to older workers. However, the older worker specialist should assist the supervisor in conducting these evaluations and in determining improvements needed. He should be particularly concerned with the end results of services to older workers and actions needed, including training, to further improve these services.

Findings in evaluating services to older workers should be considered in the light of (1) the over-all achievement of the local office in serving job seekers in the area, and (2) the state of the local labor market. Both strengths and weaknesses in services to older workers will obviously be influenced significantly by those factors.

#### B. Analysis of Records

A major method of evaluating the quality of services to older workers is to analyze the basic application, job order, and employer records. The methods and forms, described in sections 7000-8999, part I, ES Manual, are to be applied in evaluating services to older workers. However, emphasis should be given particularly to the following areas:

B. Analysis of Records--continued

1. Application records

a. New applications

A sample of completed applications should be reviewed and evaluated periodically against the standards for obtaining and recording information and for assigning occupational classifications as described in sections 1020-1089, 1190-1249, part II, ES Manual, and in Chapter VII of this handbook. Emphasis should be given to:

- (1) Adequacy of information, including a description of the work performed, particularly jobs in which skills have been acquired in past work history; leisure-time activities; education and training; skills, knowledges, and abilities; physical capacities; pertinent social-economic factors; and personal characteristics important for suitable placement.
- (2) Adequacy of classifications, including extent to which classifications reflect occupations which will make maximum use of skills, knowledges, and abilities of the applicant; whether sufficient additional classifications are assigned to increase the number of possible outlets for the applicant's qualifications; and whether part IV classifications are used adequately to reflect partially qualifying work experience and potentialities for new types of work.
- (3) Accuracy in determining whether special services are needed and whether appropriate referrals for such services have been made.

b. Active file

A frequent review should be made of applications in the active file in order (1) to determine, as with new applications, adequacy of information, adequacy of classifications, recognition of need for special services, and (2) to evaluate the services provided beyond application taking. Determination should be made as to whether the application has been in the active file without appropriate services for an unduly long time, what further services may be needed, and what additional actions, if any, should be taken to expedite suitable employment of the applicant.

B. Analysis of Records--continued

c. Applications being transferred into the inactive file

These applications should be examined on a spot-check basis for the same items discussed under b above. In addition, evaluation should be made, in case of cards being inactivated because of placement, of the type of occupation in which the applicant has been placed and the extent to which it could be considered suitable employment.

2. Job orders

Evaluation should be made similarly of active job orders and orders moving into the closed file. Emphasis should be given to the following areas:

a. Active orders

- (1) Adequacy of information, including appropriate description of performance requirements, extent to which unrealistic requirements, such as arbitrary age limits and physical and educational requirements, have been eliminated.
- (2) Adequacy of classifications, including appropriate part I classifications to reflect accurately the occupation to be filled and the addition of part IV codes on orders on which employers indicate interest in considering trainees and applicants with partially qualifying experience.

b. Orders moving into closed file

Evaluation should be made of similar items as in a above and, in addition, the extent to which consideration has been given the qualifications of older workers in attempts to fill the order and whether adequate effort has been made to have the employer modify age or other requirements which may have prevented the office from filling orders. A spot check may be made of applications in the active file to determine the extent to which adequate efforts have been made to fill orders that are becoming inactive.

3. Employer records

Following or during the analysis of job orders, a review should be made of employer records of those employers from whom job orders bear upper-age or other significant nonperformance requirements. The review should be made to determine:

## B. Analysis of Records--continued

- a. Whether notations have been made to alert the local office representative to discuss nonperformance restrictions with the employer,
- b. Whether such discussions have taken place, and
- c. The results of the discussions in terms of (1) agreement to eliminate or modify nonperformance restrictions, to take the suggestion under advisement, or to review additional information from the local office on the matter, (2) refusal to change specifications, or (3) other results.

A spot check may also be made of a sample of all employer records in order to determine the extent to which qualifications of older workers are discussed with employers generally, and the results of those discussions.

### 4. Counseling records

A detailed analysis of an adequate sample of the counseling control cards as well as of application cards of counseled applicants should be undertaken on a periodic basis to determine the extent to which counseling services are adequate, particularly from the standpoint of: (a) adequate exploration of past work record, education and training, leisure-time activities, interest and other factors important for the development of a sound vocational plan, (b) adequacy of use of GATB and other tools in counseling of older workers, (c) adequacy of length of counseling interview, (d) sufficient number of interviews to enable the counselor and the older worker to arrive at a sound plan, (e) referrals to the appropriate agencies for additional services needed, and (f) extent to which placements have been made in accordance with the vocational plan.

## C. Analysis of Reports

Careful analysis should be made of statistical reports on services to older workers, specifically Form ES-209 (Supp.), "Service to Workers 45 and Over," and Column V of Form ES-212, "Non-Agricultural Placements." (See sections 1910-1914 and 2403-2405, part III, ES Manual.)

The following types of analysis should be helpful in evaluating the quantitative progress of services to older workers in the local office:

C. Analysis of Reports--continued

1. Form ES-209 (Supp.)

- a. Comparison of proportion of applicants 45 years of age and over among total applicants in the active files with their proportion of placements among total placements.
- b. Similar comparisons of workers 45-64 years of age and of workers 65 years of age and over.
- c. Comparison of proportion of applicants 45 years of age and over among total new applications with their proportion counseled among total counseled.
- d. Similar comparisons of applicants 45-64 and of those 65 years of age and over.
- e. Ratio of initial counseling interviews with applicants in these age groups to new applications from applicants in the same age groups. (Studies have indicated that actually about one-fourth of applicants 45 years of age and over appear to be in need of counseling service.)

These comparisons should serve as indicators as to (a) how nearly the proportion of older applicants among total applicants placed approximates their proportion among total job seekers, and (b) extent of counseling service provided to older applicants. They should point to areas requiring further exploration, such as adequacy of consideration for job openings and of recognition of need for counseling service, and possible corrective actions needed.

2. Form ES-212

- a. Percentage of applicants 45 years of age and over among applicants placed in each occupational code group.
- b. Percentage of applicants 45 years of age and over among applicants placed in each industry.

These percentages should serve as indicators as to (a) occupational groups and industries in which greatest success and least success are had in placing older workers and (b) extent to which progress is or is not attained in modifying or eliminating upper-age restrictions from period to period.

C. Analysis of Reports--continued

They should point to possible areas, industries, and employers where more intensive promotional work may be necessary in order to better insure equality of consideration of older workers according to their qualifications.

D. Application of Results of Evaluation

In evaluating the quantitative and qualitative progress of service to older workers, favorable as well as unfavorable results of the evaluation should be discussed with the staff members concerned. Commendations should be given for improvements noted and other favorable aspects of the evaluation.

If the evaluation indicates need for improvement in services to older workers, the types of action which may be taken include:

1. Provision of further staff training on specific areas needing improvements, including on-the-job training or formal basic training.
2. Arrangements for more effective promotional activities, agreements with other agencies, and other similar external activities that are pertinent.
3. Scheduling of staff clinics both as a means of further staff training and of determining adequate solutions to problems indicated in the evaluation.
4. Scheduling of round-table discussions of professional staff members, discussion of both strengths and weaknesses in local office activities involved in services to older workers, and joint determination of improvements to be made in order to insure more effective service.

Results of evaluation should be discussed as soon as possible after the evaluation is completed in order that appropriate actions may be taken promptly. Emphasis should be given to achievements noted as well as to areas requiring further improvement. Efforts should be made to bring about improvements through group discussion and actions as well as through individual discussion and action.

Since middle-aged and older applicants constitute a large proportion of all applicants in the local office and since services to older workers is part of an integrated program of service to applicants in general, actions taken to improve service to older workers should help to improve overall services to applicants in general in the local office.



## SELECTED REFERENCES

A number of rather comprehensive bibliographies, listing publications of value to local office staff in more effectively serving older workers, have been published in recent years. These are listed immediately below. There are listed, in addition, selected references which either are not yet included in those bibliographies or may be of particular reference use to Employment Service staff members. These are listed under the following headings: Older Worker Studies, Conference Reports, and Miscellaneous. Staff members concerned may wish to add references in which they are particularly interested, which either are not listed below or will be published subsequent to the release of this handbook.

### Bibliographies

PUBLICATIONS ON AGING: SELECTED REPORTS OF FEDERAL AGENCIES. Federal Council on Aging, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 15 cents

SELECTED REFERENCES ON AGING: AN ANNOTATED BIBLIOGRAPHY. U. S. Department of Health, Education, and Welfare, 1955. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 30 cents

BIBLIOGRAPHY ON EMPLOYMENT PROBLEMS OF OLDER WOMEN, Bulletin No. D-70. U. S. Department of Labor, Women's Bureau, 1954. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 35 cents

EMPLOYMENT SECURITY PUBLICATIONS, Part 1 - U. S. Employment Service, 1956. Bulletin BES No. E-165. Bureau of Employment Security, U. S. Department of Labor, Washington 25, D. C. Free

OCCUPATIONAL INFORMATION FOR COUNSELORS: AN ANNOTATED BIBLIOGRAPHY. U. S. Department of Labor, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 15 cents

GUIDE TO SIGNIFICANT PUBLICATIONS, Volume VII of "Studies of the Aged and Aging," 1956. Committee on Labor and Public Welfare, United States Senate, Washington 25, D. C.

### Older Worker Studies

COUNSELING AND PLACEMENT SERVICES FOR OLDER WORKERS, Bulletin BES No. R-152. U. S. Department of Labor, Bureau of Employment Security, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 50 cents

OLDER WORKER ADJUSTMENT TO LABOR MARKET PRACTICES: AN ANALYSIS OF EXPERIENCE IN SEVEN MAJOR LABOR MARKETS, Bulletin BES No. R-151. U. S. Department of Labor, Bureau of Employment Security, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price \$1.25

PENSION COSTS IN RELATION TO THE HIRING OF OLDER WORKERS, Bulletin BES No. E-150. U. S. Department of Labor, Bureau of Employment Security, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 25 cents

JOB PERFORMANCE AND AGE: A STUDY IN MEASUREMENT, Bulletin No. 1203. U. S. Department of Labor, Bureau of Labor Statistics, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 45 cents

OLDER WORKERS UNDER COLLECTIVE BARGAINING: PART I--HIRING, RETENTION, JOB TERMINATION, Bulletin No. 1199-1. U. S. Department of Labor, Bureau of Labor Statistics, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 25 cents

OLDER WORKERS UNDER COLLECTIVE BARGAINING: PART II--HEALTH AND INSURANCE PLANS, PENSION PLANS, Bulletin No. 1199-2. U. S. Department of Labor, Bureau of Labor Statistics, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 25 cents

HOW TO CONDUCT AN EARNING OPPORTUNITIES FORUM IN YOUR COMMUNITY, Leaflet No. 25. U. S. Department of Labor, Women's Bureau, 1956. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 15 cents

### Conference Reports

MOBILIZING RESOURCES FOR OLDER PEOPLE: PROCEEDINGS OF THE FEDERAL-STATE CONFERENCE ON AGING, June 5-6-7, 1956. Sponsored by Council of State Governments and Federal Council on Aging. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 65 cents

THE STATES AND THEIR OLDER CITIZENS: A REPORT TO THE GOVERNORS' CONFERENCE, August, 1955, A Summary of the Problem of the Aging in America and a Program of Action for the States. The Council of State Governments, 1313 East 60th Street, Chicago 37, Illinois.  
Price \$3.00

CHARTER FOR THE AGING: NEW YORK STATE CONFERENCE ON PROBLEMS OF THE AGING, 1955. Office of the Special Assistant, Problems of the Aging, State Capitol, Albany, New York. Price \$3.00

PROCEEDINGS OF THE FIRST, SECOND, AND THIRD CONFERENCES ON THE PROBLEM OF MAKING A LIVING WHILE GROWING OLD--AGE BARRIERS TO EMPLOYMENT, 1952, 1953, and 1954. Sponsored jointly by Temple University, School of Business and Public Administration, Philadelphia, Pennsylvania, and Pennsylvania Department of Labor and Industry, Harrisburg, Pennsylvania

PSYCHOLOGICAL ASPECTS OF AGING: Proceedings of a Conference on Planning Research, Bethesda, Maryland, April 24-27, 1955. American Psychological Association, 1333 Sixteenth Street, N. W., Washington 6, D. C.  
Price \$2.00

#### Miscellaneous

HOW TO USE OLDER WORKERS. A chart published in Mill and Factory, Volume 60, Number 4, April 1957. Reprints are available at 25 cents each from Mill and Factory, 205 East 42nd Street, New York, New York.

A STUDY OF INDUSTRIAL RETIREMENT PLANS, 1956. Bankers Trust Company New York, New York.

PENSION PLANS UNDER COLLECTIVE BARGAINING, Bulletin No. 1147. U. S. Department of Labor, Bureau of Labor Statistics, 1953. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.  
Price 20 cents

FUNDAMENTALS OF PRIVATE PENSIONS, 1955. Pension Research Council of the Wharton School of Finance and Commerce, University of Pennsylvania, Philadelphia, Pennsylvania. Price \$5.00

SERVICES FOR OLDER WORKERS--THE NEED FOR DEVELOPING WORK OPPORTUNITIES, EMPLOYMENT SECURITY REVIEW, November 1954. U. S. Department of Labor, Bureau of Employment Security, Washington 25, D. C. Free

EMPLOYMENT AND ECONOMIC STATUS OF OLDER MEN AND WOMEN, May 1952 and 1953 Supplement, Bulletin No. 1092. U. S. Department of Labor, Bureau of Labor Statistics. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 30 cents

TRAINING MATURE WOMEN FOR EMPLOYMENT, Bulletin No. 256, U. S. Department of Labor, Women's Bureau, 1955. Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price 25 cents

STUDIES OF THE AGED AND AGING, 1956. Committee on Labor and Public Welfare, United States Senate, Washington 25, D. C.

Summary of Federal Legislation Relating to Older Persons  
Volume I Federal and State Activities  
Volume II Health and Health Services  
Volume III Income and Income Maintenance  
Volume IV Employment  
Volume IV Supplement—Chart Book, "Job Opportunities for Older Workers"  
Volume V Public and Private Services for Older People: Rehabilitation, Housing and Living Arrangements, Education, and Community Services  
Volume VI Care of the Aging by the Veterans' Administration  
Volume VII Guide to Significant Publications  
Volume VIII Population: Current Data and Trends  
Volume IX Research, Demonstration, and Training  
Volume X Surveys of State and Local Projects  
Volume XI Fact Book on Aging