

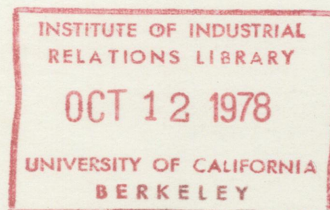
Older workers  
(1977 folder)

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# Program Development HANDBOOK

for State and Area Agencies  
on

EMPLOYMENT  
SERVICES FOR THE  
ELDERLY



U.S. Administration on Aging  
Office of Human Development Services  
U.S. Department of Health, Education, and Welfare  
Washington, D.C. 20201

✓



**Program Development HANDBOOK  
for State and Area Agencies on**

**EMPLOYMENT SERVICES  
for the ELDERLY.**

~~Prepared for~~

*U.S.*

**The Administration on Aging  
Washington, D.C. 20201**

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*Washington,* **October 1977.**

**(DHEW Publication No. (OHDS) 78-20021)**

## ACKNOWLEDGMENTS

Community Research Applications, Inc. wishes to acknowledge the participation and assistance of many individuals in the preparation of this Handbook series. Experts and Network staff who made extensive contributions are listed in the preface to each Handbook. In addition, we would like to acknowledge the considerable assistance provided during site visits by the Directors and staff of the following Regional, State, and Area Agency offices:

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Eric West of the Administration on Aging staff provided helpful input into this particular Handbook through his review when it was in outline and draft form.

Jim Burr and his staff in the Services to Adult and Youth Branch, Administration of Public Services provided useful comments on the final draft of this Handbook, especially from the standpoint of the Title XX experience in service delivery.

The extent of the contribution of our Administration on Aging Project Officer, James Steen, cannot be fully acknowledged. Throughout the life of the project he provided information, materials, and served a major coordinating function by ensuring the access of project staff to data from the full range of Administration on Aging funded projects and studies. In addition, he made a considerable contribution to the ultimate organization and overall format of the Handbooks. Finally, his personal support, well recognized by everyone associated with the project, inevitably helped to resolve what often seemed like insurmountable problems.

Monica B. Holmes, Ph.D.  
Project Director



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## PREFACE

Since the passage of the Older Americans Act Amendments of 1973, the primary focus of the Administration on Aging has been on the formation and development of a National Network on Aging. Between 1973 and 1976 the Administration on Aging has focused on developing basic policy and regulations; its technical assistance efforts have largely been addressed to the installation of the Network and to the building of its capacity for administration and management.

At this point, the basic Network of State and Area Agencies on Aging has been established. The Administration on Aging is now turning greater attention to the provision of technical assistance in the development of the wide range of individual services needed by older persons which can contribute to the goal of the Title III program: fostering the development of a system of comprehensive coordinated services in every planning and service area in order to meet the needs of older persons residing there.

This Handbook on employment service is one of a series of service-specific Handbooks. Seven Handbooks in this series will be issued in 1977. In addition to this Handbook on employment services, these are:

- Information and referral services
- Homemaker and home health services
- Legal services
- Residential repair and renovation services
- Multipurpose senior centers
- Nursing home ombudsman services

These represent service areas highlighted for special attention in the Older Americans Act. State and Area Agencies are required by the Act to have information and referral services available and accessible to all older persons. Home services, which include homemaker and home health services; legal services; and residential repair and renovation are three of the four Title III priority services emphasized by the 1975 Amendments. The nursing home ombudsman program has been written into the priorities for the Model Projects Program (Section 308 of the Act). Categorical emphasis for multipurpose senior centers and employment services has been provided through enactment and funding of Title V and Title IX of the Act.

Handbooks in the areas of congregate meals programs and transportation services have already been issued.<sup>1</sup>

The overall purpose of the seven Handbooks in this series is to provide a basic core of "best practice" information which will assist State and Area Agencies on Aging staff to fulfill their service development, technical assistance, and monitoring responsibilities in the provision of services, given the present state of the art in each service area and the present capacity of most State and Area Agencies on Aging. Each of the Handbooks deals directly and specifically with basic program operations.

Because State and Area Agencies generally do not themselves provide these services, with the possible exception of information and referral, the question can be raised as to whether Network staff really requires the level of detail presented in the Handbooks. The answer is simple: in any service area the Network can be effective in its coordination efforts, can develop sound contracts with providers, can perform a quality job of monitoring, and can provide training and technical assistance, only to the extent that its staff is knowledgeable about the service. It is impossible to define expectations, to set standards of quality, and to monitor a service which is totally foreign. Thus, these Handbooks will not only be of use in planning and developing a service, but in assuring that it is carried out in a quality manner. Furthermore, the Handbooks would help State and Area Agencies respond to the Administration on Aging's increased emphasis, starting with the Fiscal 1978 State Plan guidance, on developing improved performance standards for the delivery of services.

Each Handbook follows the same basic format shown in the Table of Contents, including references regarding the most important resources for technical assistance and information, and an annotated bibliography of key documents in each service area. While it is recognized that certain parts of each Handbook may be useful to, and may be shared with, providers, the intended audience for this Handbook series is State and Area Agency staff.

We are aware that in many cases where staff size is very small the State and Area Agency will not be able to carry out all of the activities suggested in the Handbooks. In the individual Handbooks we have tried to identify those models and approaches which may be more applicable to rural than to urban areas, and

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<sup>1</sup> "Planning Handbook: Transportation Services for the Elderly," Administration on Aging, 1975, and "The Nutrition Program for the Elderly: A Guide to Effective Program Operation," Administration on Aging, 1973.

vice versa. However, there is no question but that Handbooks designed for a highly heterogeneous national audience cannot address every State and Area Agency's needs in complete detail. Conversely, not every element in every Handbook will apply to a particular State or Area Agency. However, there will still be elements which will be useful and which can be adapted to the needs of each individual agency.

This Handbook was developed based on a number of inputs: a comprehensive review of all available materials about employment services; site visits to two Department of Health, Education, and Welfare Regional Offices, three State Agencies on Aging, and six Area Agencies on Aging at which employment services and their interaction with Network staff were discussed; discussion with four experts in the employment service field, a review by those same experts of the first draft; and a review of the outline and first draft by a task force of Regional Office, State, and Area Agency representatives. The participating employment services experts were:

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The task force members were representative of a diverse group of National Network on Aging staff, including urban and rural parts of the country and minority groups: Spanish-American, Black, Asian, and Native American.

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**I. IMPORTANCE OF SERVICE**



## CHAPTER I - THE IMPORTANCE OF EMPLOYMENT SERVICES TO OLDER PERSONS

Many older Americans both need and want to work. Not only are more Americans living longer, but they are doing so with far better health, vitality, and energy. Sixty-five year-olds of today are more healthy than their counterparts 40 years ago, when the 65 year age retirement standard was built into the Social Security system, and into many other private pension plans.

The denial of work opportunities creates both economic and psychological hardships. This is particularly true in the case of those older persons who are handicapped <sup>1</sup>, low income, or members of minority groups -- all of whom have suffered labor market problems more severe than those of the general older population. The desire for full-time employment may diminish, but there still remains the economic need and psychological motivation to continue working in at least a part-time job. Some elderly individuals with fixed retirement incomes must work in order to avoid becoming impoverished.

It could be argued that older people stop working because they require less money, in the light of diminishing family responsibilities. However, this assumption is controverted by an examination of income distribution among the elderly population. Even taking into account both Social Security and private pensions, the elderly comprise a disproportionately great percentage of the poverty population, as is suggested by the data in Table 1.

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State and Area Agencies should be aware that any program receiving Federal financial assistance must conform to Section 504 of the Rehabilitation Act of 1973. AoA-PI-77-23 summarizes the new program requirements resulting from the Section 504 regulations.

Table 1. Income status of those 55 and over, 1975.<sup>1</sup>

TOTAL US POPULATION: 210,864,000			BELOW LOW-INCOME LEVEL	
AGE BRACKET	NUMBER	% OF TOTAL POPULATION	NUMBER	% OF THOSE IN AGE BRACKET
55-59	10,561,000	5.0	953,000	9.0
60-64	9,206,000	4.4	1,056,000	11.5
65+	21,662,000	10.3	3,317,000	15.3
TOTALS	41,429,000	19.7	5,326,000	12.9
<u>BY COMPARISON</u>				
22-44	64,931,000	30.8	5,676,000	8.7
45-54	23,452,000	11.1	1,707,000	7.3

<sup>1</sup> Current Population Report, Bureau of the Census, Series P-60, no. 103, 1976. The official poverty definitions for 1976 used by the Bureau of the Census are \$2,572 for an aged single person and \$3,232 for a two-person family with an aged head. The above measures are based on the Census definition for 1975. However, the Census approach to poverty serves to understate greatly the number of poor older persons because it omits the institutionalized poor (approximately 500,000 persons), and those older persons who are dependent on the income of relatives with whom they live (approximately 1,000,000 persons). It also does not include those older persons who are considered "marginally poor" because their incomes are less than 25% above the poverty level (2.2 million persons). If all those groups were totaled together, 7,000,000 older persons would either fall below the poverty line or very close to it, a total far greater than the numbers depicted in the above table. "Economically disadvantaged" as defined in the federal regulations which govern the administration of Title IX programs and of all CETA programs, applies to a person who is a member of a family which receives regular cash welfare payments or whose annual income in relation to family size does not exceed the poverty level determined by the Office of Management and Budget. The poverty level as of April 1977 is defined as \$5,850 for an urban family of four and \$4,980 for a rural family of four.

There are many reasons why work is important. Some seek to maintain feelings of usefulness and involvement which are intimately associated with work. For individuals who have worked all their lives, the workplace and the work activity comprise the basic communication medium. There is considerable evidence which supports the assertion that mortality and ill health are both significantly related to retirement. For all these reasons - economic, psychological and health - it is important that the need and right of older persons to work be considered a major societal obligation. However, the transition to an urbanized, industrialized organization of work has resulted in the creation of many bureaucratic and institutional arrangements which compel and encourage withdrawal from work. This policy obviously has not been in response to the desire or need of older workers for jobs. It is directly related to social policies which stimulate and encourage withdrawal from work, while at the same time penalizing those who wish to retain their jobs.

The following table depicts changes which have occurred in the labor force participation of older workers during the period since the end of World War II. While labor force data through the Current Population Survey are only available since 1940, other information provided by the regular decennial census indicates that even more dramatic shifts have occurred during the past century.<sup>1</sup>

Table 2. Labor force participation rate, 1950-1976, by age group and sex (%)

AGE	1950		1960		1970		1976	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
55-64	86.9	27.0	86.6	37.2	83.0	43.0	74.5	41.1
65+	45.8	9.7	33.1	10.8	26.8	9.7	20.3	8.2

There has been a continuing increase in the withdrawal of males from work in their older years. In 1890, two-thirds of all men over the age of 65 were working; this figure had become approximately fifty percent in 1930. The introduction of the Social Security system in 1935, followed by the development of private pension plans, the extension of disability insurance through the

<sup>1</sup>

Employment and Training Report of the President, transmitted to the Congress, United States Government Printing Office, Washington, D.C., 1977.



Social Security system, and the imposition of mandatory retirement in much of the public and private sector, created additional stimuli for the withdrawal of older workers from the labor market.<sup>1</sup> This resulted in the decline of the over 65 year old male population to a participant rate of only 20.3% in 1976. Little change was found among females over 65. However, in the 55-64 age group, labor force participation increased by almost 50% reflecting societal changes. At the same time, male participation in that age bracket declined, possibly reflecting the increasing incidence of early retirement after a reduced Social Security benefit became available to males at age 62 in 1961.

The Bureau of Labor Statistics defines an older worker as someone over age 45, reflecting the fact that the impact of age upon labor market problems is first felt at this age. The impression of the general public as to what constitutes an older worker is somewhat difficult to capture. There is a general sense that older workers are persons approaching the age of retirement. The Social Security program and many private pension plans have designated age 65 as the age when full retirement benefits may be claimed, but age 62 has become increasingly popular since 1961. The Title IX Senior Community Services Employment Program stipulates 55 as the minimum age for entry into the program. There is no upper age limit. At the same time, the legislative mandate of the Age Discrimination in Employment Act of 1967 applies to those between the ages of 40 and 65. The fact that a number of bills currently before the 95th Congress would remove any upper age limit from the Age Discrimination in Employment Act is an indication of the difficulties which may arise in defining who is to be considered an older worker.

These difficulties associated with deciding who is an older worker raise important questions for Network staff as to who is to be included in the potential target population for employment services. This also relates to the question of planning for the provision of pre-retirement counseling services for workers who are approaching mandatory retirement age. The concern of Network staff should not be directed solely to those who have already passed retirement age, but should also address the needs of all workers who have already encountered, or soon may begin to encounter, job problems related to age. Pre-retirement counseling which prepares

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As of January 1977, the work disincentive aspects of the Social Security system involve the requirement that workers return \$1.00 in benefits for every \$2.00 earned above the sum of \$3,600. However, workers receive a full Social Security check for those months in which they earn less than \$250.00. Both the annual and monthly limits are automatically adjusted to keep pace with rises in general earnings levels. After age 72, benefits are payable regardless of any amount that might be earned.

workers to consider the possibility of a second career can be an invaluable alternative to feelings of futility and despair.

It is difficult to estimate the potential number of employment service applicants. According to official labor force data, more than 2.9 million (14% of those over the age of 65) were either working or actively seeking work in 1975.

Recent data gathered by a Harris survey indicate that there is a far greater desire among older persons for jobs than is reflected in traditional employment and unemployment labor force data.

"While a majority of people age 65 and over who are not working would not like to work, 31% (approximately 4 million people) would like jobs. When the desire to work is related to income, more persons in the lower income ranges wish to work than those with higher incomes." (Elizabeth L. Meier. "Aging in America: Implications for Employment," National Council on Aging, 1976.)

This represents a far greater potential labor supply of older workers than is recognized by the Bureau of Labor Statistics, which reported a 5.1% unemployment rate among those 65 and over during 1976. This difference may be explained, in part, by the fact that the Bureau of Labor Statistics bases its estimates upon the number of individuals currently in the labor force. The labor force is defined as the sum of all those employed plus those who are unemployed. The unemployed are defined as those who made an active, but unsuccessful, search for a job during the 4-week period preceding the monthly Current Population Survey, which is the basis for obtaining up-to-date labor market information. An active, albeit unsuccessful, search is a prerequisite for certification as being "unemployed," and consequently for being included in the official labor force.

This approach is especially restrictive when applied to older workers, many of whom wish to work and would be seeking employment if they thought that a job was available or if the current structure of Social Security and many private pensions did not penalize them for earning money. Whereas younger persons are apt to remain active job-seekers, and thus in the labor force, older persons soon learn to expect little and cease to actively seek employment. Thus, it is the narrowness of the labor force concept which leads to unemployment data that may show lower unemployment rates for older workers than for other population groups.

The spurious nature of official unemployment data is underscored by regular Bureau of Labor Statistics data on "discouraged workers:" those job wanters who are not actively seeking employment but who "would accept a job if offered." The data on discouraged workers show that older persons are vastly overrepresented when contrasted with other age groups. During the first quarter of 1977, older persons, 55 and above, made up only 14.9% of the labor force, and 27.6% of those reported as discouraged workers.<sup>1</sup> Older persons are also more heavily concentrated among those persons who are enumerated in Census surveys as "not in the labor force but want a job now." Labor force data should take into account the size and characteristics of these groups if more meaningful employment information is to be developed.

The United States Department of Labor estimates that there are approximately 4 million persons over the age of 55 who are economically disadvantaged <sup>2</sup> and employable. Of course, this 4 million Department of Labor estimate leaves out the large numbers of non-poor older persons who wish to work despite the fact that they are not poor.

Differences among estimates reflect the problems involved in estimating the numbers of older persons who might be involved in employment services. In addition to definitional problems, the number of those desiring employment is related to a number of factors such as the general state of the economy and the number and kind of jobs available, income levels of Social Security and other retirement systems, social policy orientations which restrict and penalize older persons who work, and funding levels of different programs which are targeted for older workers.

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1  
For a more thorough discussion of this subject, see Rosenblum, Marc, "Recession's Continuing Victim: The Older Workers," a working paper prepared for use by the Senate Special Committee on Aging, Washington, D.C., 1976; and also his more recent "Alternatives to Retirement: Current Employment Prospects for Older Workers," which was presented at the Hearings of the United States House of Representatives, Select Committee on Aging, Subcommittee on Retirement Income and Employment, May 11, 1977.

2  
"Economically disadvantaged" is defined by the Title IX program as a "person who is a member of a family which receives regular cash welfare payments or whose annual income in relation to family size does not exceed the poverty level determined by the Office of Management and Budget."

Myths and false perceptions abound as regards the employability and job performance of older workers. It is important to be aware of these perceptions and to counter discriminatory practices with hard facts.

Experiments testing older workers' ability and performance point to one general conclusion: deterioration in the abilities and job performance of workers does not occur in any specific age-related progression. Significant impairment of functioning is often related to industrial and occupational requirements which are not typical of most jobs; it should be noted that such impairment may also be encountered among younger workers in the same job situation. It follows that attention should be addressed to job performance-related criteria, rather than to age as the major criterion for making employment decisions.

In support of this assertion there exists a good deal of employer experience which points to the advantages and benefits of hiring older workers. Among the reasons cited are: <sup>1</sup>

- "° They have the stability that comes with maturity.
- ° Less time wasted on the job by older workers.
- ° They are more reliable and have a definite desire to work.
- ° They have consistently less absenteeism and are more apt to stay on the job.
- ° They have a sense of responsibility and loyalty to their job and to their employer.
- ° They generally have steady work habits and have a serious attitude toward their job.
- ° They usually require less supervision once they are oriented on the job.
- ° They are less inclined to 'make trouble.'

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1

Counseling and placement services for older workers, Bureau of Employment Security, No. EL52, United States Department of Labor, pp. 47-48, 1956.

- ° They are less distracted by outside interests or influences, they generally have fewer domestic troubles, and they are capable of greater concentration.
- ° According to some employers, older married women are more desirable than younger ones since they are less apt to take time off to bear and take care of children."

Other assessments of older worker abilities have reached the following conclusions:

"Collectively, leading studies on various aspects of the effects of aging document the conclusion that chronological age alone is a poor indication of working ability. Health, mental and physical capacities, work attitudes and job performance are individual traits at any age. Indeed, measures of traits in different age groups usually show many of the older workers to be superior to the average for the younger group and many of the younger inferior to the average for the older group."<sup>1</sup>  
(United States Department of Labor, 1965.)<sup>1</sup>

While the most frequent reason given by employers for not hiring older workers is their inability to meet the physical requirements of the job, significant supporting data for these assertions is lacking. Evidence suggests that changes in job performance due to age can be traced to the slowing of performance rates and diminished capacity for short-term retention.<sup>2</sup> However, the same studies conclude that the experience of older workers often more than makes up for these diminished capacities. Because of the great diversity that exists in the aging process, it is necessary to evaluate each worker's productivity on her/his own merits.

McFarland and O'Doherty<sup>3</sup> concluded that individual capacity for reasoning and judgment does not change significantly so

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<sup>1</sup> As cited in: Schulz, James H. The Economics of Aging, Wadsworth Publishing Company: Los Angeles, California, 1976.

<sup>2</sup> Welford, A.T. Aging and Human Skill, Oxford University Press: London, England, 1958.

<sup>3</sup> McFarland, R. and B. O'Doherty. "Work and Occupational Skills," in Handbook of Aging in the Individual, James E. Birren (ed.), University of Chicago Press: Chicago, Illinois, 1959.

long as mental work and intellectual interest are maintained. The decrease in performance is less in habitual kinds of activities than in those which involve new tasks. Often, older workers can compensate for the decreased skills through increased knowledge and experience. There is also significant evidence pointing to the fact that many of the problems which seem to be associated with aging are actually related to the worker's new job status. It is in such situations that the older worker may become anxious and insecure, lose confidence and display reduced levels of performance. However, older workers in familiar surroundings do not exhibit reduced levels of productivity and prove capable of adjusting to change. Many of the problems generally seen as related to the aging process are instead a result of the problems experienced by older workers in the labor market, particularly the longer terms of unemployment that older persons experience.

All of the studies that have been conducted on productivity changes among older workers conclude that given the great diversity existing in the skill levels of persons of the same age, it is wrong to use formal age limits as the arbiter of hiring and firing decisions. The capacities of each worker should be the most important determinant affecting worker selection, rather than relying on inferences drawn from chronological age.

A central factor of the current American economy is the shortage of jobs in relation to the increasing demands of different population groups for paid employment. The extremely high unemployment rates of the 1930s have not been repeated; however, the economy has failed to produce a level of growth sufficient to absorb the potential labor supply, without at the same time generating unacceptable inflationary pressures.

A variety of manpower policies and programs have been enacted since 1962, addressing the high levels of unemployment among certain population groups -- Blacks, youth, certain depressed regions, etc. Generally, the situation of older workers has not been of paramount concern. Despite a possible re-orientation as regards employment of older persons, it is likely that the number of applicants will continue to be greater than the number of jobs. This has already been demonstrated with the recent expansion of the Title IX Senior Community Services Employment program involving older persons with poverty-level incomes. The demand for these new job slots far outstripped the supply.

A number of significant new developments have occurred which are likely to impact upon older workers. As is often the case, it is not simply the force of justice and equity which compels attention to the rights of older persons. Instead, a number of interrelated and converging factors may serve to generate support for changes in society's approach:

- Changes in the demographic composition of the population
- Changes in attitudes towards mandatory retirement
- Increasing costs and financial problems of the Social Security system
- Legislative response to the increased political power of older people

Demographic changes are likely to stimulate or accelerate significant reforms. The increasing size of the older population, in terms of both absolute size and as a proportion of the total population, will foster pressures on a number of institutions and practices. Between 1900 and 1975, the percentage of the United States population over 65 more than doubled (from 5.1 to 10.5%) while the number increased by over seven times (from 3 to 22 million). With the continuance of present death rates, the older population is expected to increase to 31 million by the year 2000. If the current low birth rate continues, that number would amount to 11.7% of the total population in the year 2000.

The original planning of the Social Security system was based upon the assumption of certain ratios between workers and recipients of benefits. In 1945, there were 35 contributors for each person receiving payments. At the present time, there are slightly more than 3 contributors for every recipient. It is estimated that in about 50 years, the ratio will drop to 2 to 1. The development of Social Security in 1935 was based partly upon certain assumptions regarding the scarcity of jobs and the consequent need to stimulate withdrawal from the labor force. Work penalties which required older persons earning above a stated amount to forfeit part of their Social Security benefits, were seen as ways of dealing with the crisis of mass unemployment which existed at that time. The age of 65 was chosen somewhat arbitrarily as the most acceptable demarcation point for retirement. But the increasing number of court cases and interest by congressional committees indicate that there will be increasing challenges to these practices.



As a result of the projected declining ratio between payees and beneficiaries, the fiscal stability of the Social Security system is currently being challenged. Solutions call for increasing employer and employee taxes and raising of the taxable base and/or general revenue contributions. This strain on the individual worker and employer, as well as the possible reliance on general revenues, may stimulate a rethinking of the work disincentive aspects of the Social Security system.

Attempts to challenge mandatory retirement procedures are reflected by current attempts to revise the Age Discrimination in Employment legislation to include removing the current 65 year age limit. A bill to effect this change is currently being considered -- H.R. 65. At the same time, the personnel policies of the Federal government are being reconsidered. Federal employment requires retirement at age 70 but provides for the granting of annual extensions which are only rarely used. In fact, Federal employees have been permitted to retire at much earlier ages and this has also been a matter of deliberate policy for military personnel and certain categories of public employees, such as police and firemen. The bill would eliminate any age limit for Federal employees. There is also increasing evidence of new thinking in the private sector which may mitigate some of the traditional resistance to hiring older workers. This is reflected in recent corporate decisions to eliminate compulsory retirement provisions. While historically unions have favored mandatory retirement, some labor unions have begun to consider the need to protect the right to work of their older members. It is likely that concern with the problems of older workers will intensify as their potential power increases.

The main impediment to a resolution of the problems of older workers is the manner in which these needs are construed as competitive with the other groups who experience labor market problems, such as women, minority groups, young people, and the handicapped. The limits of society's ability to respond to all of these needs are in turn determined by future levels of economic growth. Relative priorities will have to be assigned to competing demands. In fact, a new Federal administration has already made its priorities clear in the matter, by assigning the greatest share of increased resources to the problem of youth unemployment. The 95th Congress has increased the monies available for impoverished older workers through Title IX of the Older Americans Act. A predictable shift in priorities will probably occur as the number and proportion of teenage new entrants declines in the coming decade. While older worker demands are often competitive with those of other special groups, given the scarcity of resources available, there is still room for flexibility in society's response, dependent on the degree of commitment to this purpose.

**II. MAJOR SERVICE LEGISLATION  
AND AGENCIES**

## CHAPTER II - THE EMPLOYMENT NETWORK AND LEGISLATION

### 1.0 INTRODUCTION

This chapter summarizes the key legislative programs which may be applied to the development and expansion of employment services. Detailed information on these and other sources of funding appear in Chapter V, Section 3.0.

The United States Department of Labor has major responsibility for employment programs funded by the Federal Government. The major activities of the Department are executed by the following:

- Employment and Training Administration, which is responsible for implementing the programs in work experience and training, and administration of the Federal-State Employment Security System
- International Labor Affairs Administration, which provides policy guidance and United States government representation to international bodies
- Employment Standards Administration, which oversees programs in: minimum wage, overtime, equal pay, age discrimination, and working conditions
- Occupational Safety and Health Administration, which administers all programs concerning job safety conditions
- Bureau of Labor Statistics, which conducts economic and statistical research

While all of these units have some relationship to the needs of older workers, it is likely that most contacts and support will come from the Employment and Training Administration which is responsible for the financing and general administration of both the Comprehensive Employment and Training Act and the Employment Service. International Labor Affairs is relevant because of its administration of the Fair Trade Adjustment Act and the Bureau of Labor Statistics is an important source of data regarding labor market conditions which are central to the planning of employment services.

The Department of Labor is regionalized, with ten offices located throughout the country. These Regions are geographically identical to the ten HEW Regions. Field offices are located throughout each Region. The distribution of such offices varies with the size and particular needs of the different jurisdictions. Through inquiry and use of local telephone directories, Network staff can determine which services are immediately available in their area, or where to make the most appropriate contact.

The major organizations, and those most likely to be of importance to Network staff, are the Comprehensive Employment and Training Act prime sponsors, the Balance of State CETA, and the local offices of the State Employment Service. These organizations play a central role in job training, job development, employment counseling, and job referral and placement. Consequently, pertinent information on the structure and operation of these organizations is presented in some detail.

## 2.0 UNITED STATES EMPLOYMENT SERVICE (USES)

The United States Employment Service provides financial and technical assistance to States and territories in support of employment-related services which are available to all those who apply. Through its more than 2,400 State and local offices the United States Employment Service is responsible for a number of functions in addition to employment services -- the "work test" requirement for unemployment insurance, the Work Incentive Program, the operation of a computerized job matching system, certification of alien employment, and the enforcement of protective workplace laws applying to agricultural workers.

The Employment Service is required to serve all applicants, and to give special consideration to veterans. Equal employment opportunity regulations and other provisions also require that special services be adapted to meet the needs of minorities, women, older workers, younger workers, disabled workers, public assistance recipients, Vietnam refugees, and other special groups. Recent court orders have also mandated that migrant and seasonal farm workers are to receive an equal level of service. These provisions for special treatment are indicative of both the variety of needs of different groups in the population, and the intense competition for a greater share of the scarce resources which are available in the area of employment.

The United States Employment Service reflects changing developments and the shifting focus of policy since it was instituted in 1933 under the provisions of the Wagner-Peyser Act. From an original concern with depression levels of mass unemployment, it shifted to problems of manpower mobilization during World War II. A special study conducted by the Labor Department in the early 1950s -- the "Seven Cities Study" pointed to the older worker as being most in need of specialized employment services. Subsequently, there was created the position of a Special Assistant for Older Workers in the office of the Secretary of Labor. Emphasis was placed on the development of older worker specialists in local

offices, charged with providing direct services to older workers, and with training local staff on how to respond to older worker needs. In 1969, when the special assistant position was eliminated at the Federal level, many States eliminated the position of older worker specialist. With the elimination of the specialist, the orientation shifted to designating one person who would be responsible for all services to special groups such as veterans, minorities, youth, and older workers.

During the 1960s, the emphasis was on providing employment services to disadvantaged groups. Currently, the emphasis is upon a general service orientation to all applicants. Levels of funding are determined by a "balanced placement formula" which is based upon numbers of successful placements. Therefore, there may be an incentive for local offices of the Employment Service to de-emphasize services to hard-to-place applicants.

The United States Employment Service can serve as an important source of labor market information regarding local employment and unemployment conditions, as well as projections regarding future developments. The local office is also an important source of information regarding the operation of various elements of the employment network, especially local training, public service employment, and job development and placement efforts. A major emphasis during the past few years has been the development of a computerized job matching system to match available job openings with the skills of those seeking work in a particular area. This reflects the concentration on job placements as the major goal of the employment service. The system is not yet operative nationwide, but has been implemented in many different offices across the country. Significant problems have been encountered in developing and implementing a workable system. To the extent that the system is operative in a particular area, it will be necessary to determine its applicability to the needs of older workers.

While the days of special programs and specialized personnel may be in the past, there still remains one solid indicator of the performance of the Employment Service. That is, an assessment of the total service performance of the local office and the relation of that to the participation of older workers. Such information is now available through the recording and reporting system of the Employment Service's Employment Security Automated Reporting System (ESARS).

The Employment Security Automated Reporting System provides regular data on the number and types of participants and the types of services provided -- e.g., orientation, new applications, employment counseling, enrollment in training, referral to training,

referral to supportive services, job referral, placement, and follow-up contacts. These data provide the best index for assessing the level of service delivery to older workers. Recent studies indicate that the older a person is, the less likely s/he is to receive any service.<sup>1</sup> Interestingly, when the older person is referred to a job, the placement rate is about equal to that of younger workers.

In summary, there are a variety of ways in which Network staff can use the services of the Employment Service in planning and implementing employment services for older workers. Central to that role is the need to ensure that older workers who need and want to work can obtain employment. A key element in the exercise of this role is the establishment of an effective working relationship with the local Employment Service office and its staff. This can be developed through joint participation in consultation, planning and program activities within the CETA and general employment network, and also directly through activities of a joint nature.

### 3.0 COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

Passage of CETA legislation in 1973 represented a departure from the programmatic emphasis on categorical programs which had dominated the 1960s. CETA represents the application of the revenue-sharing concept to manpower programs. Accompanying the passage of CETA in 1973, almost all of the categorical programs were eliminated -- with the exception of the Job Corps and the Operation Mainstream older workers program -- and it was left to the discretion of local prime sponsors to make decisions and allocations regarding categorical priorities and programs to be funded in their particular area. Prime sponsors arrangements may be formed in any one of three ways:

- ° Local prime sponsor -- a city or county government with a population of 100,000 or more which operates a CETA program by itself.
- ° Consortium prime sponsor -- an entity formed by an agreement among two or more local units of government to operate the CETA program.

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<sup>1</sup> These assertions are documented by the data presented in USES in its own study, by a special study of the General Accounting Office and by a special NCOA study, ESARS II, A Comparative View of Services to Age Groups, by Elizabeth Heidbreder and Michael Batten.

- ° Balance of State prime sponsor -- the area within the jurisdiction of a State which is not included in another prime sponsor's area.

Given the above structure, every area and every person falls within the potential domain of some form of CETA arrangement. It is important that Network staff be aware of the prime sponsor (or sponsors) that conforms to the jurisdiction of the State Agency or Area Agency Office.

A requirement of the Act is that each prime sponsor create a Manpower Planning Council that is representative of diverse groups in the community, including client and community groups, community-based organizations, education and training institutions, the public employment service, business, industry and labor. The responsibilities of this Manpower Planning Council are to submit recommendations regarding plans, goals, policies, and procedures; and to monitor and evaluate employment and training needs. The Manpower Planning Councils vary greatly among different CETAs, both as regards their composition and the extent to which they are performing their planning and evaluation roles.

The States have an important role under CETA related to planning, coordination, and the evaluation of direct program operations. Governors receive direct grants to administer Titles I, II, and VI for those areas that are not part of any prime jurisdiction and are therefore within the Balance of State area administered by the State. Most rural areas are not part of a prime sponsor jurisdiction and are administered directly by the State as part of the Balance of State arrangement. In addition, Governors receive special grants of Title I funds to implement statewide programs for vocational training, for special statewide manpower services and for the staffing and support of State Manpower Services Council. The chairman and members of the State Manpower Services Council are directly appointed by the Governor and the legislation requires that at least one third of the membership be composed of statewide prime sponsors with the remainder coming from the State Employment Service, vocational education agencies, organized labor, business, community based organizations, client groups, and the general public. The function of the State Manpower Services Council is to review the plans of all prime sponsors and of those State Agencies providing manpower services to these sponsors; to monitor the operations of all these programs; and to make recommendations to prime sponsors, State Agencies, and Governors, on ways for improving the effectiveness of programs.

At the State level, there is a common jurisdiction for State Agencies on Aging, the State Manpower Services Council, and the Balance of State CETA agency. At the local level the planning and service areas of the Area Agencies often conform with that of CETA prime sponsors, laying the basis for relationships between the local Manpower Planning Council, local CETA prime sponsor and the Area Agencies. There are approximately 445 local prime sponsors in the country.

The scope of CETA activities which relate to the employment needs of older persons are defined in four titles of the legislation, as follows:

- ° Title I - Allocations for comprehensive manpower services such as recruitment, testing, and placement services; classroom and on-the-job training; work experience programs; supportive services needed for persons to participate in employment and training programs; and transitional public employment programs, all of which are for the unemployed, underemployed, and the economically disadvantaged.
- ° Title II - Monies for programs of public service employment in areas which have 6.5% or higher rates of unemployment for three consecutive years.
- ° Title III - Nationally supervised and sponsored training and job placement programs for special groups such as youth, offenders, older workers, persons of limited English speaking ability, Indians, migrants and seasonal farm workers, and others with particular labor market disadvantages.
- ° Title VI - Monies for emergency public employment programs during periods of severe unemployment in order to increase the number of jobs generally available under Title II.

Training and employment possibilities exist for older workers under any of the four titles cited above. However, Title III is potentially the most rewarding, in that it enables the allocation of funds specifically earmarked for the elderly. This is in direct contrast to other titles, under which the elderly must compete with other groups for access. However, this potential has not been realized. Since the inception of CETA, no categorical funds for older workers have been expended, with the exception of an initial



six months of funding for the extension of Operation Mainstream, the predecessor to Title IX of the Older Americans Act. Many CETAs reject the claims for support of the elderly under Title III of the CETA Program, contending that Title IX of the Older Americans Act is designed for this purpose. In point of fact, the elderly have received relatively little through Title IX, and a disproportionately small share of CETA funds, in the aggregate. That is, Title IX expenditures during Fiscal 1976 totalled \$38 million, involving 12,400 participants; during the same period, total CETA expenditures were \$2.5 billion, involving 2 million participants.

Even more to the point, data presented in Table 3 demonstrate clearly that older workers are underrepresented in CETA programs.

Table 3. Older persons enrolled in the Comprehensive Employment and Training Act Program (CETA Titles I, II, and VI combined) compared to those older persons unemployed, Fiscal Year 1975 and first half of Fiscal Year 1976, in percentages.<sup>1</sup>

AGE BRACKET	FISCAL YEAR 1975		FIRST HALF, FISCAL YEAR 1976 (7/1/75 - 12/31/75)	
	% all unem- ployed in each age grp	% unemployed who are enrolled in CETA	% all unem- ployed in each age grp	% unemployed who are enrolled in CETA
55-64	6.4	2.4	6.4	2.7
65+	1.9	0.8	2.0	0.8
TOTAL 55+	8.3	3.2	8.4	3.5

From these data, it follows that the Network should develop and implement a vigorous advocacy role, so as to ensure an equitable distribution of resources to elderly workers. Generally, such efforts should be addressed to the CETA prime sponsors. Since it is within the framework of the CETA planning and allocative process that the major decisions are made regarding the distribution of

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<sup>1</sup>

Office of Community Employment Program, Employment and Training Administration, Department of Labor.

monies and jobs, it is most important that Network staff have access to data describing the participation of older persons in the CETA programs within their own local area. A regular review of CETA programs is necessary in order to determine the degree of older worker participation and to advocate for more responsiveness to the needs of older workers. But advocacy efforts can only be effective when they are substantiated by specific documentation of inequities. Hence, the need for informed knowledge and specific data referring to local areas.

A great deal has been said about the "fair share" concept and the notion that older people should have adequate participation in employment services. Fair share is often assumed to mean that older people should receive employment services to the extent which reflects their relative proportion of the entire population. However, in planning employment services it is inappropriate to include the entire elderly population as the base from which to derive an estimate of fair share treatment. As part of the planning and assessment process, it is necessary to determine with some degree of accuracy the numbers of older persons who wish to work full- or part-time. Certainly, this will not involve all of the total older population, but, once a group has been identified as wanting employment services, it becomes the target population to which Network staff should address itself, and becomes the measure against which to assess whether equitable treatment is being given to older workers. The focus of all advocacy efforts should be upon eliminating discriminatory labor market practices and on providing equal opportunity to older workers. One way to achieve this end is to advance the notion of fair share as an indicator of the degree to which older persons who want and need to work are receiving their rightful entitlements to employment services.

#### 4.0 SENIOR COMMUNITY SERVICES EMPLOYMENT PROGRAM (TITLE IX)

This program is also referred to as the Community Service Employment Program for Older Americans, the authority for which is derived from Title IX of the Older Americans Act. It is a successor to Operation Mainstream, which was the older worker portion of the Economic Opportunity Act of 1965. Because of widespread Congressional interest and involvement, the program has survived the inception of CETA as one of the few remaining categorical programs not supplanted by special manpower revenue sharing.

The eligibility requirements for Title IX projects restrict participation to low-income persons 55 years of age and older. Low income, as defined in the regulations governing Title IX, refers to

a person who is a member of a family which receives regular cash welfare payments or whose annual income in relation to family size does not exceed the poverty level as defined by the Office of Management and Budget. The scope of the program is restricted to part-time employment in community service jobs. The regulations require that there be an equivalent match equal in money or in-kind contributions to at least 10% of the Federal contribution.

Wages of Title IX enrollees must equal at least the national minimum wage with the fringe benefits paid for by the Federal government. Participants are provided with a variety of job-supportive services, such as an annual physical examination, personal and job-related counseling, transportation, job training and referral, and placement into non-subsidized jobs. The goal for placement in non-subsidized jobs is a 10% annual rate, a goal which has been regularly achieved by each of the participating contractors.

The Title IX program has projects in all 50 States and in four territories. Until 1977 there were five national organizations which operated the programs in nearly all States with contracts from the Department of Labor. Not all of the organizations listed below operate in all States. These organizations are in order of the size of their programs (based on the original plan for the 12-month period starting July 1, 1977):

- ° Green Thumb, Inc., an affiliate of the National Farmers Union, 12,511 slots
- ° The National Council of Senior Citizens, 6,943 slots
- ° The National Retired Teachers Association/  
American Association of Retired Persons  
5,131 slots
- ° The National Council on the Aging, 3,295 slots
- ° United States Forest Services of the United States Department of Agriculture, 2,544 slots.

Appendix A includes pertinent information regarding the national contractors, as well as a listing of the States in which they operate.

The style of program administration differs among these organizations. These differences in program operations range from:

- ° Direct administration at the State or local level -- the case of Green Thumb and the National Retired Teachers Association/American Association of Retired Persons
- ° Subcontracts to public agencies and nonprofit organizations in States and localities -- the case of the National Council on Aging and the National Council of Senior Citizens
- ° Administration of the program by absorbing it within its regular operating structure -- the case of the United States Forest Service

In all cases, with the exception of the United States Forest Service, the operation of Title IX involves establishing planning and administrative relationships with "host agencies" which develop a plan for the utilization of older workers and the capacity to effectively involve them in their service delivery. The Forest Service utilizes itself as the sole host agency, and also provides that service for some Green Thumb participants.

The law requires that enrollees be placed in "community service" functions in "public or private, nonprofit agencies or organizations," with a priority on serving other older persons. It specifically defines community services as "social, health, welfare, and educational services, legal and other counseling services and assistance, including tax counseling and assistance and financial counseling, and library, recreational, and other similar services; conservation, maintenance or restoration of natural resources; community betterment or beautification, anti-pollution and environmental quality efforts; economic development; and such other services essential and necessary to the community, as the Secretary of Labor, by legislation, may prescribe." (Public Law 94-135, 11/28/75, Section 907(3).)

It is clear that the intent of the legislation is to facilitate the development of a great variety of possible placements which cut across health, social services, schools, government employment, transportation, conservation, and almost any other worthwhile productive activity that a community may need. In addition, placements can be made in the operation of the Title IX programs themselves.

New developments are anticipated with the recent passage of the 1977 Labor-HEW Appropriations Bill and the Economic Stimulus

program. This will involve an increase in funding to \$150 million, to create a total of 37,400 slots for July 1, 1977 through June 30, 1978. At the same time, significant revisions will be made in the planning and administrative structure of the program. The sum of \$119.85 million will be allocated to the five national contractors, but, for the first time, a portion of the Title IX monies (\$30.15 million) will be distributed directly to the States. This will result in 29,900 slots being allocated to national contractors, according to a formula set by the Act, and 7,500 positions to State governments. However, money will only be granted to those States whose Governors notify the Department of Labor of their desire to apply for these funds and who then subsequently submit a grant application. In the event of non-application for a Title IX grant, the Department of Labor may act to grant the funds to one of the national contractors already operating in that State. The Governor may also state the intention not to file an application and in so doing may name the particular contractor who should receive the grant, a choice which will be taken into consideration by the Department of Labor.

An increased role for State governments, State Agencies on Aging and State Manpower Services Councils is called for in the new regulations. Each Governor is urged to consult the State Agency on Aging in order to ensure that the State application is coordinated with existing programs under the Older Americans Act, as well as Title IX programs and with other activities involving older workers. It is also required that the State and local sponsors of the national sponsoring organizations send copies of their plans to the State Agencies on Aging for review. In addition, each sponsor must establish "working linkages" with various manpower agencies in the community. This raises the possibility for an enhanced role for the State Manpower Services Council as the planning agency responsible for the coordination of Title IX programs with activities of the State Employment Service and State and local prime sponsors.

Current developments including the increase of Title IX funds, together with a broadening of the mandate to coordinate with CETA, especially through CETA Title III-A, offer the Network on Aging substantial opportunities to fulfill the intent of the legislation regarding participation of the aged in the planning process and the more creative use of CETA and Title IX funding to increase employment opportunities for older workers.

## 5.0 PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT (TITLE X)

This Title was added to the Public Works and Economic Development Act in order "to provide emergency financial assistance to stimulate, maintain or expand job-creating activities in areas, both urban and rural, which are suffering from unusually high levels of unemployment." This legislation was passed for a one-year period until December 31, 1976 with an appropriation of \$500 million. The Administration on Aging received a special grant of \$21 million for employment projects for older workers, which created 4,800 job slots. Administrative regulations were almost identical to those covering Title IX, and in fact approximately one-half of the funds went to three of the five Title IX national contractors.

Although the legislation was due to expire after 1 year, opposition to the discontinuance of the 4,800 slots resulted in the development of a more gradual phasing-out process of Title X programs. CETA Title I funds have been allocated to continue all 4,800 slots until June 30, 1978. At that time, 2,600 slots will be absorbed as part of the projected expansion of Title IX programs, and CETA Title I discretionary funds will be allocated to continue the remaining 2,200 jobs through September 30, 1978.

Title X was conceived of as an emergency response to the high levels of unemployment during the recession of 1974. It is doubtful that the legislation will be renewed. But the precedent is important, as it represents a special Department of Commerce program created as an antirecession measure with a special allocation for older worker programs. It also is a program that can be quickly implemented through the use of the Title IX program administrative structure. Depending upon the economic circumstances at a given time, it is likely that a Title X type emergency measure will be developed which could then be utilized for older worker programs. The flexibility of this type of legislation, combined with the adaptability of the Title IX form of program operation are important elements in meeting the need for quick responsiveness to changing economic circumstances.

## 6.0 ACTION VOLUNTEER PROGRAMS

The Domestic Voluntary Service Act of 1973 created the ACTION agency with the responsibility for administering domestic volunteer programs. The question may well be raised: why include a consideration of non-paid work in a Handbook on employment services? Indeed, the distinction between receipt or non-receipt of pay is central

to society's definition of work. Work in our society is thought of in terms of activities performed in the market sector of the economy where the payment of money is involved. Where money is not received, it is not called work, i.e., gainful employment. This presents something of a dilemma for older persons who have skills and experience, and who wish to continue their involvement in work activities, but who find little opportunity for gainful employment. Given the psychological importance of work, the desirability of volunteer occupations should not be overlooked when paid employment is not available. There is a positive and creative individual and social purpose which is served by providing service opportunities for older people, so long as their provision does not lessen the opportunity for gainful employment of the economically needy.

The emphasis of this Handbook is on employment opportunities for older persons. This means paid jobs. For some older persons this is a necessity. For some who are economically comfortable, the issue of pay is less important, and therefore participation in volunteer services may be a desirable goal. This is a decision which each individual must make while assessing the reality of the situation. But it is important that Network staff be informed about the alternative possibilities of volunteer services so as to be able to apprise their constituency of such possibilities. Hence the incorporation and discussion of such activities in the Handbook.

There is an additional reason why these activities should be considered. Current policy governing jobs for older persons does not distinguish adequately between levels of payments involved in work and volunteer service, and between wages and stipends. Much is made of Title IX as being the special categorical program providing jobs for older persons. However, the benefits for some ACTION volunteer programs are not much lower than those for Title IX. Title IX is restricted to poor older persons, working part-time in community service jobs averaging about \$2.50 per hour. Given an average of a twenty-hour week, this would mean \$50 per week, \$2,600 per year. The Foster Grandparent and Senior Companion Programs are also restricted to poor older persons and part-time involvement and while not paying "wages" do pay a "stipend." The stipend of \$32 per week means \$1,664 per year. In addition, participants receive a transportation allowance, hot meals, and some fringe benefits. The fact of the matter is that for poor people, these stipends are an addition to their income and are not counted as income for tax and Social Security purposes or for determining eligibility for public benefit programs. Consequently, while ACTION volunteer programs are defined as non-paying volunteer service activities, they do in reality represent contributions to raising the standard of living of poor older persons.

ACTION volunteer programs for older people administer a number of programs which are open to all age groups in which there is some participation by older persons -- VISTA, Peace Corps, and ACTION Cooperative volunteers. Three ACTION programs are specifically designed for older Americans.

- ° Retired Senior Volunteer Program
  - Optional reimbursement for transportation, meals, and other out-of-pocket expenses
  - Services are to institutions, organizations, and agencies such as libraries, schools, day care centers, courts, hospitals, nursing homes, and other community services
  - In 1975, there were 150,000 elderly participants
- ° The Foster Grandparent Program
  - Stipend of \$32/week, transportation allowance, hot meal at work, accident insurance, annual physical examination
  - Participation restricted to low-income persons
  - Service is for physically, emotionally, and handicapped children in institutions and private settings
  - In 1975, there were 13,600 elderly participants
- ° The Senior Companion Program
  - Stipend of \$32/week, transportation allowance, hot meal at work, accident insurance, annual physical examination
  - Service is for adults with special needs in their own homes, in nursing homes, or in other institutions
  - In 1975, there were 1,000 elderly participants



It should be noted that experience suggests that it may be difficult to use stipend and nonstipend ACTION volunteers at the same work site.

The VISTA program involves a minimum of one year of service in poor rural and/or urban areas. Participants may be placed in living situations such as Indian reservations, in Job Corps centers, and with migrant families while providing services in areas such as daycare, health, education, and city planning. Benefits include a food and housing allowance appropriate to the level of the community where the volunteer is placed, \$75 a month for necessary incidentals, and \$50 a month paid as a readjustment allowance after completion of service. Data for 1976 show 500 volunteers were over the age of 55.

The Peace Corps involves a minimum of two years of overseas service in a variety of programs oriented to developing nations. Volunteers receive a monthly allowance for food, travel, rent, and all medical needs. A readjustment allowance of \$75 a month is reserved for payment upon completion of service. Various fringe benefits are also involved. Mid-1975 data reveal 346 volunteers age 50 and over with three dozen between 71 and 80 years of age.

#### 7.0 SMALL BUSINESS ADMINISTRATION VOLUNTEER PROGRAMS

The Small Business Administration of the Department of Commerce has two volunteer programs -- Service Corps of Retired Executives, and Active Corps of Executives. The Active Corps of Executives participants are not required to be senior citizens. Both of these programs were originally part of ACTION, but due to reorganization were transferred to the Small Business Administration in 1975. The Service Corps of Retired Executives attempts to link the experience and expertise of retired executives to the needs of managers of small businesses and community organizations for counseling and advice. Volunteers may be reimbursed, upon request, for out-of-pocket expenses. The Active Corps of Executives Volunteers are available on an as-needed basis to provide help and support to the Service Corps of Retired Executives volunteers. In 1976, the data show there were approximately 6,000 Service Corps of Retired Executives volunteers and 2,000 Active Corps of Executives volunteers.

#### 8.0 TRADE ADJUSTMENT ASSISTANCE ACT

The Trade Adjustment Assistance Act of 1974 calls for the provision of trade adjustment assistance by the United States Department of Labor in cooperation with the United States Employment Service. Workers who are totally or partially unemployed as a result of increased imports are eligible for trade adjustment allowances. A variety of manpower services and job search and relocation

allowances are also available to help the worker obtain new employment. Combined with regular unemployment insurance, Trade Adjustment Assistance can subsidize a worker up to 70% of his previous average weekly salary for up to 52 weeks. A worker who is 60 years or older at the time of job separation may receive an additional 26 weeks of benefits.

Although the Trade Adjustment Assistance is a general bill applying to all workers, it is included in this discussion because of the likelihood that older workers may be beneficiaries. Older workers often tend to be concentrated in older, established, declining industries which are most likely to be adversely affected by imports. The short history of the Act demonstrates a high rate of older workers involved as recipients of benefits. It is important that older workers be made aware of their rights under the law if they are laid off in industries affected by imports. In order to determine eligibility, the individual should go to the local United States Employment Services office and request a Petition for Adjustment Assistance (ILAB Form 20) or notify the Department of Labor's Office of Trade Adjustment Assistance in Washington, D.C. of her/his interest in filing a petition for assistance.

#### 9.0 WORK INCENTIVE PROGRAM

This is a Federally-funded program designed to aid those persons receiving Aid to Families with Dependent Children and other persons on welfare to get jobs. This program, authorized by the 1967 amendments to Title IV of the Social Security Act requires that all Aid to Families with Dependent Children recipients over the age of 16 must register, unless exempt because of legally specified reasons, and that they must accept available employment, training or needed services which prepare them for employment. Other welfare recipients may register for these services if they choose.

There have been a number of changes in the program since its inception with the emphasis moving away from training and development of employability towards immediate placement in a job. Changes in Title IV in 1971 required that at least one third of all program monies be allocated to on-the-job training and public service employment. Subsequent to these changes, there has been increasing utilization of other manpower and employment services in the community for providing services to the Work Incentive Program participants. Usually this entails cooperative arrangements with the State Employment Service or local CETA prime sponsors.

Since participation in the Work Incentive Program is required only of Aid to Families with Dependent Children recipients, most of the participants will not be older workers. However, the program is mentioned here because of the fact that all welfare recipients are eligible for participation. Consequently, it is expected that many older welfare recipients might want to make use of some of the services of this program. In fact, the data indicate that a significant number of older persons are involved in these programs. In Fiscal Year 1976, about 20% of total Work Incentive Program participants were non-Aid to Families with Dependent Children recipients who chose to volunteer for the program -- 430,000 out of a total population of 2.1 million. The number of participants over the age of 40 was 479,000, 31,000 of whom obtained jobs -- a placement rate of 6.5%. These data are not sufficiently disaggregated to depict the situation of workers over 55 and are therefore not conclusive. They do however indicate the possibilities for utilizing Work Incentive Program placement and employment services for older welfare recipients.

#### 10.0 VOCATIONAL REHABILITATION NETWORK

The mandate of these agencies, in effect since 1920, is to provide for the vocational rehabilitation of any persons handicapped by physical defect, infirmity, injury, or disease which impedes the individual's capacity for gainful employment. Subsequent legislative amendments enlarged the mandate to provide services for mentally disabled persons, blind persons, and a broadened definition of services to be delivered to the client. The delivery of these services takes place through State rehabilitation agencies and other public and voluntary agencies which develop and administer rehabilitation programs. The services of these agencies could provide a resource for aiding those older workers with disabilities which impair their employability. There are no age specifications which would limit the eligibility of older workers for these services.

#### 11.0 AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967

Of all the legislative enactments discussed in this chapter, the Age Discrimination in Employment Act is the only act which is not directly related to employment services or jobs. In spite of this fact, the Age Discrimination in Employment Act holds great potential for creating more employment opportunities for older workers, because it can ensure access for older workers to all industries and occupations. This is the potential impact to be realized, if the Age Discrimination in Employment Act were really to be enforced, so as to ensure an end to age discrimination.

The provisions of the Age Discrimination in Employment Act cover the employment of people between the ages of 40 and 65, prohibiting age discrimination in employment-related matters such as hiring, job retention, compensation, working conditions and privileges of employment. Most work sites with more than 20 persons are included under the Act. Amendments to the Act in 1974 expanded the

coverage of the Act to include employees of State and local governments. The law forbids advertisements for employment which mention preferences or discrimination based on age.

Responsibility for the enforcement of the Age Discrimination in Employment Act rests with the Wage and Hour Division of the Employment Standards Division of the Department of Labor. The Federal Civil Service Commission is responsible for implementing the law in regard to all Federal employees. The Wage and Hour Network consists of 87 offices throughout the country. With a total annual resource commitment of 65 person-years to enforcement of the Act, the Wage and Hour Division is responsible for other major Federal legislation such as the Fair Labor Standards Act, the Service Contract Act, the Davis-Bacon Act, and the Farm Labor Contracts Registration Act. This is mentioned to underscore the fact that administrative support for enforcement of the Age Discrimination in Employment Act is relatively meager, particularly as its enforcement is a very cumbersome process requiring considerable commitment of staff energy and time and highly specialized legal services. In the event that voluntary compliance is not attained through persuasion and negotiation by the area offices, the case is then referred for litigation to the appropriate Regional Solicitor's Office of the Department of Labor, of which there are ten in the country.

Due to the limited enforcement of the law, the full impact of the legislation has not been achieved. Nevertheless, the record to date is indicative of the great potential of the Act in furthering the interests of older workers. As of April 1976, almost \$25 million was found due to 8,469 persons. Over \$7 million in lost wages has been recovered for 2,000 persons. Employment, re-employment, promotions, or restorations of benefits have been attained for 15,000 persons. Also, most important to the interests of older workers in general, during the first 3-1/2 years of the Act, 163,000 job opportunities that previously had age restrictions are now accessible to those over 40.

Thirty-nine States have laws affecting age discrimination in employment, although there are significant differences in the extensiveness of coverage. The general tendency is for State laws to be more comprehensive than Federal laws. In 12 States, the law protects all persons regardless of age. In some States, the law is administered by an independent civil rights or human rights commission, while in others it is administered through the State Department of Labor.

It is important that Network staff become familiar with the existing enforcement mechanisms of the Age Discrimination in Employment Act in order to give guidance and direction to older workers

who may be affected by the provisions of the Act. Network staff should not attempt to judge the merit of a claim, but should be aware of the appropriate place to refer persons in need of consultation and advice regarding their specific circumstances. The most immediate referral source is the Wage and Hour Division which is listed in the telephone directory under the United States Department of Labor. In the event that there is no local office in a particular community, the location of the nearest such office can be determined by writing the Wage and Hour Administration, United States Department of Labor, Washington, D.C. 20201.

Latest information about age discrimination can be found in the Annual Report developed by the Employment Standards Administration. Copies of this report may be obtained from the local or national office.



## CHAPTER III - SERVICE DEFINITIONS

This chapter is designed to provide definitions of the various service components which may comprise an employment service. The program operations associated with these service components are discussed in Chapter VI on service provider operations. The definitions provided in this chapter are consistent with the definitions provided in the regulations for Titles III and IX of the Older Americans Act. However, in spelling out service activities, the definitions that follow are often more specific than those contained in the regulations. Such specificity is central to program planning, to the development of qualitative and quantitative standards, and to the collection of valid cost data.

The definitions provided in this chapter are also designed to provide an overview of the range of service components which can be developed under the rubric of employment services. Awareness of the full scope of possibilities may stimulate Network staff to think about employment providers and the extent to which they are offering the full range of service components presented in this chapter. Most providers cannot provide all of the services described. However, many providers can be assisted to expand the range and scope of the employment services they make available to older persons.

### 1.0 ASSESSMENT

Assessment is one aspect of the intake process and involves a determination as to client need, aptitude, skills, interests, and employment history as a basis for the development of a plan for securing employment. This plan should be developed with the involvement and agreement of the client and should be an expression of her/his employment goals. This plan specifies the activities required to advance towards employment goals, such as training, job experience, counseling, education, and various other possible support services.

As part of the assessment process it is important to consider any special difficulties which may affect job placement. This is especially important with older workers who have long histories of unemployment. There is a need to expend special effort to allay insecurity and establish rapport with the applicant at this stage of contact.

### 2.0 TESTING

Testing may be used as part of the assessment process. It is important that limitations in test results among older workers be understood, especially the lack of standardization of such tests to apply specifically to older workers. Unless counselors with specialized training in serving older persons are employed, the use of testing should be considered with caution. Competition should be based on performance, measurable skills, and motivation. A further discussion of testing and of tests most commonly used is included in Chapter VI.

### 3.0 JOB COUNSELING AND PRE-RETIREMENT COUNSELING

Job counseling is the process of helping the applicant to realize employment goals by clearly evaluating needs, goals, and potential. This involves working with the client in a cooperative relationship, providing guidance in helping to develop vocational goals and to solve problems which may arise. The focus of the counseling process is on the client's achievement of her/his goals. This may involve reliance upon group, as well as individual, counseling efforts.

Special attention is required as regards the needs of older workers and their unique set of job market-related psychological and social characteristics. Employment counseling may include working with the client in order to develop a positive self-concept regarding employment and to assist the client to realistically appraise physical capacities, skills, abilities, interests, and occupational history as they affect potential for placement.

An important part of counseling activities should be devoted to the needs of older workers who are approaching the age where they must begin to make decisions about the time of their retirement from their current job and whether they wish subsequent work to be full-time, part-time, or on a volunteer basis. A pre-retirement counseling service fills an important need for older workers who are about to enter this tension-producing period of their careers, providing them with information necessary to make decisions. This involves attention to matters such as Social Security benefits, private pension plans, medical and life insurance plans, educational and training opportunities, and employment opportunities that might be available if they desire full-time, part-time or volunteer employment as a second career.

### 4.0 REFERRAL TO OTHER SUPPORTIVE SERVICES

The employment program should determine appropriate referral resources for clients, if necessary, and facilitate client access to services which are aimed at helping individuals overcome personal or social problems which impede their employment prospects. Examples of these services are transportation, health, legal assistance, and emergency aid.

### 5.0 EDUCATION AND TRAINING

These services involve the applicant in education and training activities which will enhance potential for employment. These range from classroom training to on-the-job training to participation in subsidized employment. For the older worker, it is expected that education and training will be directly related to actual job placements.



## 6.0 JOB DEVELOPMENT

This service involves initiating contacts with employers so as to stimulate the development of employment opportunities for older workers. This should be an ongoing activity and should occur when the program operator does not have a job order available which is relevant for the client. It involves a combination of efforts ranging from job finding to job creation. Job finding involves making contact with employers, unions, and professional and trade associations in order to identify available jobs. It includes an analysis of the local labor market and the implementation of programs which educate employers as to the advantages of hiring older people, thereby increasing the present and future number of job openings for older persons. Job creation refers to the development of employment possibilities for older workers in areas of work from which they were previously excluded. The process of job creation also includes the specific stimulation of a demand for older workers to fulfill needs in the community which had previously been considered inappropriate for older persons, through education of employers about community needs and about the skills and capabilities of older workers. Job development also involves working to create a job for the individual worker's specialized skills or handicaps. When this is done, it is called "individualized job development" as distinguished from general job development.

## 7.0 JOB PLACEMENT

Placement occurs when an employer agrees to hire a worker referred by the employment service in response to a job order. As part of the placement process, there should be discussion with the client about attention to job-interviewing procedures, the particular factors involved in matching her/his skills to existing job opportunities, and the special requirements affecting the specific job referral that is being made. These may include such items as shifts, distances to and from work, tools required, permits or licenses required, working conditions, etc.

## 8.0 FOLLOW-UP

Follow-up can be a service to both the employer and the job seeker. For clients, follow-up includes a variety of counseling and supportive services so as to increase probability of job success and likelihood of remaining on the job. This is usually done on a regular time-interval basis commencing shortly after placement. For employers, this involves services that will ease adjustment of newly placed workers and at the same time increase employer support for the employment program. This may involve special programs to orient supervisory personnel regarding special adjustment problems of older workers, and attention to the needs of such workers for continuing on-the-job training and supportive services. Follow-up at the place of work and during working hours should be arranged to the mutual satisfaction of both the client and the employer.



## CHAPTER IV - ALTERNATIVE MODELS FOR DELIVERY OF EMPLOYMENT SERVICES

There are a variety of services which could be included in a comprehensive older worker employment program, as was discussed in the preceding chapter. However, many of these services require differing specific skills and/or resources, so that it will probably be difficult to locate any one service provider capable of delivering them all. It is more likely that different service components will already be in operation in different parts of the employment network. In such instances, it may be desirable to foster and stimulate linkages among the different programs, in the interest of comprehensive service delivery. In communities where little has been developed in terms of employment services for the elderly, it is important to work with the Employment Service and to advocate for greater attention on their part to the needs of older workers.

The optimal strategy will involve efforts aimed at stimulating the Employment Service to fulfill its responsibilities regarding older workers. The capacity of the Employment Service to respond will vary from one area to another. The choice of a particular model for service delivery will have to be adapted to the available resources and needs of each area. The choice of an appropriate mechanism for service delivery will be influenced by the following:

- ° The services which are already being provided by the Employment Service
- ° The extent of needs being currently met through other existing programs and services
- ° The allocation of resources for employment in general, and for older workers, in particular
- ° The ability of Network staff to stimulate support for older workers through advocacy and education efforts
- ° The status of funding arrangements relating to employment services
- ° Conditions in the local labor market

The most likely providers of employment services are: the State or local office of the Employment Service, the CETA prime

sponsor, Title IX contractors operating in the State or locality, voluntary employment agencies, senior centers, or other community agencies such as the Community Action Program. Arrangements with any of these resources should not necessarily exclude others; the more agencies become involved, the more likely it is that some improvement will be made. Moreover, it is likely that each resource will have unique strengths, which can complement the strengths of others.

#### 1.0 MODEL 1: THE UNITED STATES EMPLOYMENT SERVICE

The Employment Service is mandated by law to accept all applicants regardless of religion, sex, race, national origin, or age, and to provide them with such services as are necessary to facilitate their competition in the job market. In most of its 2,400 local offices, the Employment Service has eliminated the title of Older Worker Specialist and has merged this function with others, thus diluting the emphasis necessary to develop programs for the elderly.

If the assessment of the Employment Service conducted as part of the program development process has indicated that the local Employment Service is not adequately serving the needs of older persons, efforts should be made to engage key staff and appropriate local and State employment officials as a means to stimulating the development of better programs.

A series of joint meetings to discuss specific State Agency requests to the Employment Service may lead to a greater attention to older people. The State or Area Agency could also explore the possibility of obtaining outside funding for an older worker specialist position in the Employment Service. This is especially relevant at the present time when the expansion of Title IX funds might allow for the hiring by the Employment Service of personnel to deliver employment services to older workers. Such arrangements are already in existence in many States, including California, Florida, Georgia, Michigan, Ohio and Texas. Another possibility is the use of CETA funds to staff an older worker position in the Employment Service.

Still another way to expand the capacity of the Employment Service to serve older persons is to involve ACTION volunteers. For example, the Retired Senior Volunteer Program (RSVP) can provide a variety of special services to older workers. In addition to improving the quality of the Employment Service, such use of Retired Senior Volunteer Programs is particularly appropriate in that it involves older people in roles and activities designed to

assist other older people. Specific suggestions as to some of the ways in which volunteers can be used in the Employment Service are listed below.<sup>1</sup> This list is not intended to be all inclusive; volunteers, if they are qualified, can do intake, assessment, counseling, job development, etc. Creative use of volunteers in the Employment Service will give the staff more time to provide services.

- "° Reception, intake, and orientation of middle-aged and older workers using prepared forms, procedures and audio-visual aids.
- ° Monitoring application taking and resume completion functions using prepared instructional materials and audio-visual aids.
- ° Monitoring and assisting in the use of the "self-solution" process in a Job Bank Micro-Film or Hard Copy Job information Service.
- ° Developing, maintaining and assisting older applicants to use occupational information and Job Lead Systems that are a part of many Job Information System Operations.
- ° Analyzing and arranging closed order files by occupation, industry, and employer for use in developing job lead or job prospect files that go beyond what is currently available in the Job Bank System.
- ° Following up by phone on referrals to employers, either with the employer or the applicant, to determine placement outcomes.
- ° Posting, summarizing, and analyzing daily, weekly, and monthly activities reports to provide interviewers and counselors with feedback on their performance in behalf of older workers.
- ° Providing assistance to applicants who need supportive services by arranging appointments, providing directions, and following up on results achieved with both the applicant and the agency to which referral was made.

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Odell, Charles E. "Some historical notes on the development of the United States Employment Service older workers program," appearing in "Proceedings: Training Institute of the Clearinghouse for Voluntary Employment Agencies and the Aging," New Life Institute Human Resources Center, Albertson, Long Island, April 1-4, 1975, pp. 33-34.

- Filing and general housekeeping to maintain a neat, orderly, efficient and attractive appearance to the entire operation.
- Preparing signs, charts, displays and exhibits designed to improve the physical attractiveness of the operation but also to provide information and education to staff and clients.
- Conducting group sessions in waiting areas not only to orient applicants to the operation and to provide intake information but also to educate and inform using films, slides, audio-visuals and other techniques to clarify applicant thinking and prepare them for what follows.
- Providing a hospitable atmosphere to clients and staff by making staff feel more comfortable with volunteers and clients feel more comfortable with staff."

If, despite all efforts to work cooperatively, it becomes clear that the Employment Service is not meeting its responsibilities to older people, the possibility of a class action suit against the United States Employment Service should be considered. The Solicitor of the Department of Labor and the Secretary of Labor have issued regulations which give the Older Workers Section of the United States Employment Service Operating Manual the force of law. These regulations provide a basis on which class action suits against the Employment Service could be brought. This option could be explored with the legal services developer.

## 2.0 MODEL 2: VOLUNTARY EMPLOYMENT AGENCIES

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The listing of Voluntary Employment Agencies for the Aging includes organizations meeting the following criteria:

- "◦ Local non-profit agencies organized exclusively to provide job placement services for the aging
- Non-profit organizations providing various services, one of which is a different job placement program for the aging
- Non-profit organizations which provide a substantial job placement service, or are actively planning one, or who serve as a local resource on this subject."

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Sprague, Norman. "Voluntary Employment Agencies for the Aging: A National Listing." New Life Institute, Human Resources Center, Albertson, New York, p.2.

There are about 100 such agencies located throughout the country. Most are found within large metropolitan areas; there are many parts of the country which have no such agencies. The size and scope of operations among these agencies varies considerably. Some maintain their own independent operating structure with a sizeable budget, full-time personnel, office and other facilities, delivering the complete range of services involved in employment programs. Others operate on a much more limited scale, borrowing office space and services from other community organizations, relying solely on volunteers for staffing, and providing only very limited employment services. Most do not possess the personnel or technical skills to conduct employment services in more than a limited manner.

In cases where Network staff find that an effectively functioning agency already exists, and that it is meeting the needs of older workers, there will be little action required, other than perhaps to develop supportive and coordinating relationships. This could involve, among other things, supporting outreach and recruitment efforts of the agency; the development of relationships with different elements of the employment network; or the sponsorship of community education efforts.

In cases where voluntary agencies exist in only very rudimentary form, the Area Agency may decide that the development of that agency is one way to improve employment services. This will involve joint planning with staff of the voluntary agency to determine the most appropriate and necessary areas for involvement.

In many instances, the Area Agency will find that there is no voluntary agency in their community, and that services for older workers are not available through the existing employment network. Where efforts to obtain service through the Employment Service are unsuccessful, it might be appropriate to create a non-profit organization to respond to the needs of older workers. In starting an employment program, the following steps might be helpful.<sup>1</sup>

- ° Assessment of the local employment situation to determine number of older persons seeking employment; their occupational skills, work preference, and income situation
- ° Assessment of existing local employment opportunities for older persons through canvassing interviews, and survey methods

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This discussion is adapted from "How to Start an Employment Service for Senior Citizens," compiled by Selene M. Rosenberg, Executive Director, Senior Personnel Employment Committee, White Plains, New York, October 1974 (mimeo).

- Identification of an appropriate organizational structure for the creation of a voluntary agency, with attention given to matters such as sponsorship, creation of a board of directors and officers
- Development of a budget which will include detailed estimates on revenues and expenditures
- Determination of the needs of the agency in terms of office location, facilities, staff office supplies, and other requirements for operation
- Determination of the sources of staffing for the agency with attention given to use of volunteers, as well as paid staff
- A specific listing of the functions and activities to be carried on by the agency, especially those different elements of employment services currently not available to older workers in the community
- Attention to the various ways in which the voluntary agency will involve itself and coordinate its activities with existing organizations and activities in the community

The scope of activities to be developed by a voluntary agency will vary in relation to the needs of older workers and the existing services available in a particular community. Some voluntary agencies might be used for a particular program or service of limited time duration, while in other situations it might be desirable to create an organizational structure with more permanent institutional features. In some cases, it might be decided that an appropriate role would be a concentration on client outreach and job development services. In other situations, it might be determined that the voluntary agency should concern itself with the provision of the entire range of employment services.

There are many private voluntary agencies which operate employment programs, such as Catholic Charities, the Federation of Protestant Welfare Agencies, and the Federation of Jewish Philanthropies. These programs are often oriented to the needs of persons with special problems. Some of them are designed to serve the disabled worker through sheltered workshops and/or rehabilitation efforts. Because they have had considerable experience in employment counseling, in job development, and in other aspects of employment service delivery, they represent an important resource for potential sponsorship of a more broadly focused employment program. The Area Agency could consider funding such an agency to expand its target population to include a full range of older persons.



### 3.0 MODEL 3: EMPLOYMENT SERVICES IN MULTIPURPOSE SENIOR CENTERS/ NUTRITION SITES

In any area, particularly in rural ones where there may not be the resources available to develop an employment program, multipurpose senior centers represent a possible alternative for delivery of employment services. Senior centers are a natural vehicle for recruitment activities because they provide access to many older persons. However, in using senior centers in this manner it is important that outreach be extended to include those elderly who do not usually come to centers. A center could develop all or any of the following:

- ° A listing of current openings available through the Employment Service
- ° A job bank for use by anyone in the community who may be seeking to employ older people on a part-time, full-time, or seasonal basis
- ° A crafts shop through which older people are able to sell quality products which they have made to the community

A particular advantage of the senior center/nutrition site model is the ready availability of large numbers of older persons who might be involved as volunteer workers in the employment program. This is an especially important consideration during the initial start-up period when other sources of support are not available. In addition, the development of a community operated employment service, organized, staffed, and administered by older persons themselves, would be an effective way in which to mobilize community support for improving the employment situation of older people.

### 4.0 COMBINING SERVICE MODELS

The basic orientation of State and Area Agency staff should be to use all available resources so as to improve the situation of older workers. This means the involvement of the Employment Service, of CETA, of voluntary employment agencies, of Title IX programs, of multipurpose senior centers, nutrition sites, and other community agencies which might be relevant to this effort. Often, the best way to deliver comprehensive employment services is through the coordination of service components already being delivered by different service providers. For example, outreach activities of a senior center might be combined with the interviewing, job counseling, and job development services of a voluntary employment agency, and the placement services of the

Employment Service. Similarly, arrangements could be made with the local office of the Employment Service to provide special services for older workers at senior centers and nutrition sites. Services which might be easily adaptable to these settings include outreach, intake, orientation, and immediate placement through the utilization of job bank services. The Employment Service staff could be encouraged to come to the senior centers and nutrition sites to deliver these services or they could be encouraged to train individuals to work at these sites. CETA and Title IX monies could be utilized to support public service employees in the Employment Service, in voluntary employment agencies, in senior centers, and in other community agencies to deliver these services. If well coordinated, these different elements could provide the basis for developing a comprehensive service.

OPERATING EMPLOYMENT PROGRAMS WHICH ILLUSTRATE THE MODELS  
PRESENTED

Model 1: The United States Employment Service

This service was originally established by the Iowa State Legislature and the American Association of Retired Persons (AARP) and was jointly sponsored by the Iowa Commission on Aging and the Iowa State Employment Security Commission. Employees were funded through Title IX of the Older Americans Act to work in the State Employment Service Office. Now the 32 (approximate) employees are retained on State Employment Service funds and are part of the "merit system."

For information contact:

The Retired Iowan Community Development Program  
Iowa Commission on Aging  
415 - 10th Street  
Des Moines, Iowa 50319  
(515) 281-5187  
Director: Mrs. Mary Voorhees

Model 2: Voluntary Employment Agencies

Over-Sixty Counseling and Employment Service  
4700 Norwood Drive  
Chevy Chase, Maryland 20015  
(301) 652-8072  
Director: Mrs. Gladys M. Sprinkle

Model 3: Employment services in multipurpose senior centers/  
nutrition sites

Employment services have been provided for the past 3 years directly at 4 multipurpose senior centers. Each of these sites maintains an employment services coordinator, as well as volunteer employment staff. There is, in addition to these staff, one CETA staff person who functions as a job developer for the entire program.

Senior Services of Snohomish County  
3402 - 112 S.W.  
Paine Field  
Everett, Washington 98204  
(206) 355-1112  
Employment Services Director: Mr. Douglas Coulbert

**V. ROLES OF STATE AND  
AREA AGENCIES ON AGING**

## CHAPTER V - THE ROLE OF STATE AND AREA AGENCIES IN EMPLOYMENT SERVICES

### 1.0 PROGRAM DEVELOPMENT

Both State and Area Agencies have a responsibility for planning and development activities related to the initial provision or expansion of already existing employment services. This section discusses the roles of each in the planning and development process. In the discussion which follows, where there are planning and service areas which are not covered by an Area Agency, the functions ascribed to Area Agencies become the responsibility of the State Agency.

### 1.1 Identification of key actors

The process of program development begins with the identification of organizations, agencies, and individuals that are related to the planning and delivery of employment services. Any or all of the following activities could be initiated:

- ° A conference to examine the employment needs of older workers and the quality of employment services available to them
- ° A task force on employment with the responsibility of planning for the employment needs of older workers
- ° Collaborative relationships with individuals who have been identified as key figures in the employment network

#### 1.1.1 Identification of key actors at the State level

At the State level, the following agencies should be considered and involved in the planning process:

- ° Regional offices of the United States Department of Labor, including the Employment and Training Administration and the Bureau of Labor Statistics
- ° State Department of Labor and the State Employment Service
- ° State Department of Personnel
- ° Heads of legislative committees relating to aging and employment
- ° State offices of labor unions, business, professional and trade associations

- The Balance of State CETA prime sponsor
- The State Manpower Services Council
- Representatives of national Title IX contractors serving the State
- State Office of Economic Opportunity

By bringing all these organizations together in a conference or a task force, the State Agency could determine the kinds of employment services that are available in different parts of the State and the extent to which employment services are available throughout the State. The task force could be organized so as to focus public attention and concern on the needs of older workers.

#### 1.1.2 Identification of key actors at the Area Agency level

Area Agency staff should identify key local organizations and individuals in the local employment network. It could be helpful to create a task force at the local level, as a way of providing a specific focus on employment services. In developing a local task force, individuals from the following organizations could be involved:

- Local office or district office representatives of the State Department of Labor and the State Employment Service
- The CETA prime sponsor
- The local Manpower Planning Council
- Local operators of Title IX programs
- Business, trade, labor union, and professional groups such as: Chamber of Commerce, Rotary, National Association of Manufacturers, National Labor Unions and their local affiliates, including State and Labor Councils and especially their community service representatives
- Employment-related private organizations such as: Goodwill Industries, Forty Plus Clubs, and the National Urban League

- Voluntary employment agencies, including those involved in vocational rehabilitation
- Community Action Agency
- Local multipurpose senior centers
- Schools specializing in job-related skills training
- Elected officials

In communities with existing employment programs for older workers, the task force should include the directors of existing programs, and representatives from their boards and from the leadership of their memberships. Special attention should be given to the inclusion of key public officials representing the Employment Service, CETA, and Title IX sponsors. The co-operation of these officials will be necessary in both the strengthening of existing services or in the creation of new programs. Special attention should also be given to the involvement of representatives from local minorities, handicapped persons and other groups that have special needs for employment services.

## 1.2 Assessment of unmet needs and available resources

### 1.2.1 Assessment of unmet needs

In order to conduct an assessment of the needs of older workers it will be helpful to Network staff to familiarize themselves with a variety of data sources which address these questions. The ability of Network staff to affect policies of the employment network will be enhanced by the ability to obtain and effectively make use of this information. In most circumstances it will not be necessary to gather any new primary data; rather it will be necessary to become familiar with various existing information sources. A major problem in developing a data base is that most of the current data is based upon national aggregated populations and is not sufficiently disaggregated so as to be useful in any but the larger States and metropolitan areas.

The major source of current employment information is the Current Population Survey, which is a survey conducted monthly on a sample of about 50,000 households. The sample size is not sufficiently large to provide current information on local areas, although it is possible to do so for many larger areas and States on the basis of the estimates of the previous twelve months. A significant expansion of this sample size, currently in the process of implementation, will allow for the extension of estimates

to more areas. The expansion of the sample is required because of CETA and other legislation which mandates that levels of aid be determined by the local unemployment rate.

The other major source of data is the United States Decennial Census, which contains the most detailed information regarding local communities. The major limitation of this information is that it is gathered every ten years and is not current. Often, the data which Network staff obtain from different sources will be derived from the Decennial Census base, with all sorts of adjustments made to compensate for the time lag. Because of the limitations involved in developing data in this manner, it is to be expected that much of this information will not be reliable, especially as the decade draws towards its close. Consequently, the impressions, knowledge and perhaps independent data gathering efforts of staff, will have to be relied upon to supplement and perhaps replace the official data. But because Census information is still the data base most commonly used for planning and program operation and is also an important determinant of the levels of Federal aid involved in different programs, Network staff should familiarize themselves with the uses and limitations of this data base.

In order to engage in planning, information has to be obtained about the structure of the local economy, the areas of greatest industrial concentration, the areas of most likely change, and the factors which are most likely to affect the situation of older workers.

It will also be necessary for Network staff to obtain some very basic job market information about the older population of their area. Some of the things that need to be known are:

- Income status of older people
- Number of older people working full- or part-time
- Occupational and industrial characteristics of the older population
- Numbers of unemployed older workers as a proportion of total unemployed locally
- Comparisons of unemployment rates by age groups
- Comparison of length of spells of unemployment experienced by different age groups



- Numbers and proportion of "discouraged workers" who are older workers
- Estimates of numbers of older persons not in the labor force, who want to work and would be seeking work if employment opportunities were available, full- or part-time
- Numbers of older persons employed part-time, but who want to work full-time

Data responsive to these questions can be obtained from the following sources:

- Census data

Despite the limitations of Census data, it will be informative to use the most recent decennial information to obtain a detailed profile regarding age, sex, occupation, employment status and residence by community size of 2,500 and over. In some areas, some of the data will have been updated through special surveys, but not at the level of detail available through the Decennial Census.

- The Bureau of Labor Statistics

The Bureau of Labor Statistics has the capacity to furnish some up-to-date information about the characteristics of the local economy, although its capacity for disaggregation of data is geared to larger metropolitan labor market areas rather than to smaller communities.

- Local universities, research centers, Chambers of Commerce and business and trade associations

These organizations often sponsor and conduct their own studies of the local community as a service to the general community or their own particular constituency.

- Manpower Indicators

These publications are computerized tabulations of manpower information derived from the Census. This information is presented in three sections. Summary Indicators, Detailed Indicators, and Inter-area

Manpower Comparisons. Together they comprise the basic package of data used by manpower planners at the local level. These packages of information are available from the Regional offices of the Employment and Training Administration. A guide providing instructions on how to use these materials is also available. Summary Indicators provides cross tabulated data on characteristics such as age, sex, race, educational characteristics, employment status, and educational attainment. Detailed Indicators provides more detailed cross tabulation on these indicators. Inter-area Manpower Comparisons provides data comparisons between areas of 25,000 or more population.

- ° Local planning agencies, Labor Departments, and Economic Development Agencies

These agencies are likely to have considerable information about the structure of the local economy and the characteristics of the labor force. These agencies often sponsor special studies updating information of the most recent Census and generating data that include some detail related to age. However, this information is usually restricted to official labor market data which are concerned with only a limited segment of the older population.

- ° Special Surveys

These surveys could be conducted at nutrition sites, senior centers, County Councils on Aging in order to obtain an estimate of the numbers of older people with an interest in employment.

- ° Unemployment Insurance Benefits Information

Information about recipients of Unemployment Insurance Benefits is available through the office of each State Employment Security Administration or any one of the local branches. This information will provide data about the characteristics of unemployment insurance recipients, thereby providing a ready source of referrals for training and placement services either directly through the Employment Service or other

elements of the employment network. Only those unemployed who have worked twenty weeks or more in "covered employment" (about 90% of jobs are currently covered) are eligible for benefits. The term of benefits is a minimum of twenty-six weeks and may go as high as 65 weeks, depending upon national economic conditions and local unemployment levels. Once the allotted time period for benefits is over, then a worker is declared ineligible. Consequently, the Unemployment Insurance Benefit rolls often do not include the long-term unemployed. A large number of Unemployment Insurance Benefit recipients are older with about one half of the national total being over 40. As a condition of continued receipt of benefits, recipients are required to report to the Employment Service for job referrals and placement services. Older workers receiving Unemployment Insurance Benefits should therefore be a high priority group for the Employment Service

#### 1.2.2 Assessment of existing employment resources

Network staff need to determine the variety of employment services available to older workers, the quality of these services, and the extent to which these services are available to older workers in the community. The assessment of services is especially important in relation to the needs of those older persons who have experienced long histories of labor market discrimination, such as minority group persons, non-English speaking persons, the handicapped, and women. Age discrimination is a serious problem in and of itself. It is compounded where problems of minority status, handicaps and sex are also involved.

The assessment of existing services should be undertaken by as broad a range of persons as it is possible to involve, and could be accomplished by the employment task force. Among the concerns of this assessment process should be the following:

- Are the different components of a comprehensive employment service as described in Chapter III available to older workers?
- What is the relationship between numbers of older workers served and estimates of the existing older population that need and potentially could be involved in employment programs?

- To what extent are employment services in the State/ community being made available in an equitable manner to older workers?
- To what extent are outreach and recruitment efforts being utilized to reach those older workers who have special problems and are less likely to participate in these programs?
- To what extent do these programs involve older persons as employees and include them in policy-making roles?
- To what extent are these programs successful in helping older workers obtain jobs and especially in helping those in subsidized jobs move to non-subsidized job placements?

Answers to these questions can be obtained by conducting interviews with staff and participants in different employment programs and by examining a sample of client records. In addition, the annual, or in some cases monthly, reports developed by various agencies as part of their regular reporting system on program operations will provide information on the extent to which existing employment programs are providing services to older persons.

One specific focus of the assessment of existing services should be on the Employment Service. The following questions can be raised:

- Does the Employment Service provide information, guidance, and policy directives which alert the public to the special needs of older workers?
- Does the Employment Service maintain special training programs for all staff to provide them with knowledge and expertise to service the special needs of older workers?
- Does the Employment Service regularly evaluate its own activities on behalf of older workers, as a basis for program planning, budgeting, input to CETA planning, etc?
- Does the Employment Service maintain outreach activities specifically oriented to older workers? Does the program address specifically the needs of older minority, handicapped, and non-English speaking persons?

- ° Does Employment Service staff participate in various community activities relating to the needs of older workers, e.g., older Americans month, hire the older worker week, conferences, employer institutes, industry open houses, etc?
- ° Does the Employment Service engage in a regular program of job development activities?

It is especially important to determine the extent to which older workers are participating in and being served by existing employment programs. The data necessary for such an assessment are usually available through the offices of the various programs. What follows is a discussion of specific data sources and the kinds of information which are available. <sup>1</sup>

- ° Manpower Planning Council of the CETA prime sponsor or the State Manpower Services Council

Both of these sources of CETA program implementation regularly publish a data breakdown of participants in their job training and public service employment programs by age, sex, and race.

- ° Employment Security Automated Reporting System

This system is operative in every State and local office of the Employment Service. It provides detailed information on a monthly basis, on numbers and types of services provided to job applicants and also on job development and placement efforts made for these individuals. Most of this information, broken down by age group, is readily available in Employment Security Automated Reporting System Table 90, "Year-to-Date Summary of Service to Individuals." Area Agency staff or Task Force members should request local ESARS data from the local office(s) of the Employment Service. If not available at the local level it should be sought from the State Employment Service with help from the State Agency on Aging.

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<sup>1</sup>  
For a more detailed discussion of data sources of older worker information, see Michael D. Batten, "Age Audits in Employment: Data and Instruments, Clearinghouse on Employment for the Aging." Port Washington, New York, 1977.

- Social Security Benefits

Local offices of the Social Security System will be able to provide information about numbers and characteristics of people applying for benefits by zip code area.

- Older Worker Programs

Title IX programs, Work Incentive Programs of the local Departments of Public Welfare, and the rehabilitation programs of Vocational Rehabilitation Agencies should be surveyed so as to determine the numbers of older workers involved and the funds being expended. In addition, it will be necessary to survey the community to determine the degree to which private voluntary agencies are conducting programs oriented to older workers. This would include attention to the variety of private sectarian and non-sectarian programs and services which are particularly active in larger metropolitan areas, and also to the activities of voluntary, non-profit employment agencies that specialize in services to older workers.

The State and/or Area Agency could host a well-publicized open meeting dealing with employment services in order to elicit the assessment of a wide variety of groups and individuals regarding the effectiveness of existing employment services. Members of an employment task force, as well as public officials and service providers, should be invited to attend. Representation by particular target groups of older persons would help to ensure that the interests of the elderly are represented at this meeting. The findings regarding the kinds of services which are needed and the actual resources available could be presented and reviewed at this meeting. The purpose of the meeting would be to increase community awareness of the gaps in employment services and to develop preliminary commitments from public officials and from public and voluntary agencies to the development of employment resources.

### 1.3 Coordination of resources to upgrade existing employment programs

Some State and Area Agencies are already working in close collaboration with CETA and with staff of the State Employment Service. Relationships also already exist with program operators of Title IX and Title X programs. These contacts represent an

excellent starting point for the Aging Network's efforts to develop employment services. In working with these agencies, it is especially important that there be reciprocal board or advisory council memberships, and that State and Area Agencies have input into the planning process of employment programs and agencies.

Working through those agencies, providers and groups that have already been identified as key actors in the employment network, it will be possible to expand, augment or coordinate existing employment services. In some cases, it might be that only a specific component of an employment service is not available. In some communities, all the services may be available, but the lack of adequate outreach and public relations approaches have resulted in a low rate of participation by older persons, especially low-income and minority. In some cases, a local service provider may be willing to initiate or expand a service after the need has been demonstrated by Network staff. Through the activities of the employment task force, Network staff can demonstrate to service providers how they can respond to the unmet needs of older people.

The value of a community meeting lies in the fact that it can help to stimulate a variety of existing agencies and service providers to direct their efforts to the development of the service. For example, the director of the State or local Employment Service may not have been aware of the extent to which the Employment Service had been neglecting the needs of older workers, and may, as a result of the meeting, be willing to commit some resources to older workers. The head of a local civic agency may be influenced by the meeting to support the creation of a special employment service for older workers and may be willing to donate office facilities and supplies for that purpose. The State or Area Agency can stimulate this kind of community involvement and support of older workers by presenting persuasive evidence regarding the employment needs of the elderly on the one hand and the gaps in resources available on the other hand.

In some cases, it might be more appropriate for the State or the Area Agency to organize a series of private meetings with service providers in order to develop support for the kind of community meeting described above. The Area Agency may arrange for a meeting between only two or three agencies or organizations in order to promote coordination among them. If existing service provision seems adequate and the objective is to achieve better coordination, rather than the development of new services, it may be most appropriate to bring together just

the existing providers. Another possibility is to work with the Chamber of Commerce or local manufacturers or retailers and interest them in hiring older persons in part-time jobs that are hard to fill because of the hours of work, location, etc.

The Administration on Aging has developed several inter-agency agreements with other Federal agencies to encourage efficient utilization of Federal resources.

A working agreement has been developed between the Administration on Aging and ACTION calling for the establishment of at least one ACTION program in each planning and service area and for the placement of older volunteers in Title III and Title VII programs. While the agreement included only three ACTION programs (Retired Senior Volunteer Program, Foster Grandparent Program, and the Senior Companion Program) many State Agencies on Aging and ACTION State offices have developed agreements among themselves which also include the ACTION Cooperative Volunteer Programs and the VISTA Program. Under the terms of the agreement, ACTION designates an "aging resources specialist" in each of its State offices, whose prime responsibility is to support programs carried out under Title II of the Domestic Volunteer Service Act and to coordinate those programs with Titles III and VII of the Older Americans Act.

A working agreement has been developed between the Administration on Aging and the United States Civil Service Commission which establishes a program for joint on-site evaluation of the performance of each State Agency on Aging in carrying out affirmative action programs for equal employment opportunity. The aim of this agreement is to insure the existence of workable affirmative action plans and, where necessary, to provide for technical assistance to remedy deficiencies. The goals of the affirmative action plan include older persons, aged sixty and over, in addition to women and members of minority groups.

#### 1.4 Selecting a sponsor for an employment program

In some communities there already exist a number of agencies with a tradition of involvement in older worker services, such as the local Employment Service, voluntary employment agencies, a Title IX sponsor, or a private social service agency. In other communities there may exist very little in the way of specialized services for older workers. Wherever possible, it would be appropriate to develop an older worker program within an existing employment program; however, in some communities it may be necessary to assist in the development of a non-profit corporation that can provide employment services.



In selecting a sponsor for an employment program or service component, the following guidelines may be helpful:

- The sponsoring agency should have experience in delivering employment services and should be willing to expand the number of service components so as to provide, to the fullest extent possible, the entire range of services involved in a comprehensive employment program, as discussed in Chapter III.
- The sponsoring agency should be willing to serve a variety of older persons and should have an interest in meeting the specialized needs of older persons with physical handicaps, low-income and minorities.
- The sponsoring agency should have demonstrated by its past activities a commitment to involving the elderly in the delivery of services and the operation of the program.
- The sponsoring agency should be able and willing to participate in communitywide planning and development efforts relating to older workers.
- The sponsoring agency should have demonstrated its ability for effective administration and management.
- The sponsoring agency should have demonstrated its willingness and ability to seek new funding sources, to consider and try innovative mechanisms and methods for service delivery.

## 2.0 ADVOCACY

### 2.1 Advocacy at the State level

State Agencies are likely to have the greatest impact on the employment situation of older workers through their advocacy efforts. As part of these efforts, relationships should be established with the various committees and key legislators who are related to employment matters. They should be informed about the latest developments in the situation of older workers and about the efforts being made at improvement.

There are a number of advocacy issues which the State Agency can address. Such issues include the following:

- ° Legislation and practices that deal with age discrimination in employment. Special attention must be given to working with public and private employment to develop employment goals that eliminate past discriminatory practices against older workers.
- ° State personnel practices that affect older workers, e.g., mandatory retirement provisions and the hiring of older persons as full- and part-time workers
- ° Special State funding for subsidized employment for older workers
- ° The establishment of older worker specialists and units within State and local offices of the Employment Service to provide counseling, job development and placement services for older persons
- ° The use of Title IX funds to train older persons to work as older worker counselors in State and local offices of the Employment Service
- ° Securing a "fair share" of both CETA and Employment Service programs
- ° Assisting older workers to bring class action suits against public and/or private agencies which fail to carry out mandates under existing law or regulations

The State Agency should solicit the ideas and opinions of Area Agency staff regarding legislation and any administrative hearings that take place. The Area Agencies and service providers are best able to mobilize community support for proposed legislative and program changes. They should encourage the elderly to involve themselves in legislation and program development that affect their interests, providing a constituency for advocates of older worker interests.

The State Agency can include discussion on the need for employment services in the State during the pre-State Plan meetings with the State advisory council and with the Area Agencies in order to stimulate interest in employment services. The hearings on the State Plan can provide an excellent opportunity to heighten awareness of the problems and needs of older workers. These hearings can involve State Agencies, public officials, the political leadership, and older workers themselves in a consideration of proposals addressed to these problems.

Through participation in the planning process, through reciprocal membership on boards, through comment on annual plans, through participation in whatever public hearings may be conducted by CETA, the Community Development Block Grant agency, and the Title XX agency,<sup>1</sup> and through participation in public hearings on general revenue sharing and the local budget, the State Agency can highlight the need for employment services and for a fair share of jobs for older persons.

State Agency staff can also develop collaborative relationships with staff in other State agencies who deal with issues related to employment. In this way they can obtain data and information necessary to report on the situation of older workers. These data can also be developed for use by Area Agency staff and should also be organized to conform to the jurisdictions of Area Agencies in order to facilitate their use at the local level. These data can then be used as the basis of advocacy efforts to secure a larger share of employment resources for older workers.

## 2.2 Advocacy efforts at the State or Area Agency level

Advocacy with the CETA prime sponsor will involve State or Area Agency efforts depending on the boundaries of the CETA jurisdiction in a particular area. The first step in the process is to determine the identity of the local prime sponsors and the prime sponsors of the Balance of State areas. It may be necessary to contact the State Manpower Services Council in order to get detailed information about the geographical areas of each prime sponsor so as to determine the degree of congruence with aging planning and service areas.

Once the identity of the CETA prime sponsor has been determined, the next step is to determine the identity of the person who is the chief planner for that CETA sponsor. A direct approach to this person is relatively easy when the territorial jurisdiction between a local prime sponsor and an Area Agency is congruent. Where a consortium or Balance of State arrangement is involved, it will be necessary to identify the specific person who has authority over the CETA jurisdiction related to the appropriate aging planning and service area.

The second step is to obtain information that will assist in understanding the planning process of the prime sponsor, the structure of the funding cycle, and an awareness of the variety

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It should be noted that in the 1975-76 Title XX plans, 39 States included employment services in their plans.

of programs and other activities in which the prime sponsor is involved. Where available, information should be obtained about the nature of older workers' participation in CETA programs. If such information is not available, questions should be raised regarding general impressions and the planner's own perception of the situation. The need for such information should be discussed with the planner, particularly the ways in which the State or Area Agency could cooperate in providing detailed information about the number, and other relevant characteristics of older persons in the area who have a need for CETA programs. The structure and operations of the aging Network should be explained to the CETA planner as a base from which to explore possible areas for collaborative planning and joint effort.

In order to effectively influence the CETA process, it will be necessary for Network Staff to have a clear understanding of the ways in which the operations of CETA can be related to serving the needs of older workers. It may be necessary to search for more data and information regarding demographic, employment, unemployment, income, and other characteristics which affect eligibility for CETA monies. It will also be necessary to ascertain the ways in which CETA decision making is related to the local government structure and to the Manpower Planning Council. Network staff will have to be sensitive to the complexities of decision making, the particular peculiarities of the area, and the ways in which to exert influence to affect decisions. This process may involve direct personal contact and establishment of relationships with key decision makers, participation in different councils or groups related to CETA, launching a public information advocacy program to publicize the needs and entitlements of older workers, and direct involvement in public hearings where the CETA plans are presented and considered.

An ongoing and continuing relationship should be developed with CETA so as to become acquainted with new developments regarding funding, programs, and Requests for Proposals. The best way to do this is by developing a relationship with the CETA planner and with other persons or agencies that are key actors in the CETA decision-making process. It is to be expected that CETA will remain central to the allocation and distribution of funds for employment and training. Relating to CETA is perhaps the single greatest challenge to the provider of employment services for older

workers. Even if specific program requests or funding approaches are overruled and turned down, the development and cultivation of a good working relationship is necessary.

It may very well be that certain CETAs are not approachable by, or available to, Network staff. In that case, a decision may have to be made to shift the focus of advocacy efforts to those key persons, including political leaders who are able to affect CETA decisions.

### 2.3 Advocacy at the Area Agency level

At the Area Agency level, it is important that staff call attention to those factors which are of greatest importance to older workers. The employment task force could become a central vehicle for analysis of issues and advocacy efforts. Area Agency staff and/or advisory council members should participate in planning groups and committees related to employment at the local level. This will help to establish relationships with key members of the employment network. Membership should be sought on the Manpower Planning Council of the local CETA prime sponsor, a group which is supposed to contain a representative cross-section of community interests. Attempts should be made to involve older workers themselves in all these planning activities, so that they can advocate on their own behalf.

Area Agency staff, advisory council members, and/or the employment task force should develop a program of education and public relations to impress upon the community the problems that older workers experience in the labor market. These advocacy efforts should include the development of materials which refute the commonly held biases that reinforce and justify discriminatory labor market practices against older workers. The discussion in Chapter I of this Handbook should prove helpful in this regard. A central part of this effort should be related to educating the public to understand older worker problems not only as they affect older persons but also in relation to the interests and well being of the entire community.

Area Agencies can use the hearings at the time of the Area Agency Annual Plan to document and publicize employment needs of the elderly. Older persons should be encouraged to participate as spokespersons. For example, older people who have been unable to obtain employment or who have experienced age discrimination in employment would be particularly effective in communicating the need for employment services.

### 3.0 FUNDING

Federal funding sources for employment programs are presented in the following pages.

# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATUTE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
1. <u>ADMINISTRATION ON AGING,</u> <u>DHEW</u> ° Older Americans Act of <u>1965, PL 89-73 1</u> Title III Section 303 Area Planning and Social Service Programs	Provides funds which can be used for the administration, evaluation and the development and expansion of employment services, including salaries, rental costs, equipment and supplies. This does not include financial support to establish programs whose primary purpose is paid employment.	State issues guidelines and directly funds service projects in planning and service areas not covered by an Area Plan. Area Agencies set forth program objectives and budgets in Area Plans subject to State approval.
2. <u>ADMINISTRATION ON AGING,</u> <u>DHEW</u> ° Older Americans Act of <u>1965, PL 89-73</u> Title III Section 308 Older Americans Act Model Projects on Aging	Can be used to develop employment services which are innovative and can be replicated nationally. Projects are generally approved for a period of 12 months.	Contact the Administration on Aging.
3. <u>ADMINISTRATION ON AGING,</u> <u>DHEW</u> ° Older Americans Act of <u>1965, PL 89-73</u> Title IV-A Training	Can be used to develop and conduct employment service in-service training, to conduct statewide or areawide conferences, and to develop materials.	State Agency develops a training plan with input from Area Agencies. Contact should be made with the State Agency.

1 A further discussion on the uses of Title III funds can be found at the of this section.

# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATUTE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
<p>4. <u>EMPLOYMENT AND TRAINING ADMINISTRATION, DOL</u></p> <ul style="list-style-type: none"> <li>◦ <u>Older Americans Act of 1965, PL 89-73</u></li> <li>Title IX</li> <li>Section 902(b)</li> <li>Senior Community Service Employment Program</li> </ul>	<p>As a subsidized employment program, Title IX can provide part-time positions for individuals who are economically disadvantaged and age 55+. The goal of Title IX is to move these individuals into unsubsidized employment. Funds may also be used to provide training for Title IX staff, and employees' transportation costs when performing their job.</p>	<p>Application should be made to national contractors and/or the State Agency designated by the Governor to administer these funds.</p>
<p>5. <u>EMPLOYMENT AND TRAINING ADMINISTRATION, DOL</u></p> <ul style="list-style-type: none"> <li>◦ <u>Comprehensive Employment and Training Act of 1973, PL 93-203</u></li> <li>Titles I, II, III, VI</li> <li>Comprehensive Employment &amp; Training Act (CETA)</li> </ul>	<p>Provides subsidized employment in public service jobs for individuals who are eligible based on unemployment and income. Funds may also be used to provide training and specialized programs to meet the needs of special groups, including the elderly.</p>	<p>State and Area Agencies should contact the CETA prime sponsor or the Balance of State CETA in their area. The State Manpower Services Council may also have funds.</p>
<p>6. <u>UNITED STATES DEPARTMENT OF LABOR</u></p> <ul style="list-style-type: none"> <li>◦ <u>Wagner Peyser Act of 1933, as amended</u></li> <li>Employment Service</li> </ul>	<p>Can be used to obtain employment services on behalf of older people, through the Employment Services. Specialized services are authorized to be provided for groups with special employment needs, including the elderly and handicapped. Funds are available only for use by offices of the Employment Service.</p>	<p>Contact should be made with the local or State office of the Employment Service.</p>

# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
<p>7. <u>ACTION</u></p> <ul style="list-style-type: none"> <li>◦ Domestic Volunteer Services Act of 1973, PL 93-113</li> </ul> <p>Title II, Part A</p> <p>RSVP</p>	<p>Can be used as a source of volunteer manpower to staff an employment service, and may provide transportation for the volunteers as needed.</p>	<p>RSVP forms are issued by the State ACTION office to applicants who have established eligibility through preliminary procedures; applications are submitted to the State ACTION office.</p>
<p>8. <u>ACTION</u></p> <ul style="list-style-type: none"> <li>◦ Domestic Volunteer Services Act of 1973, PL 93-113</li> </ul> <p>VISTA</p>	<p>VISTA can provide employment services with full-time volunteers not exceeding 2 years but not less than 1 year. Volunteers may include professionals and low-income, locally recruited individuals.</p>	<p>Contact State ACTION office.</p>
<p>9. <u>ACTION</u></p> <ul style="list-style-type: none"> <li>◦ Domestic Volunteer Services Act of 1973, PL 93-113</li> </ul> <p>Title I, Part C Section 122(a)</p> <p>Mini-Grant Program</p>	<p>Up to \$5,000 demonstration grant to mobilize part-time uncompensated volunteers. Amounts over \$2,000 must be matched by non-Federal funds.</p>	<p>Contact the State ACTION office.</p>



# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATUTE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
<p>10. <u>OFFICE OF HUMAN DEVELOPMENT SERVICES,</u> <u>ADMINISTRATION FOR PUBLIC SERVICES</u></p> <ul style="list-style-type: none"> <li>◦ <u>Social Services Amendments of 1974</u></li> </ul> <p>Title XX Section 2002(a) (1)</p> <p>Public Social Services</p>	<p>In order to receive funding for employment services, employment must be included in the State Title XX plan. At the option of the State employment services for low-income persons could be purchased from providers.</p>	<p>State and Area Agencies should contact the State or local agency (Department of Social Services/Welfare) administering Title XX regarding possible purchase of service contracts for service providers.</p>
<p>11. <u>OFFICE OF HUMAN DEVELOPMENT SERVICES,</u> <u>ADMINISTRATION FOR PUBLIC SERVICES</u></p> <ul style="list-style-type: none"> <li>◦ <u>Social Services Amendments of 1974</u></li> </ul> <p>Title XX</p> <p>Public Social Services Training</p>	<p>Can be used for training and retraining of employment personnel directly involved with the delivery of employment services, which excludes administrative and management staff.</p>	<p>State and Area Agencies should contact the State or local agency (Department of Social Services/Welfare) administering Title XX.</p>

# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATUTE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
<p>12. <u>PUBLIC WORKS AND ECONOMIC DEVELOPMENT ADMINISTRATION</u></p> <ul style="list-style-type: none"> <li>Local Public Works Capital Development and Investment Act of 1965, <u>PL 94-369, 95-28</u></li> </ul> <p>Title I</p> <p>Public Works</p>	<p>Grants for construction and improvements of community facilities, to provide subsidized employment in areas where the unemployment rate is significantly higher than the national average.</p>	<p>State Agency can apply to the State Economic Development Administration. Area Agency or employment service can apply to local municipality.</p>
<p>13. <u>COMMUNITY PLANNING AND DEVELOPMENT, HUD</u></p> <ul style="list-style-type: none"> <li>Housing and Community Development Act of 1974, <u>PL 93-383</u></li> </ul> <p>Title I</p> <p>Section 5301-5317</p> <p>Community Development Block Grants</p>	<p>Can be used for developing, improving, and coordinating subsidized employment services to benefit low and inadequate income individuals. Money can be used as matching funds for other Federal service programs. Programs focus on urban areas where there is a great need for physical redevelopment. While some money is available for services, priority in most communities goes to neighborhood redevelopment, housing rehabilitation, sewer construction, etc.</p>	<p>Area Agencies or grantees should contact the locality (city, town, or county) which receives Community Development Entitlements.</p>

# FEDERAL FUNDING SOURCES FOR EMPLOYMENT SERVICES

ADMINISTRATIVE AGENCY STATUTE TITLE AND SECTION PROGRAM NAME	EMPLOYMENT USES AND RESTRICTIONS	APPLICANT PROCEDURE
<p>14. <u>UNITED STATES DEPARTMENT OF THE TREASURY</u></p> <ul style="list-style-type: none"> <li>State and Local Fiscal Assistance Act, <u>PL 94-488</u></li> <li>Amendments 1976</li> <li>General Revenue Sharing</li> </ul>	<p>Funds may be for program operations, staffing and capital expenses. Revenue sharing funds may be used as a match for other Federal funds. Since particular consideration is given to non-recurring expenditures, these funds are applicable to the development of employment services, the purchase of furniture and equipment.</p>	<p>Procedure is highly localized. Contact local government (State, county, town, etc.) Provide input into plans for these funds through hearings, contact with agency heads, examination of plan now in effect and State report of fund allocation. Approach key political and budgetary officials for guidance.</p>
<p>15. <u>COMMUNITY SERVICES ADMINISTRATION</u></p> <ul style="list-style-type: none"> <li><u>Community Services Act of 1974, PL 93-644</u></li> <li>Title II</li> <li>Section 222(a)7</li> <li>Senior Opportunities and Services (SOS)</li> </ul>	<p>Can be used to establish a new employment program for low-income elderly or to remedy gaps and deficiencies in an existing employment program; for example, funds could be used to improve the outreach component of an existing employment program.</p>	<p>Community Action Agencies may delegate individual projects by contract to other agencies. Contact State Economic Opportunity Office or local Community Action Agency.</p>
<p>16. <u>BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF THE INTERIOR</u></p> <ul style="list-style-type: none"> <li><u>Snyder Act of 1921, PL 67-85</u></li> <li>Indian Social Services General Assistance</li> </ul>	<p>May be used to provide assistance in job placement and for general employment counseling to Indians whose residence is on or near an Indian reservation under the jurisdiction of the Bureau of Indian Affairs.</p>	<p>Contact should be made with local or Regional Bureau of Indian Affairs offices.</p>

CROSS REFERENCES OF FUNDING SOURCES  
BY TYPES OF SERVICE ELEMENTS FUNDED

FUNDING SOURCES*	S E R V I C E   E L E M E N T S		
	STAFF	TRAINING	MATERIALS
1. OAA, Title III, Section 303	X	X	X
2. OAA, Title III, Section 308	X	X	X
3. OAA, Title IV-A		X	
4. OAA, Title IX	X	X	
5. Comprehensive Employment Training Act (CETA)	X	X	X
6. USDOL, Wagner Peyser Act	X	X	X
7. ACTION, RSVP	X		
8. ACTION, VISTA	X		
9. ACTION, Mini-Grant Program	X		
10. Title XX, Section 2002(a)(1)	X	X	X
11. Title XX - Training		X	X
12. Title I - Public Works	X		
13. Community Development Block Grants	X		
14. General Revenue Sharing	X		X
15. Senior Opportunities and Services (SOS)	X		X
16. Snyder Act - General Assistance	X		

\*These numbers correspond to the numbers on the funding table immediately preceding.

In addition to Federal sources of funds, there are a variety of other sources that can be explored.

° State, city and/or county funds

- State offices of vocational rehabilitation may have special supportive services available for the needs of handicapped older workers
- Special funding by State legislatures of subsidized employment for older persons. City and county governments should also be looked to for possible sources of support.
- Provision of office space in public buildings for an employment program
- Local governments may choose to supplement the operations of Title IX and Title X contract service providers with various kinds of support, ranging from monetary supplements to the provision of office facilities and staff support

° Civic and religious organization

Many organizations, such as Catholic Charities, the Federation of Protestant Welfare Agencies, and the Federation of Jewish Philanthropies, have a tradition of providing some employment service components. Support might include special grants for particular projects, the lending of facilities and staff support, and joint efforts towards tapping other community sources of aid.

° Private philanthropy

Local foundations, corporations, and labor unions may provide support for an employment program. Such support could include funds or office facilities and staff support.

It is important to recognize that an employment program can be funded from a variety of sources. For example, a single program could use Title IX funds to provide part-time subsidized jobs for some older persons; Title XX to fund a job developer for those persons who are ineligible for Title IX but who fall within the Title XX guidelines; and CETA funds to develop services for those older persons who are above both the Title IX and Title XX guidelines.

## Use of Title III funds

By far the greatest share of resources for potentially serving the elderly are under programs and agencies outside the purview of the Older Americans Act. Therefore, in order to generate the maximum possible amount of services for older persons, the Title III legislation and regulations promote the following approach to meeting priority service needs:

- To first seek funding entirely through other public and private agencies
- If this is not possible, to utilize Title III funds as incentive monies to attract or "draw in" support from other agencies
- To fund exclusively with Title III funds only when it has been clearly determined that a service cannot or will not be supported solely or in conjunction with another agency

State and Area Agencies should follow this approach in reaching funding decisions on needed services.

The Title III regulations place a 3-year limit on the period of time during which Title III funds can support an individual service activity. After this period it is hoped that the activity can be financed from other resources in the community. In this way scarce Title III funds can be reallocated to stimulate the support of additional services for older persons. If this cannot be done, the Director of State Agency on Aging may grant an exception.

After a service has been funded, State and Area Agencies should assist the provider in the identification and mobilization of alternative resources in anticipation of the eventual withdrawal of Title III funds.

### 4.0 MONITORING AND ASSESSMENT

The State Agency can play an important role in monitoring the extent to which objectives relating to the development and expansion of employment services are included in the Area Plan. The State Agency should examine the extent to which the purposes of Area Agency contracts with service providers are clearly spelled out and the extent to which coordination between various

employment service providers has been achieved. The State Agency should also assess the degree to which those agreements that have been developed with service providers stipulate the specific kinds of services that are responsive to the needs of older workers, with special attention to the needs of low-income, handicapped, and minority persons.

The State Agency could develop reporting forms for use by all Area Agencies in the State to collect service statistics from employment service providers. Reporting forms used by the Employment Service or by CETA prime sponsors could be adapted for use by the Aging Network. Service data can be an important tool in the efforts of the State Agency to demonstrate to the legislature or other State Agencies the need for employment services. These data will also be useful to the State Agency for comparing the services provided and the service costs associated with service providers in different planning and service areas. In addition, the data reflect the needs of older workers and, combined with follow-up data, may be used to identify gaps in services.

The Area Agency needs to help employment service program providers understand the importance of data and the fact that data are just as important to their programs as to the Area Agency. It is important to help service providers understand that data are important for purposes of internal management, for effective service delivery and for use when seeking support for the service. Therefore, developing good data reporting systems is in the best interests of the people being served by the programs.

If the State Agency is considering the implementation of a new data reporting form, it is important that the Area Agencies be asked to review the form when it is in draft. Area Agency staff should have time to review the form, to discuss it with service provider staff, and to provide feedback. The State Agency should try to revise the form according to Area Agency and service provider suggestions. Such participation in the creation of a service reporting form by those who have to use it will insure its reasonableness and utility as well as the cooperation of intended users. The same process should be followed when the Area Agency decides to implement a new reporting form for employment service providers. Inputs should be obtained from providers and their suggestions regarding revisions should be carefully considered and discussed. Where there is more than one provider, a group meeting to review the initial forms and subsequent revision can be particularly effective. Following finalization of the forms, a group training session on their use should be held by the Area Agency.

#### 4.1 Program data

The Area Agency needs certain data from the providers of employment services. The following data are relevant:

- ° Client demographic data

Data on participants is important for service planning, actual service delivery and an assessment of how well the service is reaching groups with special problems such as handicapped persons and members of minority groups. It should be understood that there may often be resistance on the part of applicants to providing information that they deem confidential. In most cases, an explanation as to why the questions are being asked will serve to get their cooperation. In any event, no older persons should be pressured to provide data against her/his wishes. The following information should be collected during intake and summarized at least quarterly.

- Age
- Sex
- Ethnic status
- Income: above or below Bureau of Census poverty level
- Significant handicaps that might affect employability
- Employment history
- Occupational background

- ° Service Statistics

Data should be collected that report on the different components of the employment program. This should include attention to matters such as:

- Numbers of persons who are contacted through outreach and recruitment efforts
- Numbers of persons interviewed in intake



- Numbers of people and type of services received as a result of the assessment process
- Number of counseling sessions
- Number of training sessions
- Number of job placements
- Number of job development efforts which have been conducted and the number of jobs resulting from these efforts
- The kinds of follow-up efforts that have been made and the result of these efforts as related to numbers of older workers still employed in original placement, numbers no longer employed and those who have moved from subsidized to non-subsidized jobs

#### 4.2 Contract specifications

The Area Agency will need to assess whether or not the program is meeting its stated objectives. It will only be possible to do this if the contract between the Area Agency and the employment service provider delineates some very specific objectives.

The following represent suggestions of the kind of things which could be included in the contract, as well as an example of each.

- ° Objectives which are to be achieved by the contract, beyond the numbers to be served.

Example -- Title III monies are to be used to fund a job development position in a voluntary employment agency to demonstrate that such a person can increase the percentage of jobs available to older persons by 50%.

- ° A definition of each service component and specifications regarding how it is to be delivered.

Example -- Job development activities will focus on the development of jobs for older persons which do not currently exist. The job development specialist will make special presentations at hospitals, clinics, nursing homes, and other community agencies in an effort to stimulate interest in creating jobs for older persons which provide special escort and translator assistance to older persons who need such assistance.

- ° Target population for the service component and how this population is to be identified.

Example: The target population is the group of older workers in the community who have been defined as not employed but who wish to work, full or part-time. Special emphasis in the recruitment and publicity efforts will be made to attract minority and handicapped older people with an interest in employment.

- ° Staff qualifications

Example -- The program will employ three counselors, each of whom is an older person. These individuals will possess the following qualifications: background in personnel or related field, sensitivity to problems and needs of older workers, and understanding of the employment network in the local community.

- ° Training schedule and outline

Example -- Prior to beginning employment, the counselors will participate in an orientation program which will inform them about the situation of older workers in the community; the variety of services that might be utilized in responding to the needs of older workers; and the skills and techniques that will be used by them while functioning in their position as employment counselors.

- ° Staff supervision

Example -- These counselors will receive direct supervision on a regular basis from a supervisor who will assess their performance and provide guidance and direction. The counselors will also be involved in regular staff conferences, allowing them an opportunity to be informed of agency policy and to share their concerns with other staff members.

- ° Specification of data to be reported to the Area Agency monthly.

Example -- Each month the program will provide the following data: number of applicants interviewed, number of services provided by service component (area), number of referrals made, number of job placements, results of job development efforts and demographic breakdown of the characteristics of applicants in relation to age, sex, race, ethnicity, and handicap.

- ° Specifications regarding what data and information will be available to the Area Agency staff, and/or members of the advisory council during regular site visits.

Example -- An Area Agency staff member plans to visit the program at least once every three months. At that time, the Area Agency staff member responsible for monitoring the contract and a member of the advisory council will want to speak to several clients who have been successfully placed in jobs and several clients who are receiving services but who have not yet been placed in order to ask about their reactions to the service.

- ° Participation in regular Area Agency-sponsored meetings with other service providers, if appropriate.

Example -- The program director will participate in the monthly Area Agency meeting of all service providers in the planning and service area.

- ° Elaboration of specific interagency coordination and/or service integration strategies, as may be appropriate.

Example -- The program director and other staff will participate in a monthly meeting in order to coordinate the services of the employment program with the activities of other agencies, such as Title IX program operators, CETA employment programs, and the Employment Service.

If the above elements are represented in specific detail in the contract, the service monitoring role of the Area Agency and its technical assistance efforts will be greatly facilitated.

## 5.0 TRAINING AND TECHNICAL ASSISTANCE

### 5.1 Technical assistance at the State level

The State Agency has an important information gathering and dissemination role to play in training and technical assistance efforts. The State Agency could develop a special report on the situation of older workers in the State and include basic data and information that would be relevant to the planning needs of Area Agencies. These reports should be developed so as to make the data applicable to the jurisdictions of local agencies, thereby facilitating their use. These reports should be circulated

to all members of the Aging and the Employment Network and should be developed so as to stimulate their concern with the needs of older workers. These reports might also provide background information that would be useful in the planning of conferences and training workshops. The particular mechanism for dissemination may vary from State to State. If the State Agency has a newsletter such information could be included on a regular basis as part of a regular update on employment news. Or, on special occasions, a particular newsletter or publication could be developed that would deal solely with developments in employment, with the State providing the integrative role of relating national developments to local needs. Special attention should be given to the identification of funding cycles and application procedures for employment funds and programs. The State Agency should also collect and distribute the latest informational reports that relate to employment and older workers, such as Employment and Training Administration Interchange, Manpower Report of the President, Industrial Gerontology, and publications of the Clearinghouse on Employment for the Aging.

As part of its planning function, the State Agency could state the areas of need that are priority areas of concern regarding older workers and call this to the attention of local Area Agencies.

The State Agency could plan a statewide conference or workshop for Area Agency staff, and employment network staff. The conference could be organized around a central theme, e.g., new developments regarding CETA and older workers, new approaches to counseling older workers, etc. Such workshops could present background information on the local economy and occupational developments, as well as information, skills and techniques related to program operations. Existing materials on older workers are described in the annotated bibliography and could be accessed for use in training efforts.

The State Agency should arrange for presentations by Area Agencies that have developed employment programs in regularly scheduled meetings that take place among Area Agency directors. This would be a natural vehicle for the statewide dissemination of the latest innovations in programs and could encourage other Area Agency directors to give consideration to the development of similar programs in their own communities.

Another function of the State Agency would be to organize a workshop for the various statewide existing or potential service providers. This interchange will provide a forum for the sharing of experiences by service providers, and also give them an

opportunity to influence the planning and advocacy efforts of the State Agency. Program providers could inform the State Agency on the types of support they are lacking the kinds of technical assistance and information they require, and what the State Agency could do to enhance the effectiveness of their operations. Federal agency staff and State officials from agencies with employment concerns should also be involved in these workshops. They would gain knowledge about the employment situation of older workers in the State and perhaps be encouraged to join in supporting efforts to improve services.

While it is not expected that the State Agency staff will necessarily have the expertise that is required to provide technical assistance in the area of employment, they should be aware of consultants who are capable of providing technical assistance and training. A list of such consultants should be developed.

The State Agency could also give consideration to the addition to the staff of an individual who has knowledge and experience in this service area. Such an individual could be funded through Title IX and would have as a major responsibility the development of employment services throughout the State.

## 5.2 Technical assistance at the Area Agency level

The Area Agency can provide technical assistance to local program providers on how to obtain additional sources of funding and staffing. Area Agency staff should periodically determine that these providers have the latest information about these sources and that they know how to obtain them.

The Area Agency has an important technical assistance role promoting coordination between the service providers and other relevant agencies in the community. It may be that some service providers have very little experience in working with older workers, and contacts with other agencies could provide a valuable source of information and encouragement. The Area Agency could develop workshops, in conjunction with the employment network, to help develop an understanding of older worker problems and to enhance their skills in delivering services responsive to these needs.

By integrating and coordinating the activities of local program operators and providing regular opportunities for professional growth and development, the Area Agency staff will make an important contribution to the improvement of employment services for older workers in their local community.

**VI. SERVICE PROVIDER  
OPERATIONS**

## CHAPTER VI - SERVICE PROVIDER PROGRAM OPERATIONS

### 1.0 STAFF ORGANIZATION

Any of the positions described below can be filled by paid or volunteer staff, full or part-time. It is desirable that the position of project director be filled by a full-time paid person. The size of the employment service will be an important determinant of staff organization. If the service is small, involving only a few professional staff, specialization of functions is not likely. To the extent that the service involves several staff in a variety of activities, it will become necessary to pay more attention to the creation of differentiated staff positions.

The greater the size of the employment service, the more possibilities for the development of specialized staff roles. The following positions are of greatest importance:

- ° A project director whose responsibilities include planning, coordination, and management of all activities, in addition to providing supervision and direction to staff and assistance to cooperating agencies in the community.
- ° A job developer to determine the skills and aptitudes of applicants, and develop and stimulate job openings that relate the skills of applicants specifically to the needs of the service provider and business community.
- ° A job counselor to conduct initial intake interviews, make assessments as to appropriate referrals and placements, and conduct follow-up.
- ° Clerical/administrative assistant to assist in maintaining financial/administrative records and service statistics.

Sample job descriptions, experience, and qualifications necessary for a project director, a job developer, and an administrative assistant are presented in Appendix B.

It is particularly desirable to employ older persons who have worked in employment service-related fields. By doing so, several ends are met. First, elderly clients will probably find it easier to communicate with an age peer -- and vice versa. Second,

the older person is likely to have personal understanding, perhaps even through direct experience, of the impact which joblessness may have, and of ways in which to productively counsel the applicant. Finally, by having older workers on its own staff, the program gains credibility in its attempts to advocate for employment of older workers, and serves as a demonstration of the value of such employees.

Particular attention should be given to the recruitment of ethnic minorities and to people who are bilingual in a language common to large numbers of older persons in the community. They can provide valuable assistance in helping to orient non-English speaking persons to the existence and purposes of the employment service. Any recruitment efforts must be done in compliance with equal opportunity and affirmative action regulations. There are many methods for recruitment. Among them are:

- ° Advertisements in newspapers and newsletters; foreign language newspapers should be included
- ° Contact with ACTION, which can provide well-trained people
- ° Contact with groups of retirees especially those with experience in school guidance and vocational counseling
- ° Contact with public employment services and other agencies that have older worker programs and a substantial file of middle aged and older job seekers
- ° News stories on local television and radio (including foreign language stations) to reach unemployed older persons who have given up looking for work
- ° Employers who may know of older and retired former employees with the skills and experience required by an employment service

## 2.0 STAFF TRAINING

Staff training should focus on the following areas:

- ° Development of interviewing skills as related to older workers



- Development of assessment skills as related to older workers
- Development of counseling skills, including pre-retirement counseling; assisting clients to set realistic employment goals; and alleviation of work-related anxieties
- Knowledge of the employment opportunities that are available in the community and of the variety of programs and services that might be related to the needs of older workers
- Knowledge of job development skills, including contacts with potential and prospective employers

### 3.0 PROGRAM OPERATIONS

#### 3.1 Outreach and recruitment

Potential methods of client outreach and recruitment will vary in relation to the specific circumstances of the community. The following are the kinds of activities that would generally be involved:

- Articles in newspapers including foreign language papers
- Paid radio and television advertising or public service announcements, including foreign language stations
- Radio features or mention in a news program
- Appearances on televised community affairs programs and talk shows
- Telephone directory listings
- Mass mailings of brochures and flyers
- Placement of brochures in Social Security offices, government buildings, or other public places which older persons frequent
- Placement of posters and brochures in places where older people frequent, e.g., senior centers, nutrition sites, shopping centers, churches

- Inclusion of fliers in other mailings, e.g., utility bills
- Talks before various groups involved in employment, such as civic clubs, trade associations, veterans groups, chambers of commerce, and community councils
- Contact with various groups and associations involved in different aspects of research, service provision, and professional development related to older people
- Contact with different parts of the employment network which could provide access to referral sources such as the Employment Service, CETA, Welfare Department, and other public and private agencies where elderly people may be concentrated
- Participation in employer institutes, senior citizens activities, older worker employment observances, and other related activities.

Since outreach efforts will usually determine who is going to receive the benefits of programs, it is important to pay particular attention at this point to insure that efforts are made to attract those individuals who would probably not be reached through the regular channels of outreach efforts. Attention should be given to the fact that many older persons -- often those who are most in need -- do not participate in organized group activities involving older persons. Such persons would therefore be left out if recruitment methods focus solely on organized community activities.

The special needs of older persons who do not speak English should be considered in the course of outreach efforts. Where significant populations of such persons exist, attention should be given to the development of materials in the foreign language that is most common in the area.

It is particularly important that publicity efforts be in keeping with the number of available jobs, as an overselling of job availability can lead to considerable disappointment and resentment.

Another important consideration, especially in rural areas, is the fact that many potential participants may live far away from the location of the service, and if public transportation is

not available, will find it impossible to participate. The needs of such older workers must be taken into account and efforts made to provide some form of either regular public transportation, or a specialized service developed for their needs. Arrangements for car pooling to a centralized location in town or for use of special buses for the elderly should be explored in the context of employment-related goals.

### 3.2 Intake

An effective intake process is the key to the subsequent provision of more effective employment services. Attention to obtaining comprehensive information at this time will greatly facilitate job placement efforts and reduce the mistakes and errors caused by inadequate attention to the worker's problems and service needs. In order to facilitate the interview process, the applicant should be given an application to fill out prior to the beginning of the interview. The application should contain information pertaining to the following:

- Review of work interests and work history
  - Applicant's preferences for work
  - Special education, training, hobbies
  - Different kinds of jobs held
  - Job duration
  - Time periods covered
  - Current attitudes toward working in previous occupations
  - Reasons for job separation
  - Current goals, plans, needs, and aspirations
- Education and training
  - Current applicability of education and training experiences of applicant
  - Assessment of attitude towards additional training

- Physical capacities

This information may be determined through contact with the client's physician or through referral to a health resource.

- Physical agility
- Working speed
- Mental alertness
- Vision and hearing

- Income needs

- Non-job income
- Number of dependents
- Household income needs

An example of an intake form which can be used in the operation of an employment service is included in Appendix C.

Some older workers have problems that interfere with their functioning effectively in the job market. These difficulties might be related to the skills necessary to conduct an effective job search. They may also be related to performance on the job. It is important that problems be identified early in the intake process in order to more effectively plan for remedial special services. These problems may include:

- Lack of confidence, anxiety and personal insecurity stemming from not having worked or not having looked for work for a long time
- Physical handicaps which might require special adaptation in the work place or referral to the local vocational rehabilitation agency for physical rehabilitation or prostheses
- Limitations in spoken or written English
- Psychological depression over previous job loss and the lack of demand for her/his occupational skills

Some of the things to look for in spotting such problems are:

- Applicant's appearance and attitude
- Previous work history and reasons for job separation
- Lack of confidence and low morale during interview
- Unrealistic demands regarding jobs
- Lack of marketable skills -- sometimes related to displacement from long-term employment in specific occupation
- Long period of unemployment and lack of success in job search

These indicators are a way of alerting program employment service persons to the need of the client for special services. It is important that this be done early in the intake process. The sooner these problems are identified, and the services provided, the more likely it is that the client can be prevented from dropping out from the labor market. Some of the special services involved include:

- Counseling
- Testing
- Selective placement meaning proper appraisal of physical capabilities and the search for a job opening consistent with those remaining capacities
- Job development
- Follow-up
- Group guidance

Testing is sometimes used to discredit older workers. This occurs when tests, instead of being used as one of a number of tools to evaluate the needs and potential of prospective employees, become part of an arbitrary personnel practice used to facilitate hiring decisions. Tests are regularly used by the Employment Service in assessing and counseling job applicants. These tests seek to determine aptitude, proficiency, achievement and interest. For testing aptitude, the General Aptitude Test Battery (GATB) is most

frequently used by the Employment Service. For determining aptitude for a specific vocation, the Specific Aptitude Test Battery (SATB) is used. Where appropriate, the Nonverbal Aptitude Test Battery (NATB) is used. Proficiency tests assess a person's ability to perform a particular task, such as typing, shorthand, or spelling. Achievement tests are similar to proficiency tests, except that they measure more stable characteristics such as reading or math. The Stanford and Metropolitan Achievement Tests are commonly used for this purpose. Interest tests are administered in counseling situations as an aid to giving vocational guidance. The Kuder Form C and the Interest Check List are often used to test vocational interest. <sup>1</sup>

The special problem that older workers experience is that usually they are not as "test-wise" as younger workers who have recently completed their schooling and are much more familiar with the skills involved in test taking. Also, to the extent that tests emphasize speed in completion, they may discriminate against older persons who perform more slowly, even though this slowness will often not affect job performance. In addition, tests do not take into account age and experiential differences among the test takers. It is important to guard against excessive reliance on tests results as a decision-making tool in determining employment decisions. It is especially important to publicize the manner in which tests may be especially prejudicial to older workers and to ensure that counselors and job developers are properly trained in their use.

An important part of an employment program is the provision of retirement counseling services. This could apply to workers who were already retired or who are considering the possibility of future retirement. This service would involve attention to such matters as:

- ° An assessment of the status of their social security and private retirement system benefits
- ° Alternative patterns of full and part-time work and the impact upon their retirement income
- ° The status of their various insurance plans (medical, life, other) and their relationship to employment and aging

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<sup>1</sup> This discussion is developed from "Employment Services, Instructor's Guide," part of the "Older Workers Specialist Training Program," developed by Minneapolis Center Rehabilitation Center staff under contract to the Minnesota Department of Manpower Services and the United States Department of Labor, 1972.

- ° Sources of education, training, and reemployment opportunities that exist in the community, full and part-time
- ° Discussion of issues affecting the well being of older workers as they deal with pre-retirement decisions and post-retirement adjustment

The intake process is an appropriate time for sorting out the needs of applicants and where possible, providing for an immediate resolution. For those applicants who are not working and who desire and are ready for immediate job placement, an important service during intake would be the provision of immediate job referrals through some form of job bank. The job bank has already been developed in Employment Service offices throughout the nation, at least that part which deals with the listing of job openings. Access to job openings listed in the job bank should be sought from local offices of the Employment Service if the employment program for older persons is not housed there.

### 3.3 The use of community resources

There are many situations where the special needs of older workers cannot be attended to by the employment provider. To attempt to do so would result not only in waste and duplication but probably in the provision of a lower level of service than available elsewhere in the community. It is necessary that employment providers have information and awareness regarding other places in the community where these services could be obtained. Some of the services performed and examples of the organizations involved are:

- ° Vocational rehabilitation and counseling services

Vocational rehabilitation and counseling services are provided by a wide variety of agencies including the Commission for the Blind; State Vocational Rehabilitation Agencies; Veterans Administration; organizations involved in the rehabilitation of persons with such physical handicaps as diabetes, tuberculosis, epilepsy, hearing and speech; and especially sheltered workshops engaged in the vocational rehabilitation of older workers with personal, job and physical problems.

- ° Additional or special employment assistance

- CETA -- for education and job training programs and public service job listings

- United States Employment Service -- for listing of jobs and information regarding job development
  - Goodwill Industries -- sheltered workshops for vocational rehabilitation of those workers with physical, personal, or job-related problems
  - National Urban League -- for special assistance regarding minority clients
  - Forty Plus Clubs -- for special assistance with older executives and professionals
  - Older persons clubs, associations and groups which are natural sources of job leads
  - Trade associations and Chambers of Commerce
  - Non-profit employment agencies and regular employment agencies, especially those dealing with part-time and temporary help
- ° Vocational training
    - State rehabilitation agencies for vocational guidance and training
    - Community organizations, Y's, churches and other groups involved in developing short-term specialized skill training programs
    - Local Boards of Education offering adult education programs and vocational training
    - Private proprietary schools for specialized job oriented training programs
  - ° Health and welfare services
    - Hospital and rehabilitation centers for evaluation of work capacities and treatment of impediments
    - Veterans Administration for health and welfare services for older veterans who are eligible

The types of agencies and services available will vary among different localities and States. Some of these agencies exist only



at the State level, while some exist in almost all local communities, especially in the larger metropolitan areas. Information as to what is available should be known by employment program providers. This information will provide a basis for referral to appropriate agencies for particular services and also help assure the most effective use of employment monies by avoiding duplication and overlapping of functions with other existing services.

For purposes of effective program operation, it is advisable to develop a directory which will list the various resources available in the community. Such a directory should contain information about the appropriate agency to contact for each desired service, how to apply for the service and standards of eligibility for payment involved in receipt of the service. A community resources directory devoted to this purpose was formulated as part of the Older Worker Specialist Training Program developed for the Department of Labor in 1969.<sup>1</sup> A description of the procedures used in developing a community resources directory is provided in Appendix D.

Prior to undertaking such a task, Area Agency staff and service providers should determine whether such a directory has previously been developed by other agencies, such as the Employment Service, the CETA prime sponsor, the local community hest, or United Way.

### 3.4 Employer relations

The major focus of job placement and job development efforts will be upon employers. Ultimately, it is private employers who will be making the decisions to hire or lay off older workers. Their impact in this area, upon older workers currently employed and those who seek employment is far greater than the numbers of jobs possible through CETA and Title IX sources. Therefore, it is most important that employment providers concentrate upon developing good working relationships with private employers. This involves:

- ° Education and public relations efforts to convince them of the desirability of hiring older workers

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See the bibliography for a description of the materials developed in this training program, one module of which is concerned with community resources.

- Developing employer involvement in employment services for older workers
- Bringing employers together for special institutes
- Developing practical demonstrations of the benefits involved in hiring older workers and disseminating this information through special fact sheets and circulars
- Consulting with employers regarding techniques for eliminating discriminatory practices in personnel procedures, that are in violation of the Age Discrimination in Employment Act

The focus of these efforts is to change those employer practices which have a discriminatory and negative impact upon the situation of older workers; to influence employers to think positively about older workers in terms of their skills, knowledge, and ability do to the job; and to abandon any stereotypes which result in biases against hiring older workers.

Some activities that the employment provider could carry out to further this aim include:

- Obtaining modification, or removal, of upper age limits and other nonperformance requirements on job orders
- Developing suitable job openings for well qualified individual older workers, and groups of older workers, thereby demonstrating the positive aspects of employing older people
- Obtaining information from employers regarding the basis and reasons for setting upper-age limits in hiring
- 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
- Giving information to employers which will help overcome their objections to the hiring of older workers
- Offering appropriate services, such as job analysis, to stimulate employers to set realistic hiring requirements as to physical abilities, skills, knowledge, and other factors, for each of their jobs

- Helping employers to devise methods for effectively utilizing, as far as possible, the available labor supply, including older workers
- Promoting the effective utilization by employers of their workers as they grow old, through promotion, transfer, and modification or redesign of jobs

### 3.5 Job development procedures

The goal of the employment program should be to ensure jobs for participants that pay well and are unsubsidized. For some older workers, subsidized jobs may be the only kind available. But it is important that an employment program emphasize job development activities that will enlarge the quantity and quality of jobs available to older workers. To focus solely on the operation of Title IX programs is to foster a very narrow and limited perception of the potential of older persons. It also guarantees continuing frustration and disappointment for the great majority of older persons who want to work but are unable to find jobs and who are also often ineligible to meet the program specifications of public manpower programs. Also, given the realities of political and funding priorities, it is highly unlikely that enough subsidized jobs will be created to meet anywhere near the existing needs of older persons. Consequently, emphasis on job development approaches lies at the heart of attempts to expand the supply of jobs for older persons.

There are numerous possible job occupations for which older workers could be considered. The variety is enhanced by the fact that many older workers:

- Prefer part-time, rather than full-time, work only because they do not wish to exceed allowable earning levels under the Social Security program
- Have flexible schedules which will enable them to adapt to differing occupational and employer demands
- Have a variety of previous work experiences and job skills that will facilitate their adapting to different work situations
- Will often not mind the short-term or seasonal nature of certain kinds of occupations

Job development efforts involve the exertion of special efforts to locate a job that is suitable for the particular applicant.

In the past, these efforts were utilized more often with highly skilled and specialized workers who required special placement efforts and contacts with employers. These techniques have now also been adapted and modified to suit the needs of all hard to place individuals. Knowledge of the needs of employers is also an important part of the job development process. This should include attention to the type of business and its job requirements, as well as anticipating any characteristics of the applicant that might lead to a rejection by the employer.

Knowledge and sensitivity to these characteristics and their possible interrelationship in the employer-employee hiring situation provides the basis for initiating effective development techniques and establishing good working relationships with local employers.

The following is a list of possible employment opportunities for older workers that should be considered by the employment service.<sup>1</sup> They indicate the kinds of jobs that are available or that could be created through an imaginative job development campaign. Many of these jobs lend themselves to part-time or seasonal arrangements.

- ° Aides - assisting in schools, daycare centers, senior centers, hospitals and other institutions
- ° Bookkeepers
- ° Business consultants
- ° Child care -babysitting at home and in agencies, while parents are at work, using community services and visiting patients
- ° Community organizers - contacting individuals, organizations, businesses, assisting in organizing groups, setting up community discount programs, i.e., for drugs, services and appliances
- ° Companions - organizing friendly visitors for youth and older people who are homebound or institutionalized and in need of companionship

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<sup>1</sup>  
The Senior Worker Action Program: The National Council on the Aging, April 1972 (revised edition) pp. 21-25.

- Cottage parents and housemothers - helping in institutions, camps and schools
- Counselors - assisting various age groups re employment, community resources, do follow-up and assist professionals
- Drivers - to and from services, centers, clinics and classes
- Entertainers - for institutions, children's wards, senior centers, prisons, and schools
- Escorts - to and from health and community services, help teachers with group trips
- Foster care - care for children or unrelated adults, renting rooms, with or without board
- Gardeners - work on public housing, parks, and highways
- Guards and guides - help at banks, museums, parks, and historic sites
- Handymen - for home repairs, carpentry, plumbing, hanging screens, and doing community clean-up campaigns
- Health Aides, first aid men - assist in nursing homes, households, hospitals, schools and factories
- Homemakers - for households of older people, or families with children whose normal homemaker is unavailable or indisposed
- Inspectors - of housing, fire hazards, accident prevention, consumer frauds, health hazards
- Interviewers, canvassers - for house-by-house or block-wide case finding, surveys, handbill distribution, program recruiting, apartment locating, membership solicitation and door-to-door sales
- Library aides, receptionists - for story hour aides with children, file clerks, researchers, display makers and film projectionists

- Lunch program aides - for schools, daycare, senior centers and private programs; for meals-on-wheels programs; preparing box lunches for meetings, picnics, outings, for office and factory lunch hours
- Maintenance workers - custodians, superintendents
- Night attendants - for the sick at home, for relief of families or nurses on night off; night attendants and telephone operators or receptionists for all night services and hospitals
- Readers - for the blind and sick
- Receptionists - for office workers, typists and clerks
- Relief personnel - for shopkeepers during lunch hour or supper hours and for period when shopkeepers need to be away for short periods or when help is needed during peak hours
- Party helpers - for children's parties or adult functions in private homes or institutions; assist with games, making favors, preparing food, decorating, serving and cleaning up
- Playground attendants - caring for the area, playing with children, issuing supplies, story-telling and organizing tournaments
- Practical nurses - for homes, nursing homes, hospitals, etc.
- Salespersons
- School aides - as tutors, escorts, record clerks; talk about experiences related to teaching units; babysitters for parent-teacher conferences
- School crossing guards - to assist school guards
- Seamstresses - repairing clothes, changing hems, sewing clothes, pajamas, and bed jackets for institutions and individuals

- Shoppers - for household and comparison shoppers
- Speakers - to promote community programs and demonstrate products
- Teachers - of skills, crafts such as sewing, knitting, cooking, homemaking, electric wiring, ceramics, carpentry, hobbies, Sunday school teachers, music, art
- Telephone "visitors" - to call shut-ins, the sick and aged
- Therapists
- Upholstery repair and refurbishing - for private households and institutions, making and painting simple furniture, desks, tables, benches for organizations, parks, and on the main streets
- Ward aides - assist in hospitals and institutions - doing tasks to promote efficiency of service and spending time befriending, feeding, playing with, writing letters for children and other patients

Job development should concern itself with the entire range of economic activities existing in the community. It is especially important to try to develop skilled jobs and not to simply rely on the creation of unskilled service jobs. Greater chances of success in job development are probable through concentration on the types of business which are:

- In the service rather than manufacturing sector
- Small and consequently tend to have more flexible personnel practices
- Not unionized and require fewer credentials for employment

While other sources of employment should eventually be tapped, it is advisable to concentrate at the outset on those sources that are more likely to yield jobs. Some of these jobs sources are: <sup>1</sup>

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<sup>1</sup>

The Senior Worker Action Program, Ibid., pp. 27-28.

- Community Action Program
- Community agencies and services
- Hospitals and related institutions
- Homes for the aged
- Housing developments
- Child care facilities and organizations
- Senior centers
- Service organizations
- Churches
- Libraries, museums, art galleries
- Schools, colleges, private institutions of learning
- Parks and historic sites, beaches
- Public and governmental agencies (Police Dept., Election Board, Welfare, Health Depts.)
- Research, survey and marketing organizations
- Laboratories
- Private households
- Stores, shops, shopping centers
- Banks
- Theaters and movies
- Recreation centers, bowling alleys
- Hotels, motels, resorts
- Mail service firms
- Restaurants, cafeterias, luncheonettes



- Service stations
- Factories, plants, industrial and commercial associations
- Neighborhood services, laundries, tailor shops, dry cleaning stores
- Refreshment stands, concessionaires, amusement parks
- Sales promotion and canvassing firms
- Nutrition programs <sup>1</sup>

Other job leads may come from:

- Agency board members and staff
- Persons placed on jobs
- The "yellow-pages" telephone book
- Radio and television ads
- Newspaper stories and features
- Window display material
- Handbills distributed in residential neighborhoods
- Door-to-door canvassing

In developing these jobs it should be kept in mind that older workers possess a variety of backgrounds and skills that are reflective of many years of work experience. These experiences and skills should be treated as a resource and asset -- their lack of use harms not only the unemployed individual, but also results in a loss to the entire community. There are many possibilities for the utilization of the skills of older workers within the local community. A challenge for the job developer is to think of

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It should be noted that income earned by older persons working in Title VII, OAA Nutrition programs is exempt from taxation for Social Security purposes. It is not counted as income, and therefore does not reduce Social Security benefits.

possible ways in which the skills and experiences of older workers could be utilized to fill community needs that are not being met through existing channels. Jobs should be developed that involve older workers in responding to the needs of the entire community-- a service which will at the same time generate greater community awareness of and support for the needs of older workers. At the same time, these jobs should be developed with the aim of providing satisfying employment experiences for older people.

### 3.6 Follow-up

Follow-up should only be done after a reasonable period (approximately one month) has elapsed, allowing for adjustment to the new job. It is important that follow-up be conducted so as to enhance the job security of workers and to solidify relationships with the employer that will provide the basis for future job development.

In order to achieve this end, and where staff are available for this purpose, a field visit should be made. If there are insufficient staff to conduct follow-up on all placements, follow-up should be conducted at least in those cases where negative results have been reported by employers or employees, or might be anticipated as a result of special problems noted during the intake process. In such situations, delays in follow-up will often result in job termination which becomes the first sign of the existence of any problems. Such contacts will reassure the employer of the desire to accommodate her/him and help educate project staff about the realities of the work situation and the difficulties that might be encountered. Such information could also provide the basis for more effective placement techniques with future applicants.

There are a number of objectives which could be simultaneously pursued during the follow-up process. Follow-up contacts provide the basis for evaluating the effectiveness of the services which have been provided to both applicants and employers. They also provide an opportunity to obtain suggestions from both employers and employees regarding improvements that should be made. During the course of these contacts staff can also develop a first hand understanding of the operations and needs of companies while also getting information that might facilitate further job development activities.

Follow-up is a time consuming activity which requires a great deal of personal attention and effort on the part of the staff. It

also involves the staff in community contacts with employers and employees where there may be a resistance to providing information. To the extent that there is dissatisfaction with the service, these contacts may uncover anger and resentment that staff might rather avoid. However, since follow-up activities play a central part in assessing the effectiveness of employment services, it is important that staff overcome their reluctance to confront potentially unpleasant situations and undertake this responsibility. These contacts should be planned so as to get basic information with which to assess the adequacy of the placement. This should relate to both employer and employee satisfaction and should specifically probe for those problems that might interfere with the client remaining in the job such as the quality and quantity of her/his work, relations with fellow workers and supervisors, general behavior and attendance records, and personal problems that might be interfering with the job (such as family, health, and transportation problems). It is also important that consideration be given to those problems that were initially identified during the intake process and that a new assessment of their current impact on the employment situation be made.

The extensiveness of follow-up activities will be limited by the level of resources and staff time that can be devoted to this purpose. Since a variety of approaches is possible it is important that techniques be chosen that are appropriate to the needs and limitations of a particular situation. Some of the different follow-up methods that might be used are:

- ° Direct contacts with employer and employee through personal visits to the field. This requires more time than any other method.
- ° Telephone contacts as a follow-up to initial relationships established at time of job placement. Employers should be advised of this form of follow-up activity at the time of initial placement.
- ° Contacts that are made on demand when problems are reported by either the employer or employee. The availability of this service should be stated at the time of placement.
- ° Questionnaires that are developed to obtain basic information, from both employer and employee, with which to evaluate placement. While this is the fastest and most economical way to get information, it often results in a low level of return and is also the least reliable manner of evaluating the effectiveness of placement.

A desirable approach to follow-up might involve a combination of the above activities with choices made as to the method most appropriate to each particular case. For example, where staff time is limited, it might be desirable to have field visits made in only those situations where negative results have been reported by employees or employers. Such contacts will reassure both the employer and the employee of the commitment of the employment service to do a good job and also maintain the good relationships that are necessary for future placements. While the minimal effort would be represented by the questionnaire approach, it might prove necessary to pursue this method in conjunction with special attention to those situations where extra effort is required. While it might be necessary to develop follow-up methods that involve the least cost, it should be kept in mind that this is a service that requires more attention and should therefore be further developed in the event that more resources become available.

### 3.7 Programming for special target groups

It is important that special consideration be given to the needs of those low-income older persons who have suffered a labor market disadvantage as a result of being handicapped or a member of a minority group. These are usually the persons who have become most discouraged and depressed about the prospects of ever obtaining paid employment and consequently they are the most difficult to involve in an employment program. They are often among the most impoverished of the elderly and are therefore in need of gainful employment.

Programming for minority older persons should take into account the special problems and difficulties that these groups may have in the area of employment. It is important to pay special attention to the techniques of outreach and recruitment that are used in publicizing the availability of employment services. Attempts should be made to utilize the sources of information that are most likely to attract the attention of minority group members, such as community newspapers, local radio and television stations and contacts with those groups and associations that have their base of support in the minority community. This is especially important in relating to the needs of non-English speaking minority persons whose main source of information is often the foreign language press. Special notices should be placed in foreign language newspapers to attract the attention of such persons.

Some minority and handicapped persons may require extra counseling services in order to improve feelings of low self-esteem, and/or to assist them to develop a set of realistic expectations regarding the work environment. Such counseling will be particularly important to those who have had little actual job experience. Special attention should also be given to developing job opportunities for handicapped persons, and to developing necessary liaisons with the entire range of organizations identified in this Handbook which provide special services to the handicapped.

A major responsibility of Network staff is that special care and attention should be given to the employment of minority persons and the handicapped in staff roles in the employment program. Employment of these persons will provide direct evidence to other such persons of concern with and attention to their needs.



## ANNOTATED BIBLIOGRAPHY

Batten, Michael D. "Age audits in employment: data and instruments." Clearinghouse on Employment for the Aging. Port Washington, New York, 1977.

This monograph was developed to provide employment planners with information and data sources on middle-aged and elderly workers. Ways of organizing this information for the purposes of program planning are demonstrated. An important concept introduced in this monograph is the use of "age audit" techniques to monitor the equitability of older workers' participation and receipt of services in different organizations and agencies.

Butler, Robert N. Why survive? Being old in America. New York, New York: Harper and Row Publishers, 1975.

This book provides a general overview of the predicaments associated with growing old in America. There are two chapters which are especially relevant to program planners in employment: "What About My Pension," and "The Right To Work." The impact of enforced retirement and idleness on older persons from a psychological, medical and economic viewpoint is discussed.

"Counseling and placement services for older workers." Bureau of Employment Security, No. E. 152, September 1956.

A study of the methods used in local employment offices was conducted in seven cities. This particular volume of the study is concerned with testing and developing effective methods of providing expanded and improved services through local employment offices. The report includes an analysis of the major problems confronting older workers and of the impact of a variety of special services on a sample of workers. Workers receiving services were placed at a rate four times that of those in the control group.

Although this manual is no longer in print, copies may be obtained from local offices of the Employment Service or are attainable on loan from the Department of Labor Library in Washington, D.C. (HD-6298-U5-1956a) A second report (Bureau of Employment Security No. R151) compares characteristics of older workers with those of younger workers, in terms of hiring, job separation, and frequency and duration of employment periods.

"Employment and training report of the President." US Government Printing Office, Washington, D.C.

This report is prepared by the Employment and Training Administration (ETA) of the US Department of Labor. It has been issued annually since the passage of the Manpower Development Training Act of 1962. Prior to 1976, it was issued under the title "Manpower Report to the President." It is the single most comprehensive source of information on developments in the national economy affecting the situation of workers.

It usually contains chapters reporting on employment and unemployment developments of the past year, a review of governmental policies and programs, a review of the operations of various programs of the Employment and Training Administration, special analyses of important occupational and industrial developments, and an analysis and assessment of any significant issues developed during the past year. The report always includes a statistical appendix of over 150 pages of tables presenting the most up-to-date information on the characteristics of the population as regards labor force participation, employment, unemployment, social, and other demographic characteristics. In addition, the appendix includes sections on State and local data, projections of the labor force, and other important economic information.

"Employment and Training Administration interchange." Employment and Training Administration, US Department of Labor, Washington, D.C.

This is a monthly technical information bulletin for use by staff at the Federal, State, and local levels, with latest CETA news. It provides comprehensive information regarding the activities of the Department in employment and training, and also regarding new legislation, programs, and developments in the field.

A subscription can be obtained (free of charge) by writing to the Director of Information, Employment and Training Administration, US Department of Labor, 601 D Street, N.W., Room 10410, Washington, D.C., 20213.

"Employment resources for the middle-aged and retired: a national directory." Port Washington, New York: Clearinghouse on Employment for the Aging, 1976.

This publication presents basic information about employment services for older workers. It has a brief section describing some of the major employment programs. The majority of this monograph is comprised of a directory listing important public and private agencies, by State.



Flahive, Martin E. "CETA and the older worker: a planning strategy for local communities." Industrial Gerontology, Volume 2, Number 2, Spring 1975, pp. 110-122.

This article describes some of the implications of the CETA approach to manpower programs. It describes the various parts of the legislation and examines potential policy and program implications.

"Funding of Federal programs benefiting older persons (employment)." Hearings before the Select Committee on Aging, House of Representatives, 94th Congress, second session, June 2, 8, 9, 1976, US Government Printing Office, Washington, D.C. Two volumes.

These two volumes represent a most valuable source of information on the variety of legislation, programs, and funds made available to older persons. These hearings are available in depository libraries, one of which is located in each Congressional District, or by writing directly to the Select Committee on Aging, US House of Representatives, Washington, D.C., 20515.

"Funding of Federal programs of older Americans: oversight of programs administered by Labor Department, US Employment Service and Civil Service Commission Report (with additional views." Select Committee on Aging, US House of Representatives, 94th Congress, second session, US Government Printing Office, Washington, D.C. 1976.

This committee report is part of a comprehensive review of all Federal programs designed to benefit older Americans. Employment is the first major category of programs addressed. The survey on employment includes Title IX, CETA, Title X, Public Works and Economic Development Act, the US Employment Service, the Age Discrimination in Employment Act, and the Civil Service Commission. This report is available in depository libraries, one of which is located in each Congressional District, or by writing directly to the Select Committee on Aging, US House of Representatives, Washington, D.C., 20515.

Greene, Mark et al. Pre-retirement counseling, retirement adjustment, and the older employee. Eugene, Oregon: College of Business Administration, University of Oregon, October 1969.

This report describes the results of a study of pre-retirement counseling programs operated by industry. The evaluation focused on the impact of pre-retirement counseling on subsequent adjustment to retirement, and a determination of the most appropriate time for counseling intervention. The report also addresses factors which increase the need for such programs and surveys the major trends affecting the development of pre-retirement programs.

"Handbook for manpower planners, part 2." Dani Emery et al,  
Bureau of the Census and Manpower Administration.

This handbook was developed through the joint efforts of the Departments of Commerce and Labor to assist persons in the location and use of manpower data. The handbook is oriented for use by CETA planners at the local level. Among the important features of this volume are the identification and description of statistical series published through the government, an explanation of the methods of analysis which might be used in manipulating these statistics, and a series of descriptions of the kinds of problems encountered by local manpower planners who work with these data.

"How to start an employment service for senior citizens," unpublished mimeo compiled by Selene Rosenberg, Executive Director, Senior Personnel Placement Committee, White Plains, New York. Revised edition, October 1974.

This document is written expressly for those who want to start a senior employment service in their area. Subjects covered include determination of need for an employment service, assessment of local employment opportunities for older workers, factors determining the choice of sponsorship and the choosing of a board of directors, the establishment of the office and service, public relations approaches used in the development of the service, and the entire range of staff activities involved in operating an employment service. A copy of this document may be obtained by writing to Mr. John Blanchfield, Executive Director, The Senior Personnel Employment Committee, 158 Westchester Avenue, White Plains, New York, 10601, (914) 761-2150.

Jaffe, A.J. "The retirement dilemma." Industrial Gerontology, Number 14, Summer 1972.

This monograph examines the historical evolution of retirement as it pertains to non-industrial and advanced industrial societies. The shifting determinants of retirement behavior are analyzed from the general framework of socioeconomic determinants rather than of individual preferences. The author forecasts that the problems of aged workers will be with us well into the next century. Retirement will remain for most an involuntary act compelled by the lack of jobs and desire on the part of society to utilize the productive capacity of older workers. Enforced retirement will continue to be accompanied by a greatly reduced standard of living as society continues to deny its older citizens an adequate retirement level of living. The author contends that the major possibility for change lies in the development of increased political power on the part of older citizens that will compel society to respond more to their needs and demands.

Meier, Elizabeth L. "Aging in America: implications for employment." Washington, D.C.: National Council on the Aging, 1976.

This monograph focuses on the employment aspects of a survey of public attitudes towards aging. Basic facts about the labor force participation and income status of older workers are presented, along with an examination of survey findings regarding such matters as attitudes toward work, retirement, and leisure. Various determinants of employment are addressed. An interesting aspect of the survey is the critique of the labor force approach to defining unemployment among older persons.

Meier, Elizabeth L. and Elizabeth Kerr. "Capabilities of middle-aged and older workers: a survey of the literature." Industrial Gerontology, Volume 3, Number 3, Summer 1976.

This article surveys the literature regarding the capabilities of older workers. Studies are grouped into five categories: physical capacity, learning ability, job performance, performance in training and work attitudes. The literature survey indicates that in all of these areas, the degree of change associated with the aging process does not significantly impede the capacity of the older worker to perform on the job. These studies point to the need to consider the talents, experience, and skills of workers rather than to rely on age as an arbitrary determinant of personnel decisions.

"Older workers specialist training." Developed by Minneapolis Rehabilitation Center staff under contract to the Minnesota Department of Manpower Services and the US Department of Labor, 1972.

This is a most comprehensive attempt to articulate the job performance skills involved in being an employment specialist for older workers. It consists of an integrated set of training modules developed to train staff of the Employment Service to more effectively relate to the needs of older workers. The package consists of separate modules (booklets) devoted to each of the following topics: characteristics of the middle-aged or older person; employment services resources; employability plan; job development; appraisal interview; job-seeking skills; group work; follow-up and job retention; additional responsibilities; and 250 resources for the instructor. Copies of these modules are available through either State or local offices of the Employment Service. If not available for distribution, they might be available for perusal in staff libraries of these agencies.

Oliver, Andree, et al. "Employment and retirement programs of the Chicago Mayor's Office for Senior Citizens." Industrial Gerontology, Volume 3, Number 4, Fall 1976, pp. 23, 223-233.

This article addresses planning and delivery of employment services to older persons in Chicago. Education, public relations, and advocacy efforts, especially approaches to the business community, are described. Of special interest is the manner in which the agency planned for the development of employment opportunities for older workers as part of its program activities.

"Proceedings: Northwest Training Institute - employment of older persons - tools, techniques, and models." Port Washington, New York: Clearinghouse on Employment for the Aging, 1976.

This monograph is a collection of papers, speeches, workshops, and legislative reports presented as part of a training institute in Portland, Oregon in April 1976. Among the subjects addressed are the Federal Age Discrimination Act, legislative developments concerning older workers, the relationship of age and work, planning for the older worker through CETA, and a variety of other issues concerning job development, job placement, and special tools for working with older workers. There is also an interesting appendix containing articles about how to exert influence on CETA programs, how to utilize age discrimination legislation to further the interests of older workers, and a special summary of age discrimination legislation developed in a number of States.

"Proceedings: Training Institute of the Clearinghouse for Voluntary Employment Agencies for the Aging." New Life Institute, Human Resources Center, Albertson, Long Island, New York, April 1-4, 1975.

This publication addressed the various papers presented and the discussions which took place at a conference concerned with the employment problems of older workers. The conference is comprehensive in its coverage of different aspects of the situation of older workers, while at the same time, paying attention to the ways in which voluntary employment agencies could enlarge their activities in this field. The publication also includes a paper presented by Charles E. Odell. "Some historical notes on the development of the US Employment Services Older Worker Program," which presents suggestions as to how the voluntary agencies could cooperate with the local Employment Service in improving the quality of services available to older workers.

Rosenblum, Marc. "Recession's continuing victim: the older workers." A working paper prepared for use by the Senate Special Committee on Aging. US Senate, US Government Printing Office, Washington, D.C., 1976.

This paper assesses the impact of the 1974 recession and subsequent recovery on the labor market situation of older workers. The author demonstrates the manner in which labor force participation rates respond to cyclical changes, and the extent to which discouragement has an inordinately greater effect on older workers. The paper concludes with a series of policy recommendations aimed at improving the situation of older workers. Copies of this paper are available in depository libraries, one of which is located in each Congressional District, or by writing directly to the Superintendent of Documents, US Government Printing Office, Washington, D.C., 20402 (price: \$.45)

Schulz, James H. The economics of aging. Wadsworth Publishing Company, 1976.

This book deals with systems of support available to older workers. It examines the possible choices involved in the initial retirement decision, and assesses the situation of older persons no longer dependent on work as the main source of income. Critical issues such as mandatory retirement, the role of both public and private pension systems, and the general prospects for older persons as a result of recent changes in the social insurance system are examined.

"Services to older workers by the Public Employment Service." Bureau of Employment Security, No. 169, US Department of Labor, Washington, D.C., May 1957.

This manual was developed for use by State Employment Security Agencies. Although some of the material is dated and no longer applicable to current operations, this still remains a very informative guide to understanding the techniques and practices involved in developing special services for older workers. Although this manual is no longer in print, copies may be available in local offices of the Employment Service or attainable on loan from the Department of Labor Library in Washington, D.C. (Call number: HD-6298-US, 1956a)

"Serving the elderly: a guide for prime sponsors under the Comprehensive Employment and Training Act of 1973." Employment and Training Administration, US Department of Labor, February 1976.

This guide was developed for the use of CETA prime sponsors in planning to meet the needs of older workers. The main goals of the guide are to alert prime sponsors to the income and employment needs of older persons and to identify specific steps which should be taken in order to assure that the needs of older workers are considered by the CETA planning process and that Title IX programs are coordinated with CETA programs.

The guide consists of three chapters devoted to describing basic facts about older persons, approaches to planning for the elderly and the structure and operations of the Senior Community Service Employment Program. It also presents techniques and actions which must be taken in order to foster CETA-Area Agency on Aging collaboration, especially in activities such as coordination of the planning process, selection of membership on the Manpower Planning Council, the collection of information for local area analyses, joint analyses of community services and program efforts, outreach and recruitment efforts and collaboration in the selection of program operators and employers.

Sheppard, Harold. New perspectives for older workers. Kalamazoo, Michigan: The W.E. Upjohn Institute for Employment Research, May 1971.

This collection of four articles considers important aspects of labor market problems related to aging. Attention is given to an assessment of institutional factors which discriminate against older workers in the labor market. The author contends that age-related deficiencies of older workers can be mitigated by specialized training programs which are oriented to their needs and learning patterns.

"The Comprehensive Employment and Training Act of 1973. Manpower program planning guide." Manpower Administration, US Department of Labor, April 1974.

This guide was developed as one of a series oriented to training and informational needs of CETA prime sponsors. This particular publication presents an overview of the planning process and provides an introduction to some of the specialized techniques and language used by manpower planners. Copies of this guide, and other CETA technical assistance guides, can be obtained from any one of the Regional Employment and Training Administration offices. They may also be available through the Employment and Training Administration in Washington, D.C., local prime sponsor, or State Manpower Services Council.

The National Council on the Aging. "Tender loving care."  
Port Washington, New York, May 1965, revised February 1972.

This article describes a project to develop a "model community action program to employ older people as aides to work with very young children." Specific aspects of such a program are described with special attention to staffing, budgeting, program operations, and the varieties of possible sponsorship which might be developed.

The National Council on the Aging. "The senior worker action program: Project SWAP." Port Washington, New York, May 1965, revised April 1972.

Described is a model community action program designed to promote recruitment, counseling, and job placement of older workers. Program operations, staffing, budgeting, sponsorship, and the development of an employment program are discussed.

**APPENDIX A**

**SENIOR COMMUNITY SERVICE  
EMPLOYMENT PROGRAM (TITLE IX)**



## Listing of National Contractors and Appropriate Contacts

### 1. Senior Community Service Employment Program

National Retired Teachers Association  
American Association of Retired Persons  
1909 K Street, N.W.  
Washington, D.C. 20049

Attention: Mr. Glen Northup, Director

### 2. Senior Community Service Employment Program

National Council on the Aging  
1828 L Street, N.W., Room 704  
Washington, D.C. 20036

Attention: Mr. Donald Davis, Director

### 3. Senior Community Service Employment Program

U.S. Forest Service  
Manpower and Youth Conservation Programs  
14th and Independence Avenue, S.W.  
Washington, D.C. 20250

Attention: Mr. George Creiger

### 4. Green Thumbs Programs

Green Thumb, Inc.  
1012 14th Street, N.W.  
Room 1206  
Washington, D.C. 20005

Attention: Mr. John Baker, Director

### 5. Senior Aides Program

National Council of Senior Citizens  
1511 K Street, N.Y.  
Washington, D.C. 20005

Attention: Mr. Louis Ravin, Director

Source: Office of National Programs, Employment and Training Administration.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM (TITLE IX); LOCATION  
OF CONTRACTORS BY STATE  
(for 12-month period beginning July 1, 1977)

	NCOA	USFS	Green Thumb	NRTA/AARP	NCSC
Alabama	X	X			X
Alaska					
Arizona	X	X			
Arkansas				X	
American Samoa			X		
California	X	X	X	X	X
Colorado		X	X		X
Connecticut					X
Deleware			X	X	
District of Columbia			X	X	X
Florida	X	X		X	X
Georgia		X			
Guam					
Hawaii					
Idaho		X	X		
Illinois		X	X	X	X
Indiana		X	X	X	X
Iowa			X		
Kansas			X	X	X
Kentucky	X	X	X	X	X
Louisiana	X	X		X	X
Maine	X	X			
Maryland	X				X
Massachusetts				X	X
Michigan		X	X	X	X

	NCOA	USFS	Green Thumb	NRTA/AARP	NCSC
<u>Minnesota</u>		X	X		
<u>Mississippi</u>		X	X		
<u>Missouri</u>		X	X	X	
<u>Montana</u>		X	X		
<u>Nebraska</u>		X	X		
<u>Nevada</u>		X		X	
<u>New Hampshire</u>		X		X	
<u>New Jersey</u>	X		X	X	X
<u>New Mexico</u>		X		X	X
<u>New York</u>	X		X		X
<u>North Carolina</u>	X	X	X		X
<u>North Dakota</u>			X		
<u>Ohio</u>	X	X		X	X
<u>Oklahoma</u>		X	X		
<u>Oregon</u>	X	X		X	
<u>Pennsylvania</u>	X	X	X	X	X
<u>Puerto Rico</u>			X	X	
<u>Rhode Island</u>				X	X
<u>South Carolina</u>		X		X	X
<u>South Dakota</u>			X		
<u>Tennessee</u>	X	X	X		X
<u>Texas</u>	X	X	X	X	
<u>Trust Territory</u>					
<u>Utah</u>		X	X		
<u>Vermont</u>	X	X			
<u>Virgin Islands</u>					
<u>Virginia</u>	X	X	X	X	

	NCOA	USFS	Green Thumb	NRTA/AARP	NCSC
Washington		X	X	X	X
West Virginia	X	X			X
Wisconsin		X	X		X
Wyoming		X	X		

**Source:** Select Committee on Aging, United States Senate

**APPENDIX B**

**SAMPLE JOB DESCRIPTIONS  
USED BY THE NATIONAL COUNCIL ON THE AGING  
IN ITS TITLE IX PROGRAM OPERATIONS**

1. JOB TITLE: Project Director

JOB SUMMARY: The Project Director shall have the responsibility for developing, coordinating and maintaining all project activities and providing technical, supervisory, and supportive assistance to participating host agencies and organizations.

RESPONSIBILITIES:

1. Establish and maintain communication with host agencies and potential host agencies for the purpose of ensuring the establishment of employment positions for project participants.
2. Establish and maintain communication with community agencies and/or persons able to provide potentially eligible project participants.
3. Establish and maintain communication with potentially eligible program participants and persons participating in the project.
4. Establish and maintain communication with other manpower agencies, agencies concerned with the problems of aging, agencies providing project supportive services and primary sponsor agencies.
5. Establish and maintain office space, equipment, materials, file , documents, and records necessary to the successful operation of the project.
6. Supervise the activities of host agencies, administrative staff, and program participants as they relate to and/or provide input into the operation of the project.
7. Provide all records, reports, evaluations, and information as is needed or requested by the project sponsor and/or other related parties.

8. Cooperate with and report to the Advisory Committee on project activities as required.
9. To provide recommendations and/or follow-up on recommendations made by the primary sponsor.
10. Supervise the recruitment of project enrollees, recruitment of host agencies, training, orientation of all project participants, and placement into other subsidized or unsubsidized employment.

REQUIREMENTS:

Requires a demonstrated ability to plan, organize and implement Senior Community Employment Project. Additionally, skill in verbal and written communication as well as the ability to relate to poor and elderly persons are pre-requisites. Finally, the ability to relate to community agencies and solicit their cooperation is essential to this position.

EDUCATION AND WORK EXPERIENCE:

Five years experience in group work, community organization, manpower or the aging field, and/or appropriate educational background or degrees.

2. JOB TITLE: Administrative Aide (Project Enrollee)

JOB SUMMARY: Under the general supervision of the Project Director, the staff person for this position has the responsibility of assisting the project director to develop, coordinate and maintain all project activities.

RESPONSIBILITIES:

1. Assist with the establishment and maintenance of communication with host agencies and potential host agencies.
2. Assist with the establishment and maintenance of communication with community agencies and/or persons able to provide potentially eligible project participants.
3. Establish and maintain communication with potentially eligible program participants and persons participating in the project.
4. Assist with the establishment and maintenance of communication with other manpower agencies, agencies concerned

with the problems of aging, agencies providing project supportive services, and primary sponsor agency.

5. Maintain personnel records, time sheets, training and incidental equipment and materials necessary for the support of successful enrollee participation in the project.
6. Perform other duties as assigned by the Project Director.

#### QUALIFICATIONS

Be eligible for project participation. Preferably some skill in verbal and written communication, use of the telephone, and the ability to relate to other poor and elderly persons.

### 3. JOB TITLE: Job Developer

SUPERVISION: Persons occupying this position will report to the Project Director.

#### GENERAL DESCRIPTION OF DUTIES

1. Interviews applicants and project enrollees to assess their skills and interests for employment.
2. Classifies applicants by background, experience and work preference.
3. Uses the Job Bank of State Employment Security Office for placement of applicants in suitable jobs.
4. Assist host agencies in functional job analysis to factor out tasks to be performed by enrollees.
5. Identify special needs of applicants and make appropriate referrals to supportive services.

#### QUALIFICATIONS

Requires familiarity with the abilities of older people: knowledge of human service roles which older people can perform. Requires ability to "sell" employers, agency officials on the skills of older workers.



**APPENDIX C**

**SAMPLE INTAKE FORM  
USED BY PROJECT RETAIN  
OF THE JEWISH OCCUPATIONAL COUNCIL  
OF NEW YORK**

JOC Project RETAIN  
Form A

DATA COLLECTION

Date \_\_\_\_\_

Name of Agency \_\_\_\_\_ Name of Counselor \_\_\_\_\_

Client Case # \_\_\_\_\_

Client Name \_\_\_\_\_

## A. Personal Data

1. Age  
(No. yrs. to nearest birthday) \_\_\_\_\_
2. Sex  
Male \_\_\_\_\_ Female \_\_\_\_\_
3. Marital Status  
Never Married \_\_\_\_\_  
Married-living with spouse \_\_\_\_\_  
Widowed \_\_\_\_\_  
Divorced or Separated \_\_\_\_\_
4. Education  
1-4 \_\_\_\_\_ 11 \_\_\_\_\_  
5-7 \_\_\_\_\_ 12 \_\_\_\_\_  
8 \_\_\_\_\_ 13-14 \_\_\_\_\_  
9 \_\_\_\_\_ 15-16 \_\_\_\_\_  
10 \_\_\_\_\_ 17 & over \_\_\_\_\_
5. Size of Family (no. in household)  
1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 or over \_\_\_\_\_
6. Ethnic Status  
Undifferentiated Caucasian \_\_\_\_\_  
Black \_\_\_\_\_ Hispanic \_\_\_\_\_  
Jewish \_\_\_\_\_ Other \_\_\_\_\_
7. Nativity  
Native born \_\_\_\_\_ Foreign born \_\_\_\_\_
8. DVR Certification  
yes \_\_\_\_\_ no \_\_\_\_\_ pending \_\_\_\_\_
9. Residence in Metropolitan area (yrs.)  
Less than 1 year \_\_\_\_\_ 5-6 \_\_\_\_\_  
1-2 \_\_\_\_\_ 7-8 \_\_\_\_\_  
3-4 \_\_\_\_\_ 9-10 \_\_\_\_\_  
4-5 \_\_\_\_\_ 11 or more \_\_\_\_\_
10. Source(s) of Income  
Public Welfare Assistance \_\_\_\_\_  
OAS \_\_\_\_\_ OASDI \_\_\_\_\_ Other \_\_\_\_\_  
Pension \_\_\_\_\_ VA benefits \_\_\_\_\_  
Workmans Compensation \_\_\_\_\_

11. Estimate of all sources of income  
during past 12 months  
\$0-1799 \_\_\_\_\_ 3600-4199 \_\_\_\_\_  
1800-2299 \_\_\_\_\_ 4200-4799 \_\_\_\_\_  
2300-2999 \_\_\_\_\_ 4800-5399 \_\_\_\_\_  
3000-3599 \_\_\_\_\_ 5400 & over \_\_\_\_\_  
If over \$5,400, write actual income \_\_\_\_\_
12. Estimate of current monthly income  
(all sources) \_\_\_\_\_

## B. Employment Data

13. Original source of referral  
welfare \_\_\_\_\_ DVR \_\_\_\_\_  
friend or relative \_\_\_\_\_  
public media \_\_\_\_\_  
Jewish community agency \_\_\_\_\_  
synagogue \_\_\_\_\_  
other social or religious org. \_\_\_\_\_  
JVS \_\_\_\_\_  
Office of Aging \_\_\_\_\_ Other \_\_\_\_\_
14. Years in Labor Force \_\_\_\_\_
15. Years employed \_\_\_\_\_
16. Current Labor Market Status  
Out of labor force \_\_\_\_\_  
In labor force \_\_\_\_\_
17. No. of months of current unemployment  
1-3 \_\_\_\_\_ 16-18 \_\_\_\_\_  
4-6 \_\_\_\_\_ 19-22 \_\_\_\_\_  
7-9 \_\_\_\_\_ 23-24 \_\_\_\_\_  
10-12 \_\_\_\_\_ 25 & over \_\_\_\_\_  
13-15 \_\_\_\_\_ no previous employment \_\_\_\_\_
18. No. of jobs held in past 2 years  
0 \_\_\_\_\_ 4 \_\_\_\_\_  
1 \_\_\_\_\_ 5 \_\_\_\_\_  
2 \_\_\_\_\_ 6 \_\_\_\_\_  
3 \_\_\_\_\_ 7+ \_\_\_\_\_

JOC PROJECT RETAIN  
Form A

19. Classification of Principal Occupational Level (check one)  
9 \_\_\_ Unskilled      4 \_\_\_ Sales & Related  
8 \_\_\_ Semi-skilled    3 \_\_\_ Technical  
7 \_\_\_ Skilled          2 \_\_\_ Managerial  
6 \_\_\_ Service          1 \_\_\_ Professional  
5 \_\_\_ Clerical        0 \_\_\_ Trainee
- C. Health & Social Data
20. Disabilities (Primary)  
CVA (Stroke) \_\_\_ Cardiovascular \_\_\_  
Cerebral Palsy \_\_\_  
Other Neurological \_\_\_  
Deaf \_\_\_ Hard of Hearing \_\_\_  
Blind \_\_\_ Other visual defects \_\_\_  
Orthopedic \_\_\_ Epilepsy \_\_\_  
TB & other respiratory conditions \_\_\_  
MR \_\_\_  
Mental or Emotional Disorder \_\_\_  
Alcoholism \_\_\_  
Drug Addiction \_\_\_  
Socially & Culturally disadvantaged \_\_\_  
Other (specify) \_\_\_\_\_
21. Disabilities (Secondary)  
CVA (Stroke) \_\_\_ Cardiovascular \_\_\_  
Cerebral Palsy \_\_\_  
Other Neurological \_\_\_  
Deaf \_\_\_ Hard of Hearing \_\_\_  
Blind \_\_\_ Other visual defects \_\_\_  
Orthopedic \_\_\_ Epilepsy \_\_\_  
TB & other respiratory conditions \_\_\_  
MR \_\_\_  
Mental or Emotional Disorder \_\_\_  
Alcoholism \_\_\_  
Drug Addiction \_\_\_  
Socially & Culturally disadvantaged \_\_\_  
Other (specify) \_\_\_\_\_
22. Limitations of physical activities  
walking \_\_\_ lifting \_\_\_  
standing \_\_\_ carrying \_\_\_  
stooping \_\_\_ pushing-pulling \_\_\_  
bending \_\_\_ work speed \_\_\_  
sitting \_\_\_ none \_\_\_
23. Working conditions to be avoided  
heat \_\_\_ outdoors \_\_\_  
humidity \_\_\_ none \_\_\_  
dust \_\_\_
24. Client's general state of health  
generally adequate \_\_\_  
mildly impaired \_\_\_  
moderately impaired \_\_\_  
severely impaired \_\_\_  
N/A \_\_\_
25. Other limitations  
Sabbath observance \_\_\_  
Functional illiteracy \_\_\_
26. Client's general social adjustment, outside of specific employment status  
generally adequate \_\_\_  
mildly impaired \_\_\_  
moderately impaired \_\_\_  
severely impaired \_\_\_  
N/A \_\_\_
- D. Estimate of Employment Future
27. Overall estimate of client's motivation to work  
strongly motivated \_\_\_  
somewhat ambivalent \_\_\_  
considerable ambivalence \_\_\_  
unmotivated \_\_\_  
N/A \_\_\_
28. Realism of vocational aspiration  
realistic \_\_\_  
mildly unrealistic \_\_\_  
moderately unrealistic \_\_\_  
unrealistic \_\_\_  
N/A \_\_\_
29. Client's request for kind of employment  
Part-time \_\_\_  
Full-time \_\_\_
30. Agency's judgement of kind of employment suitable  
Part-time \_\_\_  
Full-time \_\_\_
31. Counselor's estimate of client's placeability  
easily placeable \_\_\_  
moderately difficult to place \_\_\_  
very difficult to place \_\_\_

**APPENDIX D**

**DEVELOPING A COMMUNITY RESOURCES MANUAL**

Reprinted from "Community Resources Manual," a module of the "Older Workers and Specialist Training Program," developed by the Minneapolis Rehabilitation Center staff under contract to the Minnesota Department of Manpower Services and the United States Department of Labor, 1972.

## SECTION I

### PURPOSE OF MANUAL

Identifying existing resources within the prime sponsor's jurisdiction, documenting the services available in the community and organizing this information for ready reference will enable staff to make effective referrals for support services for treatable employability problems.

In every jurisdiction some of the following services are available:

1. Mental health agencies
2. Rehabilitation agencies
3. Welfare
4. Social Security
5. Urban League
6. Bureau of Indian Affairs
7. Community Action Agency, state/local
8. Employment Service
9. Senior Centers
10. Churches
11. Service Clubs (i.e., Rotary, Lions, Knights of Columbus, etc.)
12. Community colleges
13. Other private agencies

To be effective, a Community Resources Manual must supply specific information regarding whom to contact, fees (if any), eligibility criteria

and how to apply for service. A Community Resource Guideline form (Section III) can be compiled for every agency or service group in your jurisdiction. Number each completed form, insert that number opposite the appropriate category on the Services Available form (Section IV). [Each Community Resource Guideline face sheet must be faced with a Services Available form.]

From this information a cross-reference index of services can be compiled (Section V) by recording the appropriate face sheet number in the blank by the specific service.

Examples: Transportation 4, 15, 22

Food Assistance 7, 15, 18

In many communities such manuals are already available from the United Givers Fund, the Junior League or the Employment Service; they can be used as models in preparing listings of appropriate services. Preparation of such a manual is extremely important for an orderly provision of effective, comprehensive services to the job disadvantaged.

## SECTION II

### PROCEDURE FOR DEVELOPING REFERRAL MANUAL

1. Identify geographical jurisdiction.
2. Map the prime areas (optional).
3. Identify resources in prime area; assign a page number to each.  
(Use existing Community Resource Handbooks to assist you with the identification of necessary community resources.)
4. Using the Community Resource Guideline (Section III), assess the resources in the prime area.
5. Locate resources on map by name and function (optional).
6. Using the Cross-reference Index (Section V), put the page number of each resource on the appropriate line.
7. Develop an alphabetical index of all resources. Place at front of reference manual.
8. Compile manual.
9. Continue to revise as necessary.

SECTION III

COMMUNITY RESOURCE GUIDELINE

AGENCY: \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_ Contact Person \_\_\_\_\_

LOCAL OFFICE CONTACT PERSON: \_\_\_\_\_

COMMENTS: \_\_\_\_\_

INDIVIDUALS SERVED: \_\_\_\_\_

ELIGIBILITY REQUIREMENTS: \_\_\_\_\_

METHOD OF APPLYING: \_\_\_\_\_

FEES: \_\_\_\_\_ HOURS: \_\_\_\_\_

ACCESSIBLE BY PUBLIC TRANSPORTATION: \_\_\_\_\_

STARTING DATES: \_\_\_\_\_

WAITING PERIOD: \_\_\_\_\_

LENGTH OF PROGRAM: \_\_\_\_\_

PACKAGE PROGRAM: \_\_\_\_\_

STAFF: \_\_\_\_\_

REPORTS: Written \_\_\_\_\_ Oral \_\_\_\_\_

Prompt \_\_\_\_\_ Recommendation Given \_\_\_\_\_

COMMENTS: \_\_\_\_\_

COOPERATION: \_\_\_\_\_

FOLLOW-THROUGH: \_\_\_\_\_

FOLLOW-UP: \_\_\_\_\_

COMMENTS: \_\_\_\_\_



# SECTION IV

## SERVICES AVAILABLE

### 1/VOCATIONAL

1. 1	Vocational Testing	_____	3.11	Grooming/Appearance	_____
1. 2	Test Interpretation	_____	3.12	Leisure Time Planning	_____
1. 3	Vocational Sampling	_____	3.13	Adult Recreation	_____
1. 4	Job Goal Development	_____	3.14	Teen Recreation	_____
1. 5	Vocational Training	_____	3.15	Child Recreation	_____
1. 6	Job Seeking Skills	_____	3.16	Child Care	_____
1. 7	Work Adjustment Assistance	_____	3.17	_____	_____
1. 8	Job Retention Assistance	_____	3.18	_____	_____
1. 9	Vocational Training	_____	3.19	_____	_____
1.10	Job Placement	_____	3.20	_____	_____
1.11	_____	_____	3.21	_____	_____
1.12	_____	_____	3.22	_____	_____
1.13	_____	_____			
1.14	_____	_____			

### 4/FINANCIAL

### 2/MEDICAL

2. 1	Medical Exam	_____	4. 1	Budget Planning	_____
2. 2	Medical Treatment	_____	4. 2	Consumer Education	_____
2. 3	Out-Patient	_____	4. 3	Debt Adjustment	_____
2. 4	In-Patient	_____	4. 4	Financial Aid	_____
2. 5	Visual Exam	_____	4. 5	Food Assistance	_____
2. 6	Visual Assistance	_____	4. 6	Clothing Assistance	_____
2. 7	Audiological Exam	_____	4. 7	Housing Assistance	_____
2. 8	Audiological Assistance	_____	4. 8	_____	_____
2. 9	Dental Exam	_____	4. 9	_____	_____
2.10	Dental Treatment	_____	4.10	_____	_____
2.11	Narcotic Treatment	_____	4.11	_____	_____
2.12	Emergency Medical Service	_____	4.12	_____	_____
2.13	Prosthetic Devices	_____			
2.14	_____	_____			
2.15	_____	_____			
2.16	_____	_____			
2.17	_____	_____			

### 5/OTHER

5. 1	Legal Assistance	_____
5. 2	Transportation Assistance	_____
5. 3	Basic Education	_____
5. 4	G.E.D. Preparation	_____
5. 5	Alcoholism Treatment	_____
5. 6	Retirement Planning	_____
5. 7	_____	_____
5. 8	_____	_____
5. 9	_____	_____
5.10	_____	_____
5.11	_____	_____
5.12	_____	_____
5.13	_____	_____
5.14	_____	_____
5.15	_____	_____
5.16	_____	_____

### 3/SOCIAL

3. 1	Psychological Testing	_____			
3. 2	Test Interpretation	_____			
3. 3	Mental Health Diagnosis	_____			
3. 4	Mental Health Treatment	_____			
3. 5	In-Patient	_____			
3. 6	Out-Patient	_____			
3. 7	Emergency Social Service	_____			
3. 8	Emergency Psych. Service	_____			
3. 9	Family/Marital	_____			
3.10	Personal Adjustment	_____			

SECTION V

CROSS-REFERENCE INDEX

Adult Recreation: \_\_\_\_\_

\_\_\_\_\_

Alcoholism Treatment: \_\_\_\_\_

\_\_\_\_\_

Appearance/Grooming: \_\_\_\_\_

\_\_\_\_\_

Audiological Exam: \_\_\_\_\_

\_\_\_\_\_

Audiological Treatment: \_\_\_\_\_

\_\_\_\_\_

Basic Education: \_\_\_\_\_

\_\_\_\_\_

Budget Planning: \_\_\_\_\_

\_\_\_\_\_

Child Care: \_\_\_\_\_

\_\_\_\_\_

Child Recreation: \_\_\_\_\_

\_\_\_\_\_

Clothing Assistance: \_\_\_\_\_

\_\_\_\_\_

Consumer Education: \_\_\_\_\_

\_\_\_\_\_

Debt Adjustment: \_\_\_\_\_

\_\_\_\_\_

Dental Exam: \_\_\_\_\_

\_\_\_\_\_

Dental Treatment: \_\_\_\_\_

\_\_\_\_\_

Family/Marital: \_\_\_\_\_

\_\_\_\_\_

Financial Assistance: \_\_\_\_\_

\_\_\_\_\_

Food Assistance: \_\_\_\_\_

\_\_\_\_\_

G.E.D. Assistance: \_\_\_\_\_

\_\_\_\_\_

Housing Assistance: \_\_\_\_\_

\_\_\_\_\_

Job Goal Development: \_\_\_\_\_

\_\_\_\_\_

Job Seeking Skills Assistance: \_\_\_\_\_

\_\_\_\_\_

Job Retention Assistance: \_\_\_\_\_

\_\_\_\_\_

Legal Assistance: \_\_\_\_\_

\_\_\_\_\_

Leisure Time Planning: \_\_\_\_\_

\_\_\_\_\_

Medical Exam: \_\_\_\_\_

\_\_\_\_\_  
Medical Treatment (In-Patient): \_\_\_\_\_

\_\_\_\_\_  
Medical Treatment (Out-Patient): \_\_\_\_\_

\_\_\_\_\_  
Medical Treatment (Emergency): \_\_\_\_\_

\_\_\_\_\_  
Mental Health Diagnosis: \_\_\_\_\_

\_\_\_\_\_  
Mental Health Treatment (In-Patient): \_\_\_\_\_

\_\_\_\_\_  
Mental Health Treatment (Out-Patient): \_\_\_\_\_

\_\_\_\_\_  
Narcotic Treatment: \_\_\_\_\_

\_\_\_\_\_  
Psychiatric Diagnosis: \_\_\_\_\_

\_\_\_\_\_  
Psychiatric Treatment (In-Patient): \_\_\_\_\_

\_\_\_\_\_  
Psychiatric Treatment (Out-Patient): \_\_\_\_\_

\_\_\_\_\_  
Psychiatric Treatment (Emergency): \_\_\_\_\_

Psychological Testing: \_\_\_\_\_

Psychological Test Interpretation: \_\_\_\_\_

Personal Adjustment: \_\_\_\_\_

Retirement Planning: \_\_\_\_\_

Social Service (Emergency): \_\_\_\_\_

Teen Recreation: \_\_\_\_\_

Transportation Assistance: \_\_\_\_\_

Visual Exam: \_\_\_\_\_

Visual Treatment: \_\_\_\_\_

Vocational Sampling: \_\_\_\_\_

Vocational Testing: \_\_\_\_\_

Vocational Test Interpretation: \_\_\_\_\_

Vocational Training: \_\_\_\_\_

Work Adjustment: \_\_\_\_\_