



RESEARCH REPORT

From Crisis to Opportunity: A Snapshot of Strategies Adopted during the Pandemic by Senior Community Service Employment Program National Grantees

Amanda Briggs
URBAN INSTITUTE

Shayne Spaulding
URBAN INSTITUTE

Afia Adu-Gyamfi
URBAN INSTITUTE

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- Goodwill Industries International (GII)
- National Able Network (NABLE)
- National Asian Pacific Center on Aging (NAPCA)
- National Caucus & Center on Black Aging (NCBA)
- National Indian Council on Aging (NICOA)
- The WorkPlace Inc. (The WorkPlace)
- Vantage Aging (Vantage)

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Executive Summary

The Senior Community Service Employment Program (SCSEP) is a federally funded job-training program established in 1965 and run by the U.S. Department of Labor (DOL), which aims to transition low-income older Americans to unsubsidized employment through job training, subsidized work experience with community-based and other organizations, and job placement activities.¹ For SCSEP participants, the COVID-19 pandemic created training access barriers in addition to the health, safety, and economic challenges faced by older workers more generally. This exploratory qualitative study offers insights from grantee leaders on promising strategies and practices emerging from efforts implemented during the pandemic to address these challenges.

We aim to answer the following questions: (1) How did SCSEP grantees adapt and implement strategies in response to challenges during the pandemic? and (2) What strategies and practices did programs consider retaining going forward, and why? Findings are informed by a scan of relevant literature, interviews with organizational leaders of 9 selected national SCSEP grantees out of 19 total national grantees, and a review of grantee documents and progress reports. These insights and reflections are not representative of the experiences of all SCSEP grantees.

The report provides a snapshot of how SCSEP grantees adapted or expanded strategies to serve older workers in response to challenges faced during the pandemic. Strategies include (1) adopting new recruitment outreach, intake, and engagement activities; (2) promoting digital access and technology loaner programs; (3) providing training remotely; (4) adopting new host agency and employer strategies; and (5) implementing staffing strategies to support SCSEP participants' needs. Grantees interviewed also shared lessons related to policies and practices, including how flexibility in program implementation helped them adapt services during the pandemic and how to support digital skills development and access for SCSEP participants moving forward.

As organizations serving older workers continue to grapple with the challenges of the COVID-19 pandemic, these insights can inform SCSEP grantees, DOL, and other organizations serving older workers by providing timely information that informs changes in policy and practice.

¹ See "Senior Community Service Employment Program," U.S. Department of Labor, accessed August 12, 2022, <https://www.dol.gov/agencies/eta/seniors>.

Introduction

Low-income adults ages 55 and older may need help to gain financial security through employment in their later years. They can face challenges finding and retaining employment because of age discrimination, disability, limited access to technology, lack of in-demand skills, and lack of access to basic needs, including food, transportation, housing, and quality healthcare (Hecker et al. 2021; Neumark 2020).² Low-income older adults also often lack access to and resources for training opportunities tailored to their needs (Picchio 2021; Simpson, Greller, and Stroh 2002; Urick 2017; Zwick 2015). The COVID-19 pandemic created additional health, safety, digital access, and basic needs challenges for this population (Hecker et al. 2021; Lebrasseur et al. 2021).³

The Senior Community Service Employment Program (SCSEP) is a federally funded job-training program run by the U. S. Department of Labor (DOL) that aims to transition low-income older Americans to unsubsidized employment through job training and placement activities (box 1). The COVID-19 pandemic substantially affected SCSEP service delivery, with SCSEP office and partner agency and employer closures in the initial months of the public health emergency.⁴ When the country began to open again—albeit unevenly—SCSEP grantees tried to resume activities, but SCSEP grantees and participants faced numerous challenges.

In 2021, DOL contracted with the Urban Institute to conduct an implementation study of the SCSEP program and an analysis of other programs serving older workers to identify opportunities for improving employment and training services to this population. This exploratory, qualitative study focusing on the experiences of nine grantees during the COVID-19 pandemic is part of that broader

² “America’s Aging Workforce: Opportunities and Challenges,” United States Senate Special Committee on Aging, December 2017, <https://www.aging.senate.gov/imo/media/doc/Aging%20Workforce%20Report%20FINAL.pdf>.

³ “COVID-19 pandemic” refers to the public health emergency, which started in early 2020, when the World Health Organization characterized the spread of the novel coronavirus as a pandemic, with restrictions and recommended precautions affecting business operations, employment rates, travel and all aspects of daily life. For information on the timeline of the pandemic, see “A Timeline of COVID-19 Developments in 2020,” American Journal of Medicine Staff, January 1, 2021, <https://www.ajmc.com/view/a-timeline-of-covid19-developments-in-2020>. For information on levels of unemployment, see “Civilian Unemployment Rate,” U.S. Bureau of Labor Statistics, accessed August 12, 2022, <https://www.bls.gov/charts/employment-situation/civilian-unemployment-rate.htm>.

⁴ The disruptions to the SCSEP program documented in this report are based on interviews with the nine grantees selected to provide examples of how their organizations responded during the pandemic. Additional information on the disruptions that occurred can be found at “COVID-19 Frequently Asked Questions: Senior Community Service Employment Program (SCSEP),” U.S. DOL, 2021, <https://www.dol.gov/agencies/eta/coronavirus#SCSEP>.

effort. It aims to answer the following questions: (1) How did SCSEP grantees adapt and implement strategies in response to challenges during the pandemic? and (2) What strategies and practices did programs consider retaining going forward, and why?

Box 1: Key Facts: Senior Community Service Employment Program (SCSEP)

SCSEP, established by Title V of the Older Americans Act of 1965, serves American seniors ages 55 and older who are unemployed and have a family income of no more than 125 percent of the federal poverty level. SCSEP is implemented by the U.S. Department of Labor (DOL) through grants to 75 grantees, including 56 units of state and territorial governments and 19 national nonprofit organizations. These 19 national grantees receive the majority of SCSEP funds, and 3 of the 19 receive SCSEP funds set aside by statute to serve Native Americans or Asian-Americans and Pacific Islanders.^a The goal of the program is to transition participants to unsubsidized employment through job training and placement activities provided primarily in coordination with nonprofit host agencies sponsoring community service assignments (CSAs). CSAs are subsidized paid work experience placements facilitated by SCSEP grantees. SCSEP grantees also partner with workforce agencies and other community partners to identify and enroll new participants and provide additional job-training opportunities. Individuals receive priority consideration for enrollment if they are veterans, qualified spouses, or over the age of 65; live in a rural community; are formerly incarcerated; or struggle with literacy and language proficiency, homelessness, limited employment prospects, or finding employment.

Source: “Senior Community Service Employment Program,” Employment and Training Administration, U.S. DOL, accessed July 21, 2022, <https://www.dol.gov/agencies/eta/seniors>.

^a Out of 19 total national grantees, 18 receive general funding. Two of the 18 receive set-aside funding in addition to general funding, and one national grantee receives only set-aside funding.

This report provides a snapshot of how SCSEP grantees adopted or expanded strategies to serve older workers in response to challenges faced during the pandemic, including the following:

- Adopting new recruitment outreach, intake, and engagement activities
- Promoting digital access and technology loaner programs
- Providing training remotely, including via digital access and job-training activities
- Adopting new host agency and employer strategies
- Implementing staffing strategies to support participants’ needs

To identify the strategies and lessons described in this report, research activities included a literature scan,⁵ interviews with national grantee organization leaders, and a review of grantee documents and progress reports. This report includes insights from nine selected national SCSEP grantees (box 2) about promising strategies. We conducted a single two-hour interview with each of the nine grantee organizations to provide an early snapshot of services implemented during the pandemic.⁶

Box 2: Senior Community Service Employment Program (SCSEP) National Grantees Interviewed

- American Association of Retired Persons Foundation (AARPF)
- Associates for Training & Development (A4TD)
- Goodwill Industries International Inc. (Goodwill)
- National Able Network (NABLE)
- National Asian Pacific Center on Aging (NAPCA)
- National Caucus & Center on Black Aging (NCBA)
- National Indian Council on Aging (NICOA)
- The WorkPlace
- Vantage Aging (Vantage)

The primary criteria for grantee selection for this exploratory qualitative study centered on the service delivery strategies that grantees implemented or adopted during the pandemic. We constructed a list of key themes following a review of quarterly narrative report (QNR) data for all 19 national grantees. From those QNRs, the study team identified nine grantees that adopted new or expanded existing strategies during the pandemic aligned with those themes, with the goal of representing a range of strategies in the report. To assemble a diverse group of grantees, secondary criteria involved grantee characteristics, including the number of subgrantee sites and the annual number and race and ethnicity

⁵ A targeted literature scan was conducted by the research team to provide context for the findings in this report. For an in-depth literature review containing information about SCSEP and other workforce programs serving older workers, please see Butrica, Barbara. September 2022. "Workforce Programs Serving Older Workers and Other Populations with Employment Barriers." Washington, DC: Urban Institute.

⁶ The research team focused on nine national grantees to provide timely insights to DOL and grantees, pending OMB clearance, which is required when the number of respondents for a particular data collection activity is ten or greater.

of SCSEP participants served. (For additional information on study methodology and grantees included in this study, see appendix A.)

The study is not representative of the experiences of all SCSEP grantees. Rather, these qualitative interviews with 9 out of the 19 national grantees offer reflections on strategies and practices SCSEP grantees found promising. Lessons drawn from the implementation of the strategies described in this report may not apply in ordinary circumstances, given that grantees adopted these strategies during the COVID-19 pandemic. Finally, data collection consisted of a single two-hour interview with each grantee, along with limited review of documents, which limited the amount of information and detail we could collect on the strategies they implemented. Despite these limitations, these lessons can benefit SCSEP grantees and other organizations serving older workers by providing timely information on practice changes made as organizational staff grappled with the challenges of the pandemic. These insights can also inform DOL about policies and practices that grantees believed support or hinder effective service delivery to older workers.

Impact of COVID-19 on Older Workers

Low-income job seekers ages 55 and older—the target service population for SCSEP—were among the hardest hit by the COVID-19 pandemic, given its impact on the health, well-being, and economic circumstances of older adults. A study of the effects of the severity of coronavirus disease using individual case data by Verity and colleagues (2020) finds that before the widespread availability of vaccines, individuals in their 60s and 70s infected with COVID-19 had mortality rates of 4 and 8.6 percent, respectively, compared with a 1.25 percent mortality rate for individuals in their 50s, and a 0.3 percent mortality rate for individuals in their 40s.

In addition to the risk of serious illness and higher rates of mortality, many older adults experienced physical and psychological isolation due to the pandemic. A rapid review of published literature by Lebrasseur and colleagues (2021) on studies of the impact of the COVID-19 pandemic on older adults finds fewer social interactions reported during the pandemic, along with an increased incidence of psychological symptoms, ageism, deterioration of physical health, and difficulty accessing services.

Studies of the impact of COVID-19 on older workers' employment indicate that, by April 2020, older adults experienced sharp employment declines (Bui, Button, and Picciotti 2020; Goda et al. 2021). For example, using the Current Population Survey, Social Security administrative data, and Google Trends data, Goda and colleagues (2021) find that employment was much lower between March 2020 and March 2021 than predicted employment rates for older adults in prior years. Specifically, predicted employment was 8.3 percent lower for 50- to 61-year-olds, and 10.7 percent lower for 62- to 70-year-olds. Negative unemployment impacts of the pandemic also disproportionately affected women, Black and Latino populations, and lower-wage workers across age groups (Alon et al. 2020; Bartik et al. 2020; Clark, Lusardi, and Mitchell 2020).

Considering these challenges, education and training organizations have started to explore how remote work could be a promising option for low-income older workers because of new remote job opportunities following the onset of the pandemic (Anderson et al. 2021). However, technology access and digital literacy gaps are also concentrated among people who are older, living in rural areas, historically oppressed (e.g., Black, Hispanic of any race, or Native American), less educated, and less affluent, making it harder to access these opportunities (Council of Economic Advisers 2015).

Department of Labor Response and Senior Community Service Employment Program Guidance

Given the challenges faced by older workers during the pandemic, DOL worked in partnership with SCSEP national grantees to provide guidance highlighting flexibility under existing regulations and issued additional guidance implementing program rule changes enacted in statute that allowed for increased flexibility, especially in response to early pandemic restrictions. These restrictions included SCSEP office closures and the closure of program and workforce partner agency offices because of the pandemic, which made it hard for many grantees to recruit and enroll participants and collect required eligibility documents. Examples of the guidance DOL provided as part of the SCSEP provisions of the Coronavirus Aid, Relief, and Economic Security Act⁷ included the following:

- Increase in the administrative cost limit from 13.5 percent to 20 percent to support cost increases to help mitigate the impact of COVID-19 on SCSEP operations, employees, and participants (U.S. DOL 2020)
- Extension of the individual duration limit⁸ by 12 months to a total of 60 months beginning March 2020, which allowed participants enrolled in SCSEP as of March 2020 and all SCSEP participants who enrolled during the six months between March 1 and August 31, 2020, to receive services during the public health emergency and not lose program eligibility (U.S. DOL 2020)
- Guidance on how to minimize disruption to participants while following program rules through strategies such as using paid sick leave, rescheduling work time, and providing remote training (box 3)

⁷ Coronavirus Aid, Relief, and Economic Security Act, H.R.748, 116th Congress (2019–2020), <https://www.govinfo.gov/content/pkg/COMPS-15754/pdf/COMPS-15754.pdf>.

⁸ Prior to March 2020, the individual duration limit for the Senior Community Service Employment Program (SCSEP) participation was 48 months over a lifetime.

Box 3: U.S. Department of Labor (DOL) Guidance on Strategies to Minimize Disruption for Participants

DOL provided Senior Community Service Employment Program (SCSEP) grantees with guidance on how to minimize the disruption to participants. DOL noted that SCSEP regulations 20 CFR §641.565 (b)(1)(vi) as of April 1, 2020, state, “Grantees and sub-recipients must provide necessary sick leave that is not part of an accumulated sick leave program, which may be paid or in the form of rescheduled work time.” DOL pointed out that under this regulation, grantees had the discretion to amend paid sick leave policies as needed, as long as they were applied uniformly to all participants. DOL also interpreted the regulations as allowing participants to make up missed time in Community Service Assignments (CSAs) or paid training when sites reopened. Finally, as long as CSAs, trainings, and supportive services were normally allowable under SCSEP and were aligned with participants’ individual employment plans, DOL agreed that grantees could provide online training or engage participants in other SCSEP activities. Beginning November 1, 2020, DOL said that grantees had to provide services in person, where possible, and that any additional paid sick leave had to be approved by DOL.

Sources: “COVID-19 Frequently Asked Questions: Senior Community Service Employment Program (SCSEP),” DOL, 2021 <https://www.dol.gov/agencies/eta/coronavirus#SCSEP>;

Notes: The Individual Employment Plan uses information collected during assessment to “provide a roadmap that clarifies participant goals, supportive service needs, and the training required to accomplish the participant’s goals and attain subsidized employment.” See “Older Worker Bulletin No. 04-04, Employment and Training Administration Advisory System,” U.S. DOL, April 12, 2004, <https://www.dol.gov/sites/dolgov/files/ETA/seniors/pdfs/04-04.pdf>.

Adopted and Expanded Strategies for Serving Older Workers

Grantees interviewed for this study described several challenges beginning in March 2020 because of the coronavirus pandemic, including the following:

- **Many participants could not return to their CSAs** because supervisors worked remotely, host-agency sites limited in-person capacity because of social distancing, or host agencies permanently closed. The return to in-person CSA training varied by service area because of local business closures and local and state health requirements.
- Grantees had **limited engagement with partners**, such as host agencies, employers, and American Job Centers, because of the closure of businesses and other local organizations.
- **It was difficult to provide remote services to participants** who lacked the technology or skills to take advantage of these services. SCSEP grantees had to find new ways to provide services to older adults looking for work who were likely among the most disadvantaged by the pandemic.

Despite the multiple ongoing challenges, grantees interviewed for this report also indicated that the pandemic created opportunities to build capacity, adapt services, and adopt new strategies to meet the needs of program participants. Drawing lessons from these experiences can inform service delivery approaches for programs serving older workers moving forward. The sections that follow provide examples of how grantees adapted existing services and implemented changes to their SCSEP strategies, focusing on strategies that grantees plan to continue moving forward.⁹

Recruitment Outreach, Intake, and Engagement Activities

The grantees we interviewed reported on various strategies for recruiting participants before the pandemic, including referrals from partner agencies, foot traffic from nearby partners, flyers, and word

⁹ This information is drawn from the single interviews we conducted with the nine SCSEP grantees that are the focus of this report. In some cases, grantee staff provided documents to help us understand or provide further detail on the strategies they described during the interviews.

of mouth. All grantees indicated that recruitment halted at the start of the pandemic because of social-distancing policies. This reportedly eliminated face-to-face interactions between participants and staff at the workforce development agencies and nonprofits with potential participants for referral to the SCSEP. After the initial period of the emergency response, recruitment of participants resumed—albeit unevenly—across grantees and across the country. Some interviewed grantees also described how the SCSEP program could not compete with unsubsidized jobs even in traditionally low-wage industries such as retail and food service in the tight labor market that emerged following the initial emergency response period, which led to participant recruitment challenges.

During this period, grantees interviewed developed new, or adapted existing, outreach, intake, and engagement strategies. They reported leveraging new media for marketing the program, including Facebook, LinkedIn, and Indeed to attract participants. Expanded advertising also included cable television and radio to reach potential participants. Some interviewed grantees reported engaging in geographic- and demographic-specific targeted marketing campaigns to attract participants. Grantees also indicated that they built on and expanded preexisting strategies for outreach, including developing surveys to understand participant needs and placing flyers in care packages for older adults.

Examples of new or adapted recruitment outreach, intake, and engagement strategies from the grantees interviewed are included below.

New Media Leverage for Marketing

- A4TD expanded its use of **social media platforms**, including Facebook, LinkedIn, and YouTube, to market the program to potential participants. Staff interviewed especially saw Facebook as a way to reach potential SCSEP participants, noting that older adults tended to use Facebook to connect with their children and grandchildren. A4TD used Facebook community forums to reach out to older adults. Some towns had local Facebook groups, which offered opportunities for free marketing. A4TD reported that it plans to continue this strategy by sharing participant success stories on Facebook or YouTube as a way of attracting participants to the program.
- The WorkPlace reported success through an effort to **place ads on Indeed**, an online job-search platform, promoting the training opportunities available through SCSEP. Staff interviewed shared that the approach brought potential participants in the door and made it possible to have a conversation with them to introduce SCSEP and the program's eligibility requirements. This helped to funnel interested and eligible individuals to the program.

Targeted Outreach and Recruitment

- AARPF developed and deployed a resiliency survey to 6,000 participants to identify immediate barriers and **provide targeted support services** for participants with pressing needs during the pandemic. The survey focused on four areas: COVID information, technology needs and usage, support service needs, and social isolation and connection to family and friends. AARPF conducted the survey virtually, via texts, phone calls, or emails. Once AARPF identified participants' needs, project directors on AARPF staff helped participants access information and critical services, including food boxes that AARPF provided for 665 SCSEP participants. AARPF leaders indicated that the survey has been fully integrated into program practice and will continue to be fielded moving forward because of its success in identifying participants' needs in real time.
- A4TD implemented a five-month recruiting program between February and June 2021, **targeting specific populations** of participants. For example, at one point, the organization implemented a variety of strategies for attracting veterans, including engaging specific community partners, such as outreach centers and community hospitals that might be working with veterans. A4TD staff worked with veteran-specific contacts within these organizations, participated in events that targeted veterans, and colocated staff at partner organizations.
- NABLE implemented a recruitment strategy **targeting specific regions** of their service area. The organization collaborated with its marketing team to determine which regions might be experiencing enrollment by reviewing monthly enrollment data by region. To increase enrollment, NABLE bought direct call lists and engaged in mass texting and calling to recruit potential participants from those lists.

Expansion of Outreach, Intake, and Engagement Strategies

- Goodwill had local affiliates that developed **creative advertising strategies** built on successful approaches used in the past. One affiliate printed paper placemats distributed to local coffee houses stating, "Unemployed, over 55, need employment?" which led to many inquiries from older adults about the program. Goodwill also partnered with food pantries, where staff placed flyers about the program in every food box that went out to older adults. Another strategy included placing flyers in the lobbies of the apartment complexes of older adults to attract them to SCSEP. Finally, to expand nondigital marketing methods, especially in rural areas where it

may be hard to reach older adults remotely, Goodwill created yard signs to be placed at host-agency locations and in the front yards of participants' homes.

- A4TD created an **ambassador program** where participants help to promote SCSEP. A4TD equipped participants with marketing materials to recruit new participants. These ambassadors identified certain neighbors, friends, family, and other older adults in their communities as potential program participants.
- NICOA used the Sign Now software program to collect and sign applications for SCSEP and assist with **remote intake and enrollment of participants**. Although Sign Now was primarily used for timesheets prepandemic, its use expanded to assist with the enrollment of new participants remotely. NICOA also used **mobile-phone strategies** to engage participants. The mobile-phone platform launched in 2019 to contact participants, but during the pandemic, its use expanded to inform participants about work-readiness training opportunities and remind them about upcoming SCSEP events.

Key Takeaways

During the pandemic, grantees adopted new strategies for marketing the program to participants, often leveraging social media platforms and technology to target participants who might be a match for the program. They reflected on needing to implement these strategies partly because existing recruitment partners could not provide as many referrals during the pandemic as in the past. Going forward, grantees interviewed for this study reported a desire to continue using one or more of these strategies while also returning to partner-based recruitment.

Digital Access and Technology Loaner Programs

According to grantees interviewed, digital access became a priority to meet participants' immediate needs for remote education and training during the pandemic. They also described the target population for SCSEP as having little to no digital access. Some participants did not have a computer or tablet, while others lacked strong internet connectivity. Some participants had smartphones with limited internet access, data for remote training, or smartphone features to run training programs remotely. Grantees interviewed for the study developed new strategies and identified various resources to provide technology and internet access to their participants.

To meet digital access needs for participants, a few grantees interviewed indicated that they leveraged SCSEP grant funding to support additional training and support services costs, referred to in interviews as additional training and supportive services (ATSS) funds.¹⁰ Before the pandemic, these grantees said they most frequently used funds for supportive services such as dental services, eyeglasses, or work clothes. However, during the pandemic, DOL approved proposals submitted by these grantees to use such funds to purchase technology and internet access. In one case, grantees said they could purchase computer and internet access at a lower rate because of grantee partnerships with digital providers, such as Google and Verizon. Some grantees indicated they did not pursue ATSS funds because the process required to access them was burdensome. In other cases, grantees interviewed said they leveraged other funding streams by applying for state-sponsored funds or by receiving funding from other partner organizations to support the purchase of technology and internet access.

With the equipment purchased through ATSS or another funding stream, grantees interviewed developed loaner programs, allowing participants to borrow computers and wireless routers. Under such programs, participants could typically keep the devices until they completed and exited the program. The loaner programs allowed participants without previous access to technology and the internet to take advantage of remote trainings and work opportunities.

Examples of new or adapted remote digital access and remote training strategies reported by grantees are included below.

Resources to Support Digital Access

- A4TD **leveraged the ATSS** funds to purchase Chromebooks and MIFI (a type of wireless router). To maximize the funds and purchase as many Chromebooks and MIFIs as possible, A4TD developed **partnerships with digital service providers**, which reduced participants' cost for internet access and devices.
- The WorkPlace also **leveraged funds from the state of Connecticut** to support the purchase of computers. This funding allowed the WorkPlace to purchase technology for SCSEP participants

¹⁰ For more on the conditions that apply to a SCSEP grant request to use additional funds for training and supportive service costs, see Employee's Benefits, 20 CFR 641 (2019), <https://www.govinfo.gov/content/pkg/CFR-2019-title20-vol3/xml/CFR-2019-title20-vol3-part641.xml>.

located in Connecticut, including necessary equipment for digital skills training. The WorkPlace hopes to expand participants' access to technology in other local sites¹¹ beyond Connecticut.

Technology Loaner Programs

- Goodwill developed loaner programs for its participants across affiliated locations. Participants could **borrow a computer for remote trainings**. Goodwill developed loaner programs to help participants transition from conducting remote training from their smartphones to the computer. Goodwill found that this transition enhanced participants' learning experiences during the pandemic.
- A4TD created a loaner program in which **Chromebooks, MIFI, and computer mice were loaned to participants** for remote learning. As part of the loaner program, A4TD staff developed a 30-page resource guide on operating the technology. The guide included screenshots depicting how to turn on a computer, how to log into or create an email, how to access the internet on the Chromebook, and how to pair the Chromebooks to their MIFI. Additionally, participants could get matched with a mentor for additional technology support. A4TD identified additional outcomes from increased digital access, such as increased self-confidence and self-esteem.

Key Takeaways

Grantees interviewed for this study shared that by providing digital access to participants, they felt they were helping participants compete with younger workers by giving them the opportunity to build and practice their digital skills. These grantees are considering continued implementation of digital access and loaner program strategies in the future as a central part of their program model because of the benefits to participants. They also expressed feeling better positioned—because of their experience making these efforts work during the pandemic—to provide technology to participants in the future.

¹¹ We use “local sites” to refer to local grantees, project office locations, and affiliates. National grantees interviewed for this study varied in whether or not they subcontracted out direct service delivery, and in the terminology they used to describe local sites.

Remote Training

All grantees interviewed also adopted strategies to incorporate remote skill-building and job-training activities into their SCSEP models during the pandemic, implementing several training activities designed to improve participants' digital literacy, skills, and readiness for unsubsidized employment. These grantees designed such activities to help participants overcome their fear of technology and to combat isolation by using technology to connect participants with training, staff, and each other. All grantees interviewed shared the belief that improving SCSEP participants' digital literacy and skills was an essential strategy for supporting participant success. To determine skill levels and technology readiness, some SCSEP grantees interviewed conducted assessments of digital skills so that they could provide targeted training aligned with participants' existing skillsets.

Grantees and the organizations they contracted with to provide services also developed different levels and types of trainings based on participant needs, including whether participants had access to digital devices and broadband and whether they possessed no, basic, or more advanced computer navigation skills. Some grantees shared that at the onset of the pandemic they developed paper training materials, which were especially helpful for individuals without technology access or basic digital skills. These training packets and workbooks allowed participants to continue receiving their subsidized wage, typically provided by a CSA, by engaging in training remotely while they were at home. Grantees that used paper training materials shared that the approach was slowly phased out as they identified available technology and online training programming that could be offered in lieu of physical training workbooks.

In some cases, grantees said they developed or piloted new digital skills programs during the pandemic in coordination with nationally recognized partners to improve SCSEP participants' digital skills, including training partners like Cyber Seniors and the National Digital Inclusion Alliance, which advocates for digital access.

Because workforce system partners, including American Job Centers, were largely closed in spring and summer 2020 following the outbreak of the COVID-19 pandemic, grantees interviewed sometimes offered job-readiness training and other services that would normally be provided by American Job Centers and offered these services remotely. These trainings were meant to increase preparation for work through remote job-readiness training and included activities such as virtual job clubs, interviews, and resume development support.

Examples of new or adapted remote training strategies described by interviewed grantees include:

Digital Skills Trainings and Assessments

- Vantage developed a **digital inclusion program** in which SCSEP participants who enrolled in the program trained weekly with a staff member who served as a digital navigator. Through their participation in the program, participants earned skills-based digital certificates, focused on understanding internet basics, Microsoft Office Suite, career search skills, email, telehealth, and their digital footprint. It evolved into a 10-week program in partnership with a nationally accredited service provider and the National Digital Inclusion Alliance. Staff interviewed shared, “We have folks graduating from this program who are signing up for college courses now and looking for remote work.”
- The WorkPlace launched a **digital skills training program** beginning in 2022. Cyber Seniors, a nonprofit organization with partners all over the country, provides the curriculum and training, which covers topics such as how to set up an email account, how to craft a resume, and how to do an online job search. Three cohorts of SCSEP participants received training in 2022 as part of a pilot program. Once officially launched, the program model will involve Workforce Innovation and Opportunity Act¹² youth participants ages 16 to 24 who will serve as mentors to mature workers in SCSEP to help them overcome their barriers to technology.
- NCBA staff also connected SCSEP participants with **online trainings that resulted in a certificate of completion**. Examples of online trainings offered¹³ included resume writing (alison.com), computer basics (gcfglobal.org), and interview techniques (GoodwillAR.org). This allowed participants to continue to receive their subsidized wage while at home and participating in a learning opportunity.
- **To assess participants' digital skills and align digital skills trainings with the needs of participants**, one of Goodwill's local sites partnered with a program of Literacy Minnesota called Northstar Digital Literacy, which offers an online platform for assessing and building digital skills.¹⁴ AARPF also partnered with multiple external training vendors to assess different digital literacy and skill-based training options. A priority for AARPF was to obtain remote training providers that could offer training to both English- and Spanish-speaking participants.

¹² The Workforce Innovation and Opportunity Act is a federal law that provides funding for workforce development services for American workers. See “Workforce Innovation and Opportunity Act,” U.S. DOL, accessed August 12, 2022, <https://www.dol.gov/agencies/eta/wioa>.

¹³ Online training opportunities were available to participants affiliated with the National Caucus & Center on Black Aging (NCBA) in select locations (Arkansas, District of Columbia, Florida, and North Carolina). Illinois, Mississippi, and Ohio did not offer online trainings at the time of this report.

¹⁴ For more information on Northstar, see <https://www.digitalliteracyassessment.org/about>.

For participants with limited to no digital skills, they facilitated group phone calls and sent paper workbooks to facilitate job readiness and employability skills training to ensure participants engaged with training during their time away from community service work.

Programs to Expand Job Readiness

- NAPCA staff described efforts to develop a **job-readiness course for participants who speak languages other than English**, such as Korean and Cantonese, which was launched in response to participant language barriers and the closure of Workforce Innovation and Opportunity Act partner agencies during the pandemic. Grantee staff indicated the training was in development, and NAPCA expected to offer it in person and remotely in the future. Content will include resume development, job search, job interviews, and workplace safety, with the goal of also covering topics in the modern workplace, such as cultural competency and financial literacy.
- The WorkPlace received funding from the state of Connecticut to put together and pilot a training program called RemoteWorks and partnered with Sacred Heart University in Fairfield, Connecticut, to **develop a credential around remote work skills**. It certifies that someone is ready for and understands the challenges of working remotely. The pilot involved 30 individuals and was targeted at women of color and individuals with disabilities. Although staff interviewed indicated that the pilot served a small number of participants, they shared that over 80 percent of participants were hired.
- Goodwill hosted **virtual job clubs** that focused on job readiness. The job clubs involved a staff member sharing Goodwill Works curriculum (Goodwill's job-readiness program) in real time via a videoconferencing platform, skills training to enhance employability and improve retention, skill building, such as communication, decision-making, teamwork, project management, conflict resolution, and general day-to-day workplace skills. The curriculum consisted of 17 modules for soft skills. The instructor presented basic soft skills on slides, and participants worked through common workplace scenarios. Finally, participants documented goals and takeaways from the course in the accompanying participant guide.

Key Takeaways

Several grantee staff interviewed shared the perspective that digital skills and job-readiness trainings developed during the pandemic can complement a return to in-person training by providing flexibility to participants who can take advantage of remote training options. All grantees interviewed shared that

they plan to continue elements of strategies adopted during the pandemic for teaching digital skills or training remotely, though they indicated that identifying leveraged funds to sustain, scale, and keep the information provided in trainings up to date will be important.

New Host Agency and Employer Strategies

Grantees interviewed for this study shared that the pandemic created multiple challenges for developing and maintaining relationships with host agencies and employers. One issue reported by grantees was that many employers and host agencies either suspended operations or shut down completely because of the pandemic. However, these disruptions varied based on geographic location, state and local policies governing economic activity and public health, and the sectors and types of organizations with which SCSEP grantees had partnerships. Although most nonprofits were not available for in-person CSAs, some opportunities in high-need areas existed, like food pantries and soup kitchens, which continued to operate during the shutdown. In response to challenges, grantees interviewed implemented new CSA and host agency strategies and engaged new types of employers for subsidized and unsubsidized placements.

Although CSAs largely did not operate during the early months of the pandemic, some grantees interviewed said they enacted plans for remote CSA placements and looked for CSA placements with new partners. Some SCSEP grantees described shifting focus from sectors that took the greatest hit from the pandemic—like retail and hospitality—to other sectors where more demand existed during the pandemic, like custodial services and health care. Some also sought to identify employers seeking to hire participants for remote work. To identify these new partners, SCSEP grantees described proactive outreach activities, which included using the internet to identify prospective partners, developing outreach materials to reach new partners, in-person outreach, aligning host-agency and participant outreach, engaging in sector partnerships, and using the on-the-job experience program. On-the-job experience (OJE) allows SCSEP grantees to place people with for-profit employers for their CSA placements, with varying requirements for placement duration and wage reimbursement.¹⁵ Another strategy reported was getting employers to make a commitment to interview qualified SCSEP

¹⁵ DOL allows participants to be placed in on-the-job experience (OJE) positions with public or private employers for up to 12 weeks to build skills that cannot be developed through a community service assignment (CSA). OJE employers may be reimbursed for up to 100 percent of wages for four weeks of training or up to 50 percent of wages for assignments lasting more than four weeks. In lieu of partial reimbursement of wages to the employer, grantees can also opt to pay 100 percent of the participant's wages while in the OJE. See "Older Worker Bulletin No. 04-04," U.S. DOL, accessed June 10, 2022, <https://www.dol.gov/sites/dolgov/files/ETA/seniors/pdfs/04-04.pdf>.

participants for available jobs. Some grantees interviewed reported starting these strategies pre-pandemic, but they came to fruition only in the context of existing partners that could not host or hire SCSEP participants because they closed, their operations were suspended, or they did not have the capacity to support SCSEP participants.

Examples of new or adapted host agency and employer strategies described by interviewed grantees are included below.

Implementing New Community Service Agreements and Host-Agency Strategies

- NAPCA identified some host agencies during the pandemic that had participants **complete their CSA assignment remotely**. Although staff interviewed indicated that this option only worked for certain SCSEP participants, they noted, “I did really like the flexibility of creating remote host-agency placements for participants who have the capability of doing that because it allows us to kind of create a pathway for folks to remote jobs.”
- NCBA also **merged participant recruitment and host agency recruitment** efforts. Staff would go to senior centers, food pantries, and other places where they might find potential participants and work to recruit participants and new host-agency partners at the same time.

Engaging New Types of Employers

- NICOA described efforts to focus on **developing jobs in new sectors**, such as health care. Before the pandemic, many unsubsidized placements were with SCSEP-friendly employers like large retail employers. One staff person noted, “The service industry is difficult because a lot of our people can’t stand or walk for those kinds of hours.... [The pandemic] really demonstrated the need in our country for home healthcare...as well as the variety of opportunities that exist in hospitals and nursing homes, including work in hospital kitchens, accounts payable, and nursing-related fields.” In addition, the tight job market has created new opportunities. As a staff member said, “Now you have more companies looking at the older worker because there is such a staffing shortage.”
- NABLE reported building out a focus on call-center jobs, which offer **opportunities for remote employment**. Staff said they started to develop this strategy pre-pandemic because they had many participants in rural areas who also had difficulty getting to unsubsidized jobs because of transportation or physical mobility issues. NABLE staff interviewed indicated they built the

digital skills training around customer service and call-center skills, which proved advantageous during the pandemic, and they shared the belief that trainings will serve the organization and participants moving forward.

Adopting and Expanding Engagement Strategies

- NCBA implemented various **strategies to engage new host and employer partners**. The first step was identifying nonprofits or businesses in counties it could partner with. The organization created letters highlighting the benefits of working with the SCSEP and reasons to help the program's participants. NCBA also sent letters to existing nonprofit partners and used OJE as a tool to further attract new for-profit employer partners. Staff interviewed described how they had presented OJE to many companies and as a result, many business partners wanted to work with the organization.
- A4TD helped develop a **workforce consortium** for western Vermont in partnership with the Vermont DOL and businesses in the region. The effort started in 2021 because of employment challenges of the pandemic. The group met quarterly to discuss workforce issues, including what jobs, skills, and credentials were in demand; who was hiring; and how to better understand employers' needs. During meetings, A4TD staff shared how SCSEP could be part of the solution to employers' workforce needs.
- Vantage started an **employer pledge program** focused on partnerships with employers that offered remote jobs. Employers signed a memorandum of understanding, stating that when they had routine job openings, they would notify Vantage of the opportunity, job requirements, and desired qualifications. Vantage would then identify candidates for employer partners to interview among participants who meet the job's requirements. Staff interviewed noted that two employer agreements were in place, with other partnerships under development. Given the remote nature of these opportunities, Vantage views them as a good fit for graduates who have been certified through the digital inclusion program as having mastered certain digital skills.

Key Takeaways

Because of the pandemic, several grantees interviewed for this study reported they could not rely on existing partners for CSA placements and subsidized employment. To attract new partners, they instead relied on new strategies, and expanded existing engagement strategies, to get prospective community-based organizations and employer partners interested in the program. Several grantees interviewed

commented on the tight labor market reported at the time of interviews, creating new opportunities for unsubsidized placements and the chance to build on host agency and employer strategies implemented during the pandemic as they move forward.

Staffing Strategies to Support Participant Needs

When it became evident that the pandemic would continue beyond just a few weeks or months, SCSEP grantees interviewed said they developed new strategies for supporting staff remotely, offered new types of training, and developed new roles to meet the needs of participants and staff. The shift to remote operations occurred across all grantees interviewed and required new strategies for communicating with and supporting staff. Isolation was reportedly a challenge for staff, requiring new strategies to connect with colleagues during the pandemic. Grantees interviewed put in place regular calls with staff units or organization-wide opportunities to support staff and orient them to new strategies being implemented during the pandemic.

Grantees reported that training staff was critical for continuing to meet the needs of the older adults they served. This included participant onboarding, digital skills training, and specialized training, such as training on diversity, trauma-informed services,¹⁶ or job coaching. Grantees interviewed varied in the extent to which they had preexisting capacity for remote training and training related to the needs for staff that emerged during the pandemic. In some cases, they built out internal capacity, and in others, they relied on external capacity to deliver training.

In addition, some grantees interviewed created new staff roles in response to the needs of participants and shifting operations during the pandemic. These included new staff dedicated to job development, coaching, and training.

Examples of new or adapted staffing strategies reported by the grantees interviewed are included below.

¹⁶ According to the Substance Abuse and Mental Health Services Administration in the U.S. Department of Health and Human Services (SAMHSA), “Individual trauma results from an event, series of events, or set of circumstances that is experienced by an individual as physically or emotionally harmful or life threatening and that has lasting adverse effects on the individual’s functioning and mental, physical, social, emotional, or spiritual well-being” (SAMHSA 2014). Trauma-informed services reflect changes in policies, procedures and practices that recognize that trauma, support recovery from trauma, and protect participants from further trauma (Menschner and Maul 2016).

Supporting and Training Staff Remotely

- AARPF developed **new strategies for communication** with staff. As an interviewee noted, “The water cooler talk and the chats in the office went away. So, we have to find ways to create that social connectivity and then really have that pipeline for people to voice their views on what was going on.” They did this by relying on virtual platforms like Teams and then set up regular opportunities for staff to connect. This involved creating more open time with managers and more “talk sessions” with project managers in which they could voice their concerns and share best practices over multiple virtual platforms. Staff could also talk about trends they were seeing in the field and develop new strategies together to address those challenges. AARPF also found new ways to support the team by sending remote working staff lunches, healthy snacks, and stress-relieving packages.
- The WorkPlace implemented a plan for supporting staff, involving 45-minute **staff training sessions at the start of each day** for staff to connect during a time of isolation and stress during the early days of the pandemic, but this program has continued even as people are back in the office. Topics are varied and include hard skills like technical and skills-based training, as well as soft skills like cultural awareness. For example, sessions focused on Black History Month or a presentation by a guest speaker either related to their work or personal experiences.
- Goodwill described the implementation of **digital skills training for staff**, using the same approach used for participants. Goodwill developed a digital playbook to enhance staff and participants’ digital skills. It provided information on online platforms that offer digital skills training, most of which were free. As a Goodwill staff member interviewed said, “It’s getting my staff to opt into digital skills and to join on the Zoom meeting and to put their camera on and to feel comfortable in that environment and to want to be in that environment. Everyone is there now, but it was an added challenge to program managers that were mitigating so many factors and it was the one that was most shocking to them...that they needed to really engage staff to be invested and excited about that as the new normal.” In addition, Goodwill contracted with an external organization to offer training and credentialing in **how to engage businesses**. Goodwill offered this nine-week course to SCSEP staff across the Goodwill network, primarily targeting those who worked directly with employers. The training aimed to increase the ability of staff to discuss with prospective employers the return on investment for working with SCSEP at a time SCSEP needed to engage new partners during the pandemic.
- NAPCA brought in an outside trainer for issues related to **diversity, equity, and inclusion**. This remote training focused on handling differences and offering support to one another during the

pandemic. The training included a discussion of **trauma-informed services**, especially in the context of “racial equity and colorism.” During these sessions, staff shared client stories, and the group discussed how individual identities affect how staff deliver services and how participants experience the program.

Creating New Staff Roles to Support Participant Needs

- NABLE created a new role of a **job search coach** in the Iowa and Nebraska regions, where the business service teams (responsible for identifying and working with employer partners) were not active. Staff in this role supported SCSEP participants in rural areas as they looked for employment. During the pandemic, staff found it more difficult to identify job leads in rural areas, so NABLE developed a dedicated role for these regions outside their core business service team. The coach met with a group of participants weekly to check in on their job search. At the same time, they conducted outreach to employers, put job leads into a database, and worked to identify participants who were appropriate for the jobs, adding additional capacity to the business service team.
- AARPF created a new temporary training coordinator position responsible for **remote training** across AARPF’s local sites, working with the national office team. When remote training initially launched in April 2020, the program directors took responsibility for enrollment, payroll, and other key services. Staff interviewed said that having staff in this role centrally relieved the burden on local sites while also providing flexibility to respond to changing needs for training. The role for this new position, working with select national office staff, was to help identify broader and site-specific training needs across the local sites, obtain and facilitate curriculum and trainings, and monitor the remote training via AARPF’s digital platforms.

Key Takeaways

The pandemic forced organizations to make changes to infrastructure and staffing to start remote service delivery. SCSEP grantees interviewed developed strategies for supporting staff experiencing stress and isolation during the pandemic while ensuring that the organization met demands and responded to participant needs. Some grantees interviewed developed new trainings, such as on trauma-informed services or on issues of racial equity, which they planned to carry forward.

Lessons to Support Adoption of Strategies Moving Forward

According to the nine grantees interviewed for this study, the COVID-19 pandemic created numerous challenges for SCSEP grantees, staff, participants, and partners. Those interviewed indicated that they worked to respond to the public health emergency and adapted programs and services to meet participant needs. Grantee staff reported plans to continue many of these service strategies beyond the pandemic and shared the following insights about policies and practices that could support these efforts:

- **Importance of a flexible approach to adapt programs to meet participant needs:** Grantees interviewed appreciated the flexibility provided by DOL to respond to the challenges they faced in meeting participant needs. Some expressed a desire for flexibility moving forward to support the continuation of innovations in the program.
- **Additional funding to support digital access and digital skill building:** Grantees interviewed said that leveraging ATSS funds, philanthropic funding, or other resources to support technology and training needs during the pandemic was critical. They expressed concerns about being able to support these needs for older workers moving forward without continued access to these resources.
- **Importance of remote training and CSA placements:** Although remote training and CSA placements were implemented as an emergency response to the pandemic, grantees viewed such strategies as being helpful in future efforts to help participants develop digital skills, prepare for remote work, and gain valuable experience for accessing remote jobs. One grantee mentioned the need for DOL policy guidance on the allowability of remote training following the pandemic.
- **Expanding partnerships:** Grantees interviewed shared that pandemic shocks to the economy resulted in many community partners and employers shuttering their doors or pausing operations at the start of the pandemic shutdown, which they indicated led to new partnerships and ideas about how to expand partnerships in the future. One grantee shared an interest in placing participants in CSAs with other types of nonprofits that are not 501(c)(3) tax-exempt organizations, not currently allowable under federal guidelines.

- ***Meeting the needs of the most disadvantaged:*** Grantees shared that they often serve the most disadvantaged job seekers, who require intensive and targeted assistance, and they anticipate that this will continue, especially in a tight labor market, where it is challenging to compete with even service sector jobs.

As the nation emerges from the pandemic, opportunities exist to draw from these reflections to inform policies, programs, and practices moving forward to support older workers' economic security and well-being. This exploratory study is one of the first products in the Older Worker Implementation and Descriptive Study to examine strategies for supporting older workers. Future research will examine SCSEP implementation across national grantees and in local areas by subgrantees and explore opportunities for testing new approaches to improve employment outcomes and well-being for this population of workers.

Appendix A. Study Methods and Grantee Selection

The DOL Chief Evaluation Office, in collaboration with the Employment Training Administration, funded the Urban Institute and its partner Capital Research Corporation to conduct the Older Workers Implementation and Descriptive Study to build evidence about the implementation of SCSEP and other workforce programs serving older workers ages 55 and older. As part of this project, the Urban Institute team conducted an exploratory qualitative study to understand emerging strategies, including strategies related to recruitment and digital skills training, in addition to lessons from the pandemic.

The study addresses the following research questions:

1. How did SCSEP grantees interviewed adapt and implement strategies in response to challenges during the pandemic?
2. What strategies and practices did programs consider retaining going forward, and why?

To answer these questions, we focused on the experiences of 9 of the 19 national grantees that indicated during interviews that they had implemented new, or adapted existing, strategies. We purposively selected grantees (table A.1) by relying on information from listening sessions, data from SPARQ, and QNRs. The study team reviewed QNRs for all 19 national grantees, which suggested that key shifts in programming and strategy during the pandemic included the following:

- New methods of intake and eligibility determination
- Technology access and digital skill-building, remote service delivery and supports
- Participant engagement
- New or expanded host agency partnerships
- Remote employment opportunities
- Staffing strategies for the remote work environment

Primary criteria for selecting the nine grantees included identifying from the review of QNRs which grantees had adapted or implemented new strategies during the pandemic in one or more of the above key focus areas. Our goal was to identify a group of grantees that could represent a range of strategies across the nine grantees selected. Secondary criteria included grantee characteristics to assemble a diverse group of grantees, including number of grantee sites, annual number of SCSEP participants, and

diversity of SCSEP participants. Two initially selected grantees did not respond to the request for an interview, and two alternate national grantee organizations were selected using the same primary and secondary selection criteria.

Data sources included semi structured interviews with grantees, submitted grantee program narratives and QNRs, SPARQ data, documents provided by grantees following interviews, and relevant literature. We conducted a single two-hour interview with nine selected national grantee organizations. A team of one senior and one junior staff member conducted the interview with each selected grantee. Following informed consent at the start of each interview, we recorded calls with the permission of interviewees for quality assurance purposes. We reviewed notes by each staff member following the call. Grantee staff from participating organizations could review interview results for accuracy. Individuals interviewed from selected grantee organizations included the director of programs or those best positioned to answer questions about the organization's programmatic response to the pandemic.

We conducted a thematic analysis of the data collected from interviews and triangulated that data with submitted grantee documentation and reports (e.g., QNRs) and SPARQ data. Literature on older workers and remote service delivery approaches provided important context for the results.

Limitations

We do not intend for this study to be representative of the experiences of all SCSEP grantees, including national and state grantees and subgrantees. The full implementation study, for which data collection will begin in fall 2022, will provide the opportunity to collect descriptive data across all subgrantees, including programmatic and organizational responses to the pandemic.

We used a purposive selection of 9 of the 19 national grantees to further the goal of offering early insights to the field on SCSEP strategy and practice by highlighting a wide variety of strategies implemented during the pandemic. Lessons drawn from implementing the strategies described in this report may not apply in ordinary circumstances. Another limitation of the study is that interviews with a small number of grantees did not provide in-depth information on each strategy but instead offered initial insights and reflections as SCSEP sites continue to grapple with the challenges of the pandemic. Therefore, it is not possible as part of this research to assess whether strategies are effective or not, which would require a rigorous evaluation design. However, these findings will inform the development of options for potential future research studies that would address gaps in the evidence base related to employment services for older workers.

TABLE A.1

Characteristics of Selected SCSEP Grantees

| Grantees | About Grantee | Number of Subgrantee Sites | Annual Number of SCSEP Participants PY2020 | Race & Ethnicity | Grant Award PY2020 | State Service Areas |
|--|---|----------------------------|--|--|--------------------|--|
| AARP Foundation (AARPF) | AARPF serves people 50 and older by creating effective solutions that help them secure the essentials, including good jobs, eligible benefits, crucial refunds, and sustaining social connections | 50 | 5,076 | 23% Hispanic, Latino, or Spanish origin 1% American Indian or Alaska Native 1% Asian 51% Black or African American 0% Native Hawaiian or Pacific Islander 44% White 1% Two or more races | \$46,352,616 | AR, CO, FL, GA, IN, IA, MO, NV, OH, PA, PR, TX, VA, WA |
| Associates for Training & Development (A4TD) | A4TD operates innovative projects that serve the diverse needs of jobseekers and incumbent workers | 4 | 12 | 6% Hispanic, Latino, or Spanish origin 3% American Indian or Alaska Native 0% Asian 25% Black or African American 0% Native Hawaiian or Pacific Islander 69% White 0% Two or more races | \$9,481,834 | ME, NY, PA, VT |

| Grantees | About Grantee | Number of Subgrantee Sites | Annual Number of SCSEP Participants PY2020 | Race & Ethnicity | Grant Award PY2020 | State Service Areas |
|---|---|----------------------------|--|--|--------------------|--|
| Goodwill Industries International (GII) | Goodwill's mission is to enhance people's dignity and quality of life by strengthening communities, eliminating their barriers to opportunity, and helping them reach their full potential through learning and the power of work | 20 | 2,653 | 5, % Hispanic, Latino or Spanish origin 2% American Indian or Alaska Native 0% Asian 39% Black or African American 0% Native Hawaiian or Pacific Islander 55% White 1% Two or more races | \$22,011,223 | IL, IN, KY, MO, MT, NM, OH, SC, VA, WA |
| National Able Network (NABLE) | NABLE's mission is to help make careers happen through personalized career supports that integrate career coaching, specialized training, and direct connections to the job market | 4 | 498 | 2% Hispanic, Latino, or Spanish origin 3% American Indian or Alaska Native 0% Asian 26% Black or African American 0% Native Hawaiian or Pacific Islander 69% White 1% Two or more races | \$5,799,042 | IL, IN, IA, NE |

| Grantees | About Grantee | Number of Subgrantee Sites | Annual Number of SCSEP Participants PY2020 | Race & Ethnicity | Grant Award PY2020 | State Service Areas |
|--|---|-----------------------------------|---|--|---------------------------|------------------------------------|
| National Asian Pacific Center on Aging (NAPCA) | NAPCA's mission to envision a society in which all Asian Americans and Pacific Islanders age with dignity and well-being | 7 | 574 | 6% Hispanic, Latino, or Spanish origin 1% American Indian or Alaska Native 21% Asian 41% Black or African American 1% Native Hawaiian or Pacific Islander 28% White 1% Two or more races | \$8,559,359 | CA, IL, NY |
| National Caucus & Center on Black Aging (NCBA) | NCBA's mission is to ensure particular concerns of elderly minorities be addressed by helping protect and improve the quality of life for elderly populations | 17 | 2,840 | 3% Hispanic, Latino, or Spanish origin 1% American Indian or Alaska Native 0% Asian 63% Black or African American 0% Native Hawaiian or Pacific Islander 34% White 1% Two or more races | \$24,050,019 | AR, DC, FL, IL, MI, MS, MO, NC, OH |

| Grantees | About Grantee | Number of Subgrantee Sites | Annual Number of SCSEP Participants PY2020 | Race & Ethnicity | Grant Award PY2020 | State Service Areas |
|--|--|----------------------------|--|--|--------------------|---------------------|
| National Indian Council on Aging (NICOA) | NICOA's mission is to advocate for improved comprehensive health, social services, and economic well-being for American Indian and Alaska Native elders | 2 | 280 | 3% Hispanic, Latino, or Spanish origin 24% American Indian or Alaska Native 1% Asian 3% Black or African American 0% Native Hawaiian or Pacific Islander 69% White 1% Two or more races | \$1,907,664 | ND, SD |
| The WorkPlace | The WorkPlace's mission is to develop a well-educated, well-trained, and self-sufficient workforce that can compete in today's changing global marketplace | 20 | 776 | 14% Hispanic, Latino, or Spanish origin 2% American Indian or Alaska Native 2% Asian 64% Black or African American 0% Native Hawaiian or Pacific Islander 23% White 1% Two or more races | \$11,593,631 | CT, NY, PA, RI |

| Grantees | About Grantee | Number of Subgrantee Sites | Annual Number of SCSEP Participants PY2020 | Race & Ethnicity | Grant Award PY2020 | State Service Areas |
|---------------|--|----------------------------|--|---|--------------------|---------------------|
| Vantage Aging | Vantage's mission is to promote a positive perspective on aging by customizing programs to meet the specific needs of adults as they age | 6 | 428 | 2% Hispanic, Latino, or Spanish origin 0% American Indian or Alaska Native 0% Asian 63% Black or African American 0% Native Hawaiian or Pacific Islander 32% White 1% Two or more races | \$4,582,032 | OH |

Source: Grantee mission statements available on public websites, SPARQ and author's calculations from SPARQ quarterly narrative progress reports.

Notes: PY = program year; SCSEP = Senior Community Service Employment Program; SPARQ = SCSEP Performance and Results Quarterly Performance Report. Participants are the number of current participants plus the number of year-to-date participants who exited. Information in the table is based on SPARQ data reporting and DOL determinations of subgrantee sites and state service areas for PY 2020.

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About the Authors

Amanda Briggs is a senior research associate in the Income and Benefits Policy Center at the Urban Institute. Her research focuses on online learning, workforce development policy analysis and program evaluation, and employer involvement in education and training. Briggs is deputy director for the Career and Technical Education CoLab Coalition and College Community of Practice program, led by Urban. Briggs earned a master's degree in public affairs with a concentration in social and economic policy from the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin.

Shayne Spaulding is a senior fellow in the Income and Benefits Policy Center at Urban, where her work focuses on the evaluation of workforce development and postsecondary education programs. She has spent more than 25 years in the workforce development field as an evaluator, technical assistance provider, and program manager. Her research has examined the intersection of technology and education for low-income students; the public workforce system; community college innovations; employer engagement in workforce programs; services to parents, youth, and noncustodial fathers; and other topics. Spaulding directs the Career and Technical Education (CTE) CoLab, which aims to close racial equity gaps in online CTE programs. She holds a Master of Arts degree in public policy from Johns Hopkins University Institute for Policy Studies.

Afia Adu-Gyamfi is a research assistant in the Income and Benefits Policy Center at Urban, where she focuses on conducting research on America's workforce and postsecondary education to aid in the development of social safety net programs and policies. Before joining Urban, Adu-Gyamfi worked as a research assistant in the sociology department at the University of Toronto, exploring the intersection of education and social control. She also interned with the Canadian Urban Institute, researching matters of urban and regional planning. Adu-Gyamfi graduated from the University of Toronto in Canada with BAs in economics and sociology.

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