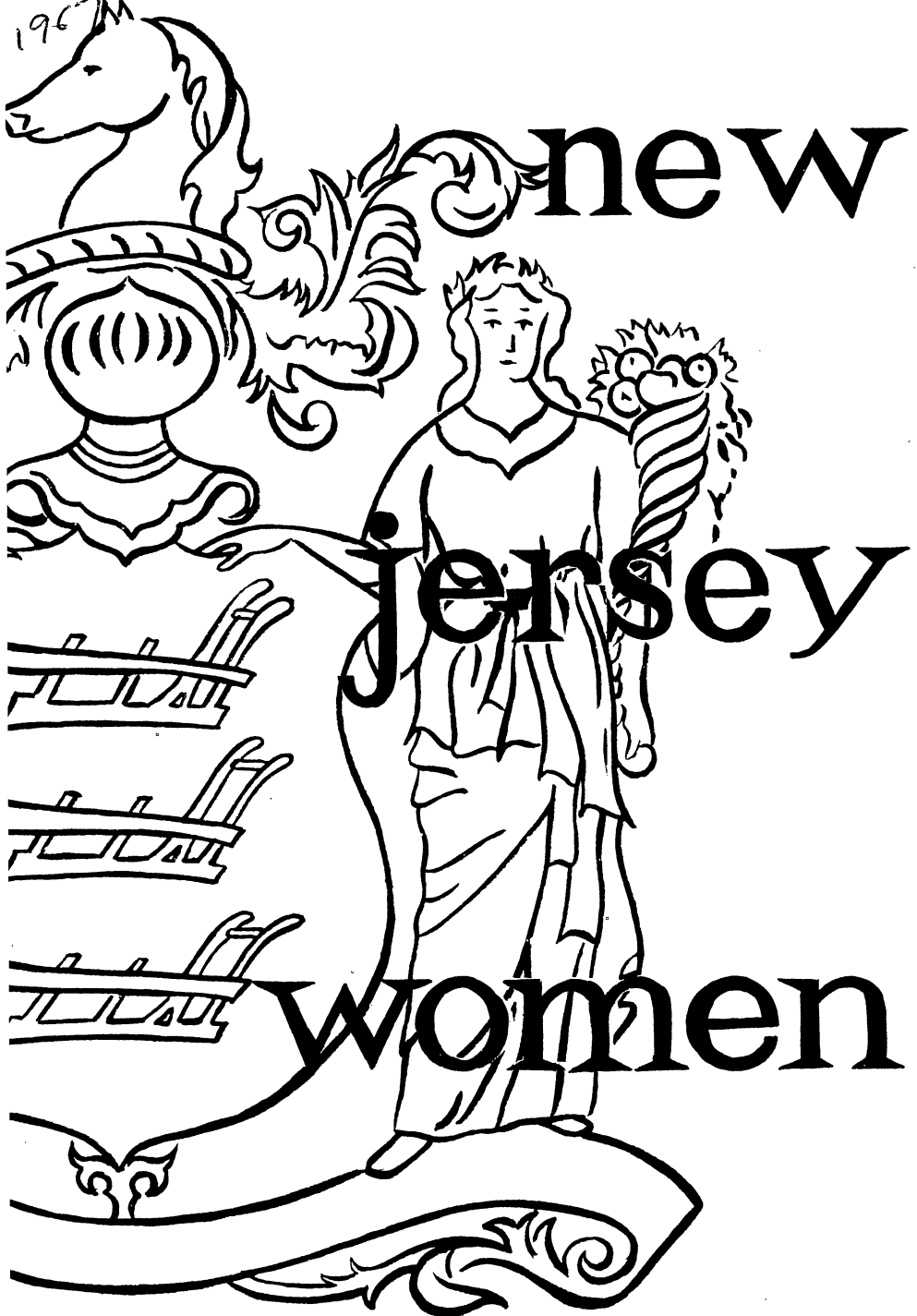


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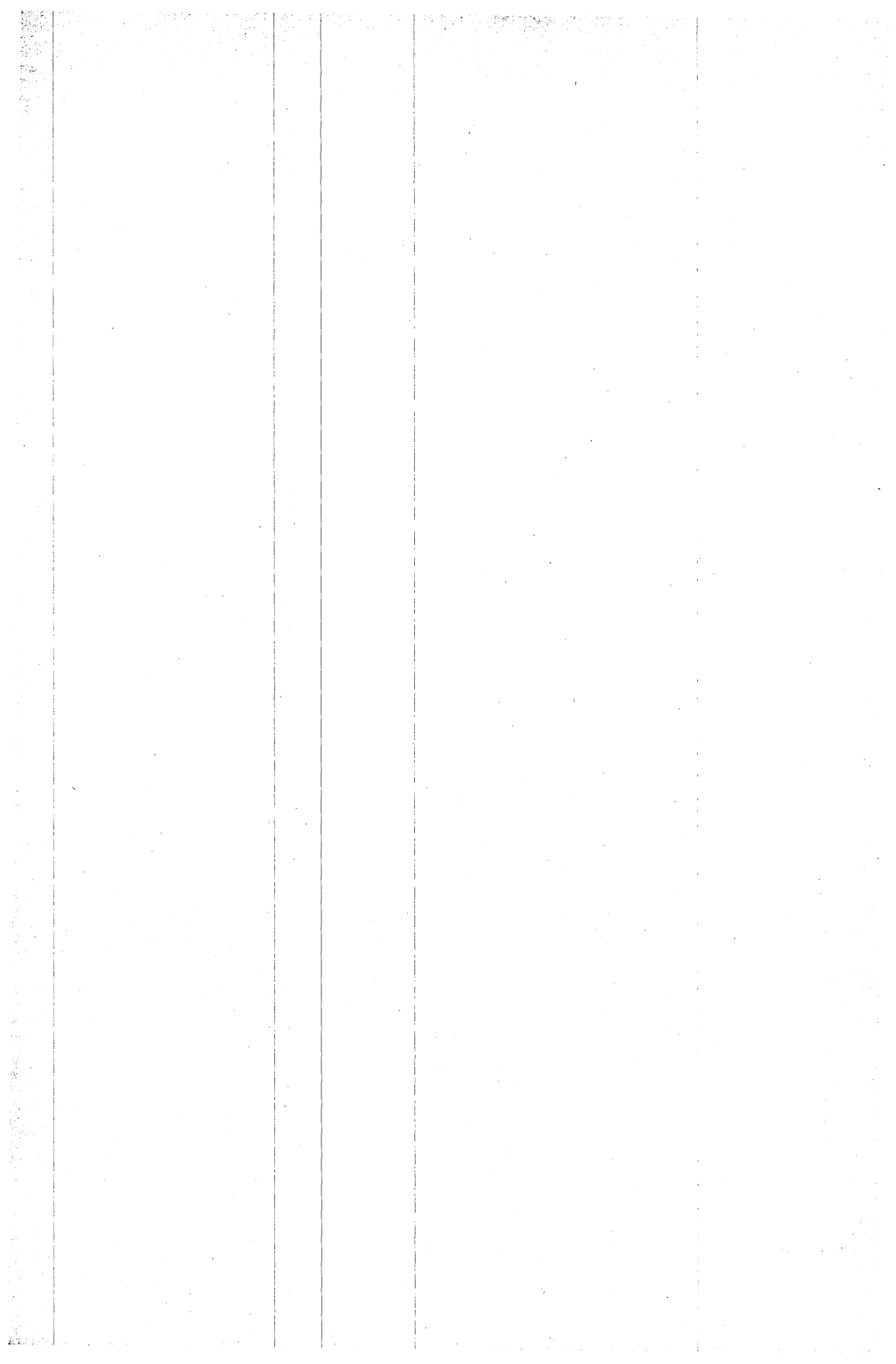
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REPORT OF THE
GOVERNOR'S COMMISSION ON
THE STATUS OF WOMEN
to
GOVERNOR RICHARD J. HUGHES



APRIL 21, 1964

Dear Commissioner:

There has been a heightened and healthy interest in recent years over the need for greater development of women's potential and for fuller use of their abilities as well as the need to strengthen family life. This concern reflects not only a desire to enable the individual woman to develop and use her full potential, but a desire to enhance the quality of American life.

It was for this purpose that President John F. Kennedy, on December 14, 1961, established the President's Commission on the Status of Women. The Commission submitted its excellent report on October 11, 1963, which contained the suggestion that:

Many of our recommendations can be made effective through private, nongovernmental initiative, or through governmental initiative at other than the Federal level.

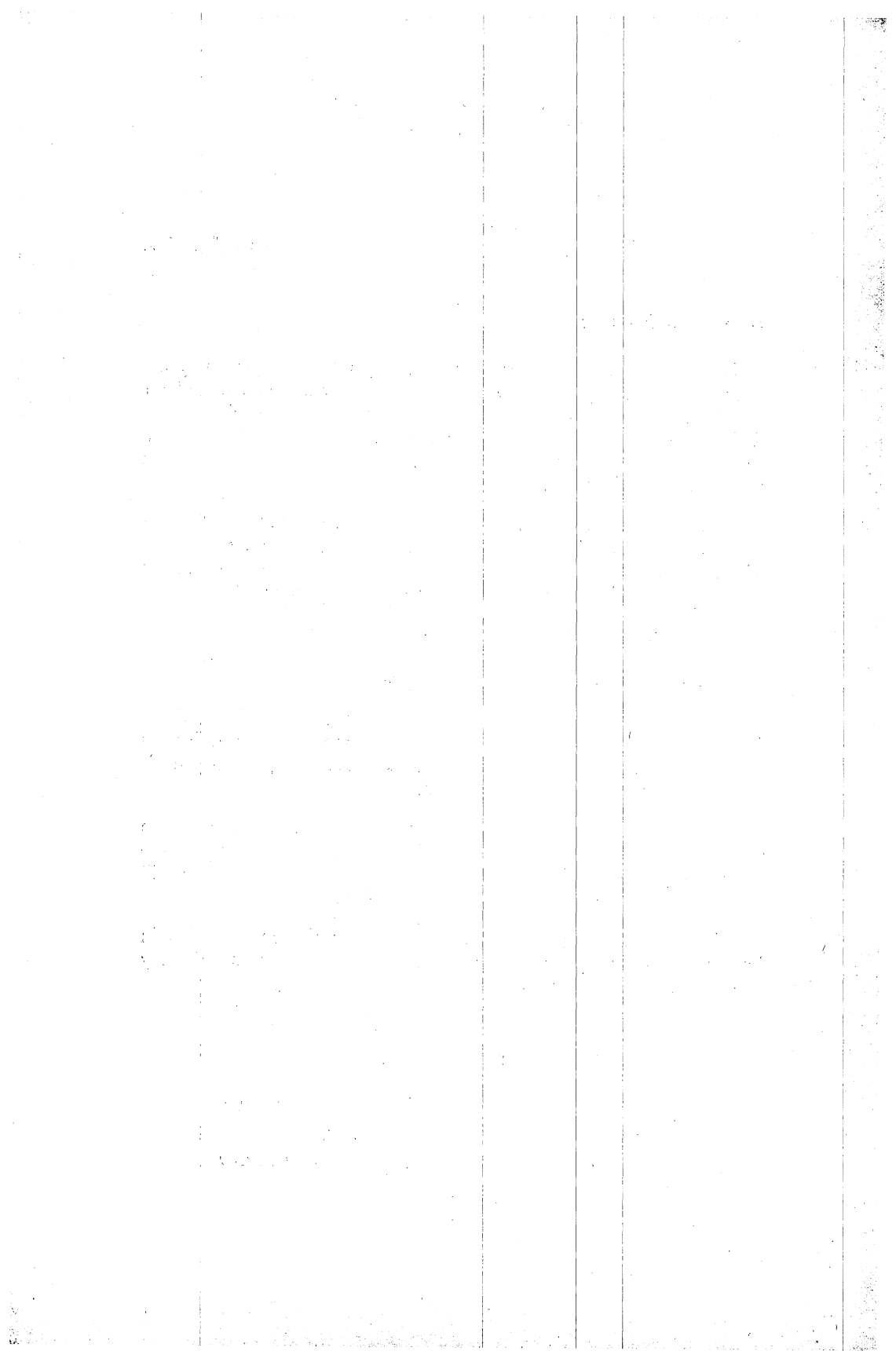
To review the status of women in New Jersey in the light of the Report of the President's Commission and to make recommendations for its implementation in this State, I am appointing a Governor's Commission on the Status of Women.

Your interest in this area of civic concern prompts me to extend to you an invitation to serve on the Governor's Commission on the Status of Women. I know that your knowledge and experience will add considerably to the work of the Commission.

It is my expectation that the Commission can aid immeasurably in improving all phases of the lives of New Jersey's women and thereby strengthen the well-being of our State.

Sincerely yours,

RICHARD J. HUGHES,
Governor,
State of New Jersey.



GOVERNOR'S COMMISSION ON THE
STATUS OF WOMEN

STATE HOUSE
TRENTON, NEW JERSEY

FEBRUARY 28, 1967

THE HONORABLE RICHARD J. HUGHES
Governor
State of New Jersey
Trenton, New Jersey

Dear Governor Hughes:

On behalf of the members of your Commission on the Status of Women, we are pleased to present to you herewith our report on the Status of Women in New Jersey.

Three major committees made studies in the fields of Education and Counseling, Women in Employment and Home and Community. These three areas we felt are of major importance to the women of today. Each committee utilized the services of specialists in their particular field.

As you will see from reading the report, we have made several recommendations. It is our feeling that the recommendations made will work in a constructive manner to improve the status of women in New Jersey and it is our hope that you will concur and find it possible to incorporate them into your program.

It has been a wonderful experience for all of us to work with such a group of intelligent and cooperative people as are represented on the Commission as well as the people in government, the various professions and industry who have shown an interest in the Commission. We commend you for your vision in creating the Commission and thank you for the opportunity to serve the State of New Jersey.

Sincerely,

MARION K. KOLESER,
Chairman.

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REPORT

I. INTRODUCTION

The New Jersey Commission on the Status of Women undertook its study at a time when many of the old theories about women's place in society had been discarded and during a period when there is a growing appreciation of the fact that women are aspiring to assume a greater role of responsibility in business, the professions, and community and family life. An awareness of this fact led to the creation of the Federal Commission on the Status of Women by President John F. Kennedy. The Federal Commission by its very existence as well as its report focused attention on women's potential, as well as their needs. The efforts of this Commission as well as the implementations of many of its suggestions have contributed to the advancement of women throughout this nation. Among the milestones accomplished by the Commission are the enactment of the equal pay for equal work law and the amendment to the Federal Civil Rights law which forbids discrimination in employment based on sex.

The Federal Commission was also aware that its study was limited in scope and suggested that similar commissions be established by the states to determine and resolve the needs of the women in individual communities. To date over 45 states have followed this recommendation by establishing State Commissions on the Status of Women.

In New Jersey, Governor Richard J. Hughes, by Executive Order, created a Commission on the Status of Women on April 21, 1964. To serve on this Commission, Governor Hughes selected outstanding persons from government, education, business and public-minded organizations and clubs. He charged this Commission with the responsibility of undertaking a review of the status of the women in New Jersey and where advisable to make recommendations which would enable women to develop their abilities and talents to the fullest and to make a maximum contribution to society.

In assuming this responsibility and developing a meaningful report, the Commission did not study all the problems confronting women in this State which would have been an overwhelming task. Instead, the Commission selected from the general topics of education and counseling, employment opportunities and practices, and the role of women as homemakers and participators in family and community

life, those areas that it considered to be especially significant and worthy of immediate consideration. This is a summary report of the Commission's findings. The complete report of each committee may be obtained upon request.¹

II. EDUCATION AND COUNSELING

The great and rapid rate of change and advancement experienced at all levels of our society and in every field of endeavor highlights the statement that education and counseling today will have a most significant effect on one's position in life and on one's status.

Elementary and Secondary Education: In this area, New Jersey can take justifiable pride. The opportunities exist for those who choose to use them. There is a need, however, for the expansion of vocational education and technical training which should help to reduce the drop-out rate among students. High schools should update their business courses, develop consumer education courses and improve their health education programs. In addition, a great need exists for continuing education programs in the daytime to enable dropouts to qualify for high school equivalency certificates.

Higher Education: The lack of the availability of adequate higher educational opportunities in New Jersey, for all students, is a situation that has already been recognized and is being studied by State officials and private citizens. The Commission endorses such laws as the New Jersey State Scholarship Law of 1959, the Incentive Scholarship Act, Community College Law, the New Jersey Educational Facilities Authority Act, and any other program designed to provide financial assistance and additional places for students, men as well as women, in our public and private colleges and universities. New Jersey has made significant strides in the last decade and must continue to press forward.

Counseling: Counseling, a necessary and integral part of education, should bring to the attention of the girl student the necessity of planning for her total life span, immediate and long range. It should assist her in this endeavor by developing in her the motivation necessary to realize her potential and to provide her with factual information about job opportunities, vocational and technical training, and higher education. It is also important that parents should be made aware of the changing patterns of women's lives and the importance of guidance and counseling in the development of their daughters' lives from early childhood. Likewise, counseling and career guidance programs should be provided at the college and university level for alumnae as well as undergraduates.

1. Reports are available upon request to the Governor's Office, State House, Trenton, New Jersey.

Counseling, however, should not be limited to only the classroom situation. When a woman, regardless of her age or the extent of her formal training, seeks to re-enter the labor market, continue her educational endeavor, improve her personal or family life, or participate in volunteer community activities, counseling can often-times provide her with the most appropriate means of taking complete advantage of her abilities and talents by being able to identify suitable opportunities for their exercise. The Commission found that counseling services, though available to some degree through private and public organizations, are generally inadequate in that these services are not sufficiently known or accessible to women, and are not sufficiently oriented to meet their needs. Improvement of the counseling techniques, together with an expansion of existing facilities, could be of invaluable assistance to women who are confronted with many different and complex kinds of problems that arise when making adjustments to an occupational, educational, or social change.

III. EMPLOYMENT

Just prior to the time that the section of the U. S. Civil Rights Act of 1964 prohibiting economic discrimination based on sex became effective, a newspaper article² discussed the possible changes that might occur in hiring practices as a result of this legislation. Of particular significance was the report by this article that many private corporations and governmental organizations were inclined to give this new law a very lenient interpretation unless challenged by women.

Herein lies the crux of the problem: women have not availed themselves of the existing protections to challenge employers who discriminate against them. This discrimination is two-fold in that it encompasses both "equal pay" and "equal opportunity". Although statistics reflect that New Jersey has approximately 763,000 women³ working side by side with men in almost every professional and industrial field, generally women earn less than men doing comparable work. Further, while the law may prohibit an employer from discriminating against a woman because of sex, the spirit of the law becomes meaningless if a woman does not know what employment is available and what training is necessary to obtain such employment. Part of the problem is the lack of knowledge of offices of the Division of Employment Security which advise women seeking employment of the job opportunities that are available in their area. Another aspect of the problem is the need for training facilities that can teach women the requisite skills for acquiring such jobs. In this regard, the Economic Opportunity Act of 1965 (known as the Anti-

2. Wall Street Journal, June 22, 1965.

3. 1960 Report, Bureau of the Census, U. S. Department of Commerce.

Poverty Act) might provide, in part, the mechanics for meeting this challenge. The adoption of joint Federal and State projects designed to educate and train women by on-the-job training programs could lead to employment in every kind of skilled or unskilled job.

Employment Opportunities for Older Women: The situation of the older woman job-hunter and her potential as a worker must also be better understood and made known to the public and to the employer. Any employment service program should be developed so as to reach and serve, possibly not all, but certainly a great many more of these women. Provision should be made by the State for free or low cost training. Lack of training was reported as a major obstacle to their securing employment.

Employment Practices: The Commission, in an effort to obtain a complete picture of employment practices regarding women throughout the State, contacted all its employment offices requesting information about such practices, held conferences with the New Jersey Department of Labor and Industry to determine the effectiveness of the programs coming under its jurisdiction, participated in conferences and interviews on a federal and national basis, and gathered materials from newspapers and other kinds of periodicals. The knowledge available from these sources did not give the Commission any significant insight into areas involving hiring practices, recruiting methods, types of work opportunities and effects of technological change.⁴ In the Commission's opinion, however, this points out again the need for the establishment of a central bureau within our State government which could conduct a comprehensive State-wide survey, investigate all claims of discrimination, and have a staff qualified to carry out such duties.

Insofar as the hiring policy in State government is concerned, the Commission was satisfied that it is based upon the traditional concept of merit and fitness, regardless of sex—or for that matter—race, creed, color or national origin. The Department of Civil Service has done a commendable job in giving all persons equal opportunity to obtain public employment.

Household Employment: And finally, in discussing employment, household work cannot be overlooked. Historically, household workers have been among the lowest paid in our working force. Recruiting household workers continues to present an employment problem. The demand today is great, but women will accept work in private households often only as a last resort, and tens of thousands of unemployed women will not accept this work at all. Among the

4. The Commission encountered similar difficulties regarding discrimination against minority groups. The typical response was that the law prohibits the keeping of employment records based on sex.

major problems which beset this field are lack of status, minimum wage laws and fringe benefits,⁵ counseling services and placement techniques, and the erratic employment problem.

The practice still persists of recruiting young, inexperienced girls from rural and small town areas as well as from foreign lands. These girls are often exploited or stranded without adequate protection, which leads to serious welfare and delinquency problems. This is a problem about which New Jersey must be vigilant.

IV. THE HOMEMAKER

In 1960, there were over 1.5 million families in New Jersey.⁶ Since the family is the basic unit of our society, the homemaker must have new and expanded community services to assist her.

Health: There is an immediate concern about the availability of adequate health facilities for women, especially adolescent girls, since many of the chronic illnesses which afflict women in later years can be traced to a lack of proper care in their youth. In New Jersey, the Public Health Council of the Department of Health is charged with the responsibility of formulating policies and enforcing laws pertaining to the promotion of public health. Much of its work is preventive, and effectively so; however, the failure of a number of communities to either take advantage of the services offered by the State or undertake health projects of their own, diminish the over-all effectiveness of a state-wide health program.

Areas that require special attention are Maternal and Child Health services. Statistics show that the rate of infant mortality in New Jersey is slightly on the rise. Illegitimate births increased sharply in 1963 over 1962, and 43 percent of these births in 1963 were to mothers under 20 years of age.

Rehabilitation: When a woman becomes disabled, the New Jersey Rehabilitation Commission⁷ has a program to assist her. This Commission, however, needs additional funds and personnel to extend its program to provide the necessary medical, training, or other needed services to enable her to resume employment or her role as a homemaker.

5. Although domestics are covered by Social Security, many of them, and also their employers, do not know this or are unwilling to comply. This causes great hardship when a woman houseworker retires without being able to have recourse to Social Security payments. In the absence of voluntary compliance, however, the law is very difficult to enforce.

6. 1960 Report, Bureau of the Census, U. S. Department of Commerce.

7. This Commission offers services to any resident over 16 years of age, having a potential for work activity but handicapped by a physical or mental disability, by counseling and guidance, training, job placement, and follow-up. The law was amended several years ago to include services for enabling the severely disabled to take care of themselves in daily living activities.

Home Management: There are large segments of our population that need advice and assistance in the management of their homes, budgeting of family income, and the supervision of their children. There are several organizations that currently provide these services. For example, the Visiting Homemaker Service helps to preserve family life by providing orderly management of the home while the mother is incapacitated. This service can also be used by the elderly, thereby avoiding costly institutionalization. Another example is the Home Economics Extension Service which has a program taught by home economists on food and nutrition, home furnishings, textiles and clothing, human relations, and consumer protection, including proper use of credit. Successful use of this service in rural communities has resulted in a trend to establish similar services within the cities.

These and other services, however, need to be expanded, as well as brought to the attention of women who are in need of them.

Housing for the Elderly: Many older, single women in New Jersey, whether widowed or never married, are living on a limited income which, in many cases, is insufficient to obtain the necessities of life. Of all the problems facing these elderly women, the most critical financial problem is adequate housing. Today many of these women live in rooming houses or old hotels, often without proper facilities for bathing and cooking, much less living. Even women whose income exceeds these stringent levels have difficulties.

Present programs relating to low-income housing are assisting women to find adequate living accommodations; however, there is a critical need to expand these programs.

V. RECOMMENDATIONS

The most significant fact revealed by this study is that there is a lack of communication between women in need of help and government and private agencies offering assistance and advice to women. In many instances, this is caused by inadequate publicity and the reluctance on the part of women to seek assistance in attempting to resolve their problems and achieve their goals. Therefore, the Commission recommends that there be created a Women's Bureau in the newly established Department of Community Affairs.

This Women's Bureau would:

1. Serve as a clearing house for information pertinent to the various programs and agencies geared to assist and advise women.

2. Conduct periodic studies with the assistance of a citizens' advisory council as to the changing needs of women and develop and recommend new programs to the Governor and the Legislature.
3. Work with the various governmental departments and agencies primarily involved in curbing job discrimination and in the expansion of rights and opportunities available to the citizens of this State.
4. Conduct periodic conferences throughout the State intended to make women more aware of their opportunities and of the programs, assistance and other services available to them.

The Commission makes the following additional recommendations:

1. Establishment of a New Jersey Teachers' Reserve Corps which would train and place qualified personnel in teaching, counseling and administering educational programs that are being generated under federal auspices to confront the needs of women of all ages;
2. Expansion and promotion of educational and counseling programs available to women of all ages especially the culturally and economically deprived women;
3. Expansion of and additional financial assistance to the various community agencies which offer programs and assistance in health, social welfare, homemaking and rehabilitation;
4. Enactment of a middle income housing law in New Jersey and the expansion of the present housing facilities available to senior citizens with limited incomes; and
5. Amendment to the State minimum wage law to include within its coverage domestic employees.

The Commission has been grateful for the personal encouragement and generous cooperation that it received from the many State officials and other experts that were consulted during the preparation of this report. Their good advice and willingness to share their knowledge and experience has helped the Commission to build upon the great volume of work and thought that has been given to the world of women. This report is not complete. It never can be—for the changing world of women will not stand still. But it is the Commission's hope that these recommendations, which have the approval and support of all its members, may serve as the impetus for the adoption of workable programs that will contribute to the growth and development and full utilization of New Jersey women, today and in the years to come.

MEMBERSHIP OF THE COMMISSION

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Commissioner, New Jersey State
Department of Labor and
Industry

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Workers, Newark Department
of Public Works

*Resigned

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Mrs. Ethel Noyes	Possessor, Historic Smithville Inn, Absecon
Miss Mary Louise Nuelsen	President, League of Women Voters of New Jersey
Mrs. Mary S. O'Connor	Former Assistant Vice President of I. B. M.; Director, Central Home Trust of Elizabeth
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Honorable Thelma P. Sharp	President, New Jersey State Civil Service Commission
Honorable Arthur J. Sills	Attorney General of New Jersey
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Mrs. May D. Sandford	Former President, New Jersey Home Economics Association

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