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STATE OF NEW JERSEY

SECOND REPORT

OF THE

NEW JERSEY STATE TEMPORARY COMMISSION ON THE CONDITION OF THE URBAN COLORED POPULATION

TO THE LEGISLATURE

OF THE STATE OF NEW JERSEY

June, 1940

Created by

Chapter 393, Laws of 1938
Chapter 365, Laws of 1939

The members of the Commission since its creation have been as follows:

MEMBERS OF THE COMMISSION

Created by Chapter 365, Laws of 1939

Assemblyman Frank S. Hargrave, Essex County, Chairman
Senator Crawford W. Jamieson, Mercer County, Vice-Chairman
Mrs. Elizabeth Blake, Woodbury, Secretary
Senator Haydn Proctor, Monmouth County
Senator Alfred E. Driscoll, Camden County
Assemblyman Howard B. Hancock, Cumberland County
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Mrs. Evelyn V. Brock, Westfield
Louis G. Faulkner, Jersey City
William Galloway, Rutherford
Dr. Harold R. Scott, Morristown
Dr. Le Roy Morris, Trenton
Roger M. Yancey, Newark, (resigned)
Oliver Randolph, Newark, (resigned)

MEMBERS OF THE COMMISSION

Created by Chapter 393, Laws of 1938

Assemblyman Frank S. Hargrave, Essex County, Chairman
Senator Edward P. Stout, Hudson County, Vice-Chairman
Mrs. Elizabeth Blake, Woodbury, Secretary
Senator Robert Hendricksom, Gloucester County
Senator Thomas Taggart, Jr., Atlantic Clunty
Assemblyman Vincent S. Haneman, Atlantic County
Assemblyman William R. Ward, Mercer County
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Dr. Lawrence G. Brown, Elizabeth
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James A. Lightfoot, Atlantic City
Thomas L. Puryear, Newark
Richard R. Smith, Jersey City
Allen Washington, Princeton
Roger M. Yancey, Newark
William R. Valentine, Bordentown, (resigned)

EXECUTIVE STAFF OF THE COMMISSION

Bertram C. Bland, Executive Director

Gerald E. Allen,
Director of Research

Oliver Randolph,
Counsel

Augustus Stanfield,
Mrs. Fannie H. Curtis,
Ass't Directors of Research

Walter J. Upperman,
Roger M. Yancey,
Ass't Counsels

R E P O R T

To the Legislature of the State of New Jersey:--

Transmitted herewith for the consideration of your honorable bodies is the second report of the Temporary Commission on the Condition of the Urban Colored Population, created by Chapter 393, Laws of 1938 and Chapter 365, Laws of 1939 with instructions to examine, report upon and recommend measures to improve the economic, cultural, health and living conditions of the urban colored population of the State, and to secure to the urban colored population of the State equal opportunity with the general population thereof for self support, economic and cultural development to the extent, if any, that such opportunity does not exist.

Following the instructions of the honorable bodies, your Commission has made careful inquiry into the economic and social condition of the State's Negro population, and presents its findings herewith. Your Commission includes in its report specific recommendations regarding legislative action calculated to improve conditions of employment, housing, education, recreation, delinquency and crime, and health among the State's Negro population, recommendations which are designed to secure to the Negro population of the State equal opportunity with the general population for self support and economic and cultural development. The purpose of this introduction is to remind the members of the Legislature of the circumstances which influenced your honorable bodies to create and empower this Commission.

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INTRODUCTION

The establishment of the New Jersey State Temporary Commission marks the culmination of years of interest and concern shown by public-spirited citizens to improve the social and economic conditions of the large Negro population of this State. In the past social agencies have attempted to deal with certain problems confronting the Negro as they came within the scope of their respective programs. At times these agencies joined forces and pooled resources in an effort to make a concerted attack upon these conditions. One such effort on the part of social agencies was evidenced in the study made in 1931 under the sponsorship of the Interracial Committee of the New Jersey State Conference of Social Work in cooperation with the State Department of Institutions and Agencies. This study was made for the purpose of determining the true facts regarding the conditions of the State's colored population. The published results of the study showed beyond all question of doubt that Negroes of New Jersey were denied equal job opportunities, suffered from low income, were forced to live in unsavory neighborhoods under the worse housing conditions, (even when they were able to pay for more desirable quarters) and suffered as a result from excessive ill-health, delinquency and crime. The findings of the 1931 study served their purpose in that the programs of many public and private agencies were materially altered to serve the need of the Negro population. Notwithstanding the fact that much progress was made as the result of the study of 1931, alert public spirited citizens came to realize that in order to eradicate the social and economic

ills of a depressed part of the population some type of program must of necessity be set up which would strike at the roots from which these social ills spring. They came to realize that while the brunt of the burden of these inequalities is borne by the individual members of the Negro race, the entire community shares in the high financial and social cost. Interested citizens and legislators wereconvinced that the type of program needed was one that would provide for an exhaustive investigation of these conditions; focusing attention on these problems and securing social action, and placing laws upon the statute books whichwould guarantee to the Negro an opportunity to share equally with other races and to enjoy a greater degree of social and economic security. As a result of this type of thinking a law was passed creating the Temporary Commission on the Urban Colored Population with the following responsibilities and powers:

1. To examine the economic, cultural, health and living conditions of the urban colored population of the State.

2. To report on the same to the Legislature June, 1940.

3. To recommend measures deemed necessary to improve the condition of the colored population, giving it equal opportunity with the general population of the State for self-support and economic and cultural development.

4. To include in the report such amendments or additions to or revisions of the law as the Commission deems necessary to carry its recommendations into effect.

5. To meet anywhere in the State for the purposes mentioned with the power to take testimony, subpoena witnesses, require the production of books, records and papers and exercise all of the powers of a legislative committee under the legislative law.

During its first term, the Commission appointed the following Executive Staff: Executive Director, Lester B. Granger; Assistant Executive Director, Warren M. Banner; Research Assistants, Frances Thornton, Bertram C. Bland, Hortense Gross, and Augustus Stanfield; Field Supervisor, Clarence B. Adams. This staff concentrated its efforts primarily on the problems of Employment, Housing, Health, and Education. Three fact-finding methods were used:

1. Examination of public and private records. (Many such records, though not formally kept for this purpose, impart significant information regarding the conditions of the colored population when interpreted in the light of the investigation.)

2. Questionnaires addressed to employers, trade unions, and State departments.

3. Community "samples" and interviews made by a small field staff. (The funds and time of the Commission manifestly did not permit a State-wide survey on a grand scale. Thus the field staff interviewed public officials and organizational heads, and checked the accuracy of information thus gained by interviewing selected samples of the colored population in communities throughout the State.

Public hearings were planned but the limited time allowed for the work did not permit these hearings to be held in the various sections of the State.

The staff prepared a report at the end of four months which was transmitted to the Legislature by the Commission with recommendations that the work be continued with public hearings. This request was granted with the understanding that the balance of the original appropriation would be used for this continuance.

The second term of the Commission was continued with the same chairman and practically a new staff, but the same plans for the work were followed.

The work was greatly handicapped because of an inadequate budget of twelve thousand dollars ($12,000.00) which limited the amount of work that could be accomplished. Nevertheless, this report has been

greatly expanded in that at least one public hearing was held although seven were scheduled. Some fields previously studied were covered more extensively and two new chapters, Recreation and Delinquency and Crime were added. The present report contains sections of the previous report with revisions to bring material up-to-date.

Citizens' Committees were organized in 14 urban centers for the purpose of focusing attention on the problems being studied with a view to arousing public sentiment and securing social action. These committees were to assume a certain amount of responsibility in collecting data, and preparing public hearings in their respective communities.

The memberships of these committees totalling more than 600 persons were composed of interested white and colored citizens who were representatives of one or more important civic, social or fraternal organizations and agencies.

Thus the task of the Commission had been greatly facilitated by the assistance of many citizens and organizations which have given it immeasurable co-operation. The Commission wishes to express its appreciation to the New York State Temporary Commission on the Condition of the Urban Colored Population for the advice of its counsel, Dr. Lewis B. Mayers; to the National Urban League and the New Jersey Urban League for housing it temporarily and supplying valuable contacts and source material; to the branches of the Y. M. C. A. in Atlantic City, Camden, Newark, Paterson, Mountclair, Trenton; to the Y. W. C. A. in Orange, Newark, Jersey City, Atlantic City; to the House of Friendliness in Jersey City, Neighborhood House in New

Brunswick, the Neighborhood House in Newark and the Waverly Hotel in Asbury Park. The Bergen County Board of Freeholders at Hackensack, the Passaic State Board of Freeholders at Paterson and the Middlesex Board of Freeholders at New Brunswick; to the State Housing Authority, the State Department of Institutions and Agencies, the Civil Service Commission, the Financial Assistance Commission, the State Department of Banking and Insurance, the Unemployment Compensation Commission, the Joint Legislative Relief Committee, the Juvenile Delinquency Commission, the State Department of Health, the State Department of public Instruction, the State Department of Labor, the State Department of Agriculture and to the County Superintendents of Schools; to the Essex County Probation Office, the Newark Board of Education, to the local Boards of Education, to the County Welfare Boards, the Municipal Welfare Departments, the local Housings Authorities and to the Local Boards of Health; To the State Federation of Labor, the State Congress or Industrial Organization, the Newark Welfare Federation, the New Jersey Conference of National Association Branches, the New Jersey Organization of Teachers of Colored Children, the Federal Council of Churches of Christ in America, the National Travelers Aid Association, the Paterson Inter-racial Committee, the United States Department of Commerce, The Federal Housing Authority and to the New-Inter-racial Committee; to Dr. Eugene Aggers, Miss Carolyn B. Chapin, to Dr. Thomas Bell, Mrs. Marion T. Wright, Mrs. William Milwitski; to Mrs. Virginia Meade, Rev. T. W. H. Gibson, Mr. Edward Bethards, Mr. Albert E. Flournoy, Mr. Norman N. Graves, Mrs. Una Janifer, Rev. E. P. Dixon, Mr. Sayamore Dorsey, Robert Queen, Esq., Rev. Solomon

Hill, Dr. E. A. Robinson, Miss Anita Flynn, Rev. A. A. Lewis, and Mrs. Agnes Durrah.

The Commission's investigations do far more than merely confirm the deplorable Condition of the Negro population as discovered in previous studies.

In addition to discovering such situations, however, the Commission's investigations have fixed a certain amount of responsibility for them upon the State itself, and upon its subdivisions of county, municipal and township governments. It is true, of course, that many of the handicaps suffered by Negroes in New Jersey and elsewhere are the result of traditional racial prejudices which assign to this group in America the position of an inferior minority. The Commission recognizes that prejudice cannot be removed by the mere passage of legislation, and that many handicaps will continue to affect Negroes as long as racial prejudice persists in America. The Commission feels, however, that responsibility rests upon the State for taking the leadership in the fight to protect its citizens against the results of racial prejudice.

THE NEGRO POPULATION OF NEW JERSEY STATE

A. Distribution of Negro Population

The most reliable and available figures concerning the population are those found in the United States census report. The Negro population in New Jersey for the most part is distributed in eighteen of the twenty-one counties of the State. In each of the three remaining counties there are less than 1,000 Negroes. The map on the opposite page shows the distribution of the Negro population, according to counties. An examination of the map will show that the heaviest shading which denotes the highest percentage of Negroes to the total population is found in Atlantic County, where 15.8 per cent of the population are Negroes. However, the largest number is located in Essex County, where they comprise only 7.2 per cent of the total population. The number of Negroes in Essex County is three times as great as the number found in Atlantic County.

The Negro population of New Jersey is largely native born and urban. Negroes in urban centers comprises 78.8 per cent of the total Negro population in 1920. In 1930 the urban Negro proportion increased to 83.8 per cent of the total Negro population. The urban Negro population in 1920 was 92,328 persons. This number increased by 82,657 in 1930 or approximately 90 per cent. Thus the urban Negro population in 1930 totaled 174,985 persons.

B. Volume And Growth Of Negro Population.

According to the census report for 1930 figures show that of the

total population of 4,041,344 for the State of New Jersey, the Negro population was 208,828 or 5.2 per cent of the entire population. This number showed an increase of 139 per cent over the Negro population of 1910, which was 89,769, or 3.5 per cent of the total population. Though this may seem a considerable increase, both in numbers and percentage, it was not as great as that in many other northern states during the same period. Between 1910 and 1930, the Negro population of New increased by 326 per cent, and that of Michigan increased by 990 per cent.

The increase of the Negro population in the counties is shown in the following table:

NEGRO POPULATION AND PER CENT OF NEGRO IN TOTAL POPULATION OF NEW JERSEY COUNTIES 1900-1930

	NUMBER				PER CENT			
	1930	1920	1910	1900	1930	1920	1910	1900
The State	208,828	117,132	89,760	69,844	5.2	3.7	3.5	3.7
Atlantic	19,703	12,597	10,782	6,920	15.8	15.0	15.0	14.9
Bergen	8,872	4,136	3,295	2,600	2.4	2.0	2.4	3.3
Burlington	6,762	4,493	3,454	3,130	7.2	5.5	5.2	3.4
Camden	16,813	12,107	9,402	8,583	6.7	6.4	6.6	8.0
Cape May	2,782	1,560	1,444	869	9.4	8.0	7.3	6.6
Cumberland	4,748	3,094	2,641	2,403	6.8	5.0	4.8	4.7
Essex	60,236	28,056	18,104	12,559	7.2	4.4	3.5	3.5
Gloucester	6,077	3,154	2,375	2,058	8.6	6.5	6.4	6.5
Hudson	15,970	9,351	7,173	4,439	2.3	1.5	1.3	1.1
Hunterdon	407	359	438	518	1.2	1.1	1.3	1.5
Mercer	11,949	6,991	5,125	4,152	6.4	4.4	4.1	4.4
Middlesex	5,895	2,815	1,846	1,900	2.8	1.7	1.6	2.4
Monmouth	13,897	8,938	8,279	6,907	9.4	8.5	8.7	8.4
Morris	3,269	1,861	1,940	1,618	3.0	2.3	2.6	2.5
Ocean	1,258	566	438	270	3.8	2.6	2.1	1.4
Passaic	5,518	2,522	2,401	1,949	1.8	1.0	1.1	1.3
Salem	4,763	3,962	3,324	3,029	12.9	10.8	12.3	11.9
Somerset	1,628	1,221	1,414	1,559	2.5	2.5	3.6	4.7
Sussex	119	90	168	160	0.4	0.4	0.6	0.7
Union	17,859	8,087	3,353	3,859	6.9	4.0	3.8	3.9
Warren	303	272	364	367	0.6	0.6	0.8	1.0

Source: United States Bureau of the Census Population Statistics 1900-1930 Adapted

An examination of table II will show that the largest percentage of Negroes settled in urban centers located in the counties. Two resort cities have the largest percentage of Negroes. Asbury park leads with 23.7 percent, while Atlantic City ranks next with 23.6 per cent.

TABLE II
NEGRO POPULATION AND PER CENT OF TOTAL POPULATION IN SELECTED NEW JERSEY CITIES

1900-1930

City	Negro Population				Per cent Negro in Total Pop.			
	1930	1920	1910	1900	1930	1920	1910	1900
Asbury Park	3,569	2,824	1,934	273	23.7	22.8	19.1	6.6
Atlantic City	15,611	10,946	9,834	6,513	23.6	21.6	21.3	23.4
Bayonne	2,205	648	561	335	2.5	.8	.1	.1
Bridgeton	1,526	1,146	801	701	9.7	8.0	5.6	5.0
Camden	11,340	8,500	6,076	5,576	9.6	7.3	6.4	7.3
East Orange	4,880	2,378	1,907	1,420	7.2	4.7	5.5	6.6
Elizabeth	4,761	1,970	1,381	1,139	4.2	2.1	1.9	2.2
Englewood	2,524	1,138	777	386	14.2	9.8	7.8	6.0
Hackensack	2,520	1,153	773	515	10.3	6.5	6.5	5.4
Jersey City	12,575	8,000	5,960	3,104	4.0	2.7	2.2	1.8
Long Branch	1,609	1,034	1,248	987	8.7	7.6	9.4	11.1
Montclair	6,384	3,467	2,485	1,344	15.2	12.0	11.5	9.6
Newark	38,880	16,977	9,475	6,694	8.8	4.1	2.7	2.7
New Brunswick	2,086	1,124	690	755	6.0	3.0	3.0	3.8
Orange	5,027	3,621	2,479	1,182	14.2	1.1	1.2	1.1
Passaic	1,858	591	535	443	3.0	.9	1.0	1.6
Paterson	2,952	1,551	1,539	1,182	2.1	1.1	1.2	1.1
Plainfield	1,992	973	619	---	20.6	16.5	14.1	---
Red Bank	1,596	930	844	620	13.7	10.1	11.4	11.4
Roselle	1,538	417	157	---	11.8	7.3	.6	----
Salem	1,498	1,260	1,015	809	18.6	16.9	15.3	13.9
Summit	1,261	488	273	129	8.7	4.8	3.6	2.4
Trenton	8,057	4,315	2,581	2,096	6.5	3.6	2.7	2.9

Source: United States Bureau of the Census. Population Statistic. 1900-1930 Adapted

During the World War period and for many years thereafter, when the heavy migration of white and Negro workers moved northward, New Jersey, like other industrial and manufacturing centers,

showed a tremendous increase in population. The expansion of northern industry during the years of the World War and the restriction of immigration from foreign countries immediately afterward, created a labor problem for industrial employers who had depended upon European countries for their supply of cheap, unskilled labor. To replace this labor they recruited in the small towns and the farms of southern states for unskilled white and Negro laborers to whom the war-time wages of the North were almost undreamed-of riches. Encouraged by newspaper advertisements and recruiting agents who journeyed through the South, hundreds of thousands of workers poured into northern cities and found work in such industries as the packing plants, the iron foundries and the brick yards of New Jersey. Their wives and children found jobs in New Jersey households which could no longer depend upon immigrant women for cheap help; hundreds of families sought work on the farms of southern New Jersey.

White and Negro labor arrived together from the South and assumed the status which had formerly been occupied by immigrant labor. For the newly-arrived Negroes, however, there was this difference. White workers, native or foreign-born, were promoted from unskilled, poorly-paid classes of work into skilled, better-paid jobs as they acquired familiarity with their jobs and became adapted to their new environments. For Negro workers, no matter how much they learned, there was seldom any such promotion. They remained in that capacity through the boom years of the post-World War decade. The bulk of the Negro population settled in northern

New Jersey and other cities with heavy industries. A considerable proportion went to work in the hotel industry of seashore cities. Such counties as Warren, Sussex, Somerset and Hunterdon received almost none of the new population increase.

The northward migration of southern Negroes, once begun, has continued even after industry's demand for labor has slackened and ended. It was some while, even after 1929, before it became generally known that there were no work opportunities to be found in New Jersey for those workers whose services had been so eagerly sought a few years previously. Families continued to follow their relatives and friends who had settled here successfully. When the depression broke with full force, the migration continued in undetermined numbers, for thousands of families continued to leave the South for one northern point or another, driven by desperation to leave almost certain starvation and seek other sections where there was at least and outside chance of employment. It is also true that during the same depression years many Negroes have left New Jersey, returning to live with relatives on the farms from which they migrated. Just as it is impossible to compute the number of late migrants into New Jersey, so it is impossible to estimate the number of those who have left the State, and the exact Negro population of New Jersey will remain an unknown quantity until the census records of 1940 shall be published.

As the population has increased in size the problems confronting Negroes has also increased in intensity. The Legislature recognized this fact in the creation of the Commission with

specific instructions to:

recommend such measures as such Commission may deem necessary to improve such conditions and to secure to the urban Colored population of the State equal opportunity with the general population thereof for self-support and economic and cultural development to the extent, if any, that such opportunity does not exist.

EMPLOYMENT

I. The General Problem.

Basically many of the problems that confront the Negro population are economic. Most of them can be attributed to the low income of the group. While it is true that a more adequate income would not necessarily mean the total absence of social problems, a better standard of living would reduce the tendency for them to develop. It is also true that, in order to eliminate the problems contributing to social disorganization, the basic problem of inadequate income must first be solved. For a better understanding as to why the income among Negroes is so low the Commission studied the extent of employment among Negroes, the type of work in which they engage, the reasons for their absence from certain occupational fields, and the extent to which their income is determined by their occupational fields and the extent to which their income is determined by their occupational status.

A. The Negro Labor Force

An examination of the following table will reveal that the largest percentage of the Negro labor force of New Jersey is concentrated in the marginal occupations with a few found here and there in the skilled, semi-skilled and white-collar occupations which offer more secure and stable employment.

According to the United States Census figures for 1930, there 107,114 Negroes among the State's gainful workers. When it is considered that the Negro represents 6.3 per cnet of all gainful workers but only 5.1 per cent of the total population ten years old or over, it is observed that a greater proportion of the Negro population must work in order to make a living. This is further substantiated by the fact that 45 per cent or nearly one-half of the total number of Negro females ten years of age and over engage in some kind of employment. This is a higher percentage than that of female gainful workers of other races who represent only 24 per cent or approximately one-fourth of their population class. A disproportionately large concentration of Negro workers is found in domestic and personal service occupations, actually 43.3 per cent of all Negro gainful workers compared with 7.9 per cent of other races found in this occupational group. The Negro female represents 72.2 per cent of the total number of Negro domestic and personal service workers. It was in this occupational group that 86.7 per cent of all Negro females in gainful work were classified. Although the Negro shows a concentration in manufacturing and mechanical industries, for the most part he is found in the unskilled and lowest paid jobs. Negroes in this major occupational group comprise 29.7 per cent of all gainfully employed Negroes. Only 8.8 per cent of all Negro female gainful workers were found compared with 27.9 per cent for females of other races. The third occupational grouping in which a large number of Negro workers were

GAINFUL NEGRO WORKERS IN SELECTED OCCUPATIONS
BY SEX AND BY PERCENTAGE DISTRIBUTION
NEW JERSEY
1930

OCCUPATIONS	NEGRO RACE				ALL OTHER RACES	
	MALE	FEMALE	BOTH SEX	% DIS-TRIBU.	BOTH SEX	% DIS-TRIBUTION
ALL OCCUPATIONS	68,487	38,627	107,114	100.0	1,604 992	100.0
AGRICULTURE	5,143	149	5,292	4.9	58,769	3.7
FORESTRY AND FISHING	78	-	78	.1	2,769	,2
EXTRACTION OF MINERALS	171	-	171	.1	3,467	.2
MANUFACTURING AND MECHANICAL INDUSTRY	28,457	3,414	31,871	29.7	657,844	40.9
TRANSPORTATION AND COMMUNICATION	12,321	61	12,382	11.6	139,056	8.7
TRADE	4,753	360	5,113	4.8	235,725	14.7
PUBLIC SERVICE	1,824	14	1,838	1.7	36,199	2.3
PROFESSIONAL SERVICE	1,891	852	2,743	2.6	124,208	7.7
DOMESTIC AND PERSONAL SERVICE	12,878	33,476	46,354	43.3	127,210	7.9
CLERICAL OCCUPATIONS	971	301	1,272	1.2	219,745	13.7

Source: United States Census - 1930 - Occupation Statistics, New Jersey.

found is the field of transportation. In this group Negroes work for the most part as chauffeur, stevedores, dock hands, truck drivers, garage helpers, and common road laborers.

CHART TO BE PLACED HERE SHOWING THE PER CENT DISTRIBUTION OF NEGRO AND OTHER GAINFUL WORKERS IN SELECTED OCCUPATIONS.

The concentration of 70 per cent of the Negro labor force in the menial jobs in the three above occupational groupings relegates him to the place of marginal worker with insecure jobs and low pay.

Analysis of the distribution of the Negro labor force in the major occupational groups reveals that the heaviest consentrations are in those groups where the largest number of menial jobs are to be found. The labor force is represented to a very small extent where skilled, semi-skilled or white collar labor is employed.

In comparison to the large percentage of the Negro labor force concentrated in the three privately mentioned major occupational groups, the percentage of Negroes found in trade, public service, professional, and clerical occupations is extremely small.

The Comission found that the majority of Negro employees in jobs in the major occupational group classified as trade served as porters, cleaners, messengers, chauffeurs, truck drivers, or laborers. However,in this occupational group it was found that a small percentage of Negroes conducted their own businesses such as barber shops, beauty parlors, cleaning and pressing shops, grocery stores, bakeries, restaurants, markets and similar small businessos providing personal and professional service. The census figures for 1930 show that 4.8 per cent of gainfully employed Negroes were included in this occupational group.

In the field of public service the Negroes have made a slight gain, although, the percentage in such work is disgracefully small. In 1930 only 1.7 per cent of all gainfully employed Negroes were in this field. The majority of Negroes found in this occupational group worked as common laborers.

Statistics show there has been a general increase in the number of people employed in the field of professional service.

This increase is probably due to the emergence of a large number of service occupations that administer to the economic, social and cultural needs of individuals. In 1930 the total number of gainful workers in this group was 126,951 of which the Negro comprised 2.2 per cent.

The percentage of Negroes engaged in clerical occupations is almost negligible. Although 221,017 were listed as gainful workers in this group less than one per cent were Negroes. This number was classified largely as typists, bookkeepers, and clerks in stores and business establishments.

B. Unemployment Among the Negro Labor Force.

A. Study of the employment figures do not lead to a complete understanding of the extent of unemployment among the Negro labor force. A better understanding of this problem may be gleaned from an examination of the figures of the unemployment census of 1937.

TABLE IV

PERSONS WHO REGISTERED IN THE UNEMPLOYMENT CENSUS AS TOTALLY UNEMPLOYED AND AS EMERGENCY WORKERS, BY RACE AND OCCUPATIONAL GROUP, NEW JERSEY STATE 1937

Occupational Group	TOTAL - 100%		NEGRO 12.3%		OTHER 87.7%	
	Number	% Distribution	Number	% Distribution	Num.	% Distribution
All Occupations	287,424	100.0	35,314	100.0	252,110	100.0
Professional Persons	9,764	3.4	674	1.9	9,090	3.6
Farmers (owners and tenants)	1,545	0.5	170	0.5	1,375	.5
Other proprietor, Managers and officials	4,670	1.6	129	0.4	4,541	1.8
Clerks and kindred workers	43,939	15.3	677	1.9	43,262	17.2
Skilled workers and Foremen	44,304	15.4	2,609	7.4	41,695	16.5
Semi-skilled Workers	76,006	26.4	7,202	20.5	68,804	27.3
Farm Laborers	6,028	2.1	1,181	3.3	4,847	1.9
Other laborers	49,477	17.2	11,703	31.1	37,774	15.0
Servant Classes	15,131	5.3	7,554	21.4	7,577	3.0
Occupation not Reported	5,049	1.8	1,086	3.0	3,963	1.6
NEW Workers	31,511	11.8	2,329	6.6	29,182	11.6

Source: U. S. Census of unemployment, 1937, New Jersey

These figures give a much truer picture of the economic status of the Negro population. It should be observed that although Negroes constitute 5.1 per cent of the population class of 10 years of age and over and 6.3 per cent of the gainfully employed in 1930 they comprised 12.3 per cent of all persons registered as unemployed and available for work in 1937. This unemployed class of Negroes numbering 35,314 persons represents 33 per cent of the Negro labor force in New Jersey. In comparison it was found that similarly unemployed persons of other races numbered 252,110 or 15.7 per cent of their labor force working or wanting work. Thus over twice as large a proportion of Negroes wanting work are unemployed as persons of other races. It was also found that 63.3 per cent of all Negroes ten years of age and over had to seek work as a means of earning a livelihood, while only 50.8 per cent of persons of other races faced the same problem. The status of the Negro female domestic job seeker and worker tends to increase this percentage relative to the percentage of other groups. Negro part-time employment was relatively high in that Negroes comprised 9 per cent of all persons partly employed, while eight per cent of all Negroes gainfully employed were part-time workers. Only 5.4 per cent of workers of other races were classified in this manner.

A challenging picture is presented by combining the number of unemployed Negroes with the number of partially unemployed Negroes. The total of 43,835 persons comprises approximately 41 per cent of the Negro labor force.

II. Special Problems Facing Negro Workers and Extent of Employment.

From the above analysis in the extent of employment and the type of work Negroes engage in, it can be understood why the majority of Negroes are classified as marginal workers.

This denial of opportunities to place in occupations where skilled and semi-skilled labor are employed and higher wages are paid, deprives the Negro labor force of the chance to earn representative wages, opportunities for advancement and to become an integral part of the State labor force.

In investigating the causes for the present predicament the Commission found that the Negro is handicaped by special problems the most important of these problems are discussed in the following paragraphs.

Substandard Employment and Low Incomes

Unemployment struck Negro workers more quickly and more severly than the rest of the State's workers. Negro communities throughout the State have descended to deplorable living standards. Thirty per cent of the Negro population of cities in the State have incomes of less than $600 a year. Re-employment programs have hardly touched Negro labor, and there has been practically no replacement of Negroes in private industry. Large industries that employed a considerable number of Negroes before the depression are filling their places with whites as they now expand their employment rolls.

In its Statewide study of Negro familes, the Commission has sought to discover under what conditions the average Negro family lives and the following summary of 5,368 family schedules returned from 14 New Jersey municipalities gives striking figures which would arouse general consternation if they were reported as being typical of the white population. Twenty-six per cent of the Negro families studied are on relief, and of this relief group 64 per cent subsist on relief budgets of less than $5 a week; 22 per cent of the families are supported on W. P. A. jobs, the overwhelming majority of which are unskilled jobs paying $60.50 a month.

According to the Commission's study among the 52 per cent of Negro families which are self-supporting, the general standard of living is frightfully low; 71 per cent of the wage earners therein receive $80 a month; 70 per cent of the male family heads who are employed are classed as unskilled workers, 13 per cent semi-skilled, and only 17 per cent skilled. Under those conditions it is understandable why in a large proportion of Negro families a second, third, or even fourth member of the family must go to work to aid in the family's support. In 25 per cent of the families the woman is the family head, but only 68 per cent of family heads, male or female, are employed.

Reports on family income give similar evidence of acute distress among the Negro population. "The Negro in New Jersey" reported in 1931 average family income of $1,052. The Commission's own figures for 1938 based upon family schedules for 5,303 Negro families in 14 municipalities throughout the State, found that the average Negro family income had dropped to $880 a year. The same returns showed that 30 per cent of the families had incomes of less

than $600 a year, 75 per cent had incomes of less than $1200 a year, and only 2.5 per cent had incomes of more than $2400 a year.

A study by the United States Department of Commerce in 1933 showed incomes of Negro families of Trenton to be even lower. Reporting on 1,746 white families and 215 Negro families, the Department found that nine per cent of the white and 16 per cent of the Negro families had no income at all, other than public relief. Thirty-one per cent of the white families and 58 per cent of the Negro families had incomes of less than $500 a year. Sixty per cent of the white families and 90 per cent of the Negro families had incomes of less than $1000 a year.

Job instability is a problem in the majority of Negro families. In more than 50 per cent of the cases, the last job held lasted under five years; in 10 per cent of the families the present job had been held for less than one year. Only 16 per cent of the employed persons studied earned incomes of more than $100 a month. When it is remembered that the recent study by the Brookings Institution establishes approximately $2,000 a year as the minimum income necessary for a family to maintain decent standards of living, it is readily apparent that over 90 per cent of Negro wage-earning families in New Jersey must subsist on a sub-marginal level.

The Commission sent out 1,000 questionnaires to heads of industrial, manufacturing and business concerns engaged in the types of work for which Negroes were known to be qualified. Approximately one-third of these questionnaires were returned. From the answers to the question why Negroes were not employed, attitudes of employers

were compiled. Other statements of attitudes were secured through interviews with employers. These attitudes are given because the Commission believes that the attitude of the employer has played an important and large part in this employment dilemma in which the Negro worker finds himself. These attitudes range from indifference to fanatical prejudice. It was surprisingly to find that such a large number of employers were so concerned about the happiness of the Negro on the job. At least 10 per cent replied that they did not think that the Negro would be happy working with the white people in their plants. A large majority stated that they thought that Negroes ought to be given jobs but they were reluctant to place them in their industries because Negroes had not previously worked in certain capacities with their firms and that public prejudices might prove detrimental to their business.

In other instances employers gave such reasons for not employing Negroes, as not having separate toilet facilities for both groups other employers stated that white workers objected to working with Negroes. Perhaps these are the type of white workers who carry their objections into trade unions. These prejudiced workers make it impossible for Negroes to be admitted to unions, and therefore make it impossible for them to work on jobs controlled by unions. Finally, because of employers' unwillingness to give Negroes experience and because of trade unions' refusal to admit them to apprenticeship training, as well as because of the short-sighted attitude of educational authorities in some municipalities, Negroes are frequently unable to acquire the training and skill that will qualify they for jobs which do appear.

JOB RESTRICTIONS

One of the reasons why Negroes are found predominately in the lower paid jobs is to be found in the personnel practicies of New Jersey industry generally, which bars them from the more desirable fields, especially in the shite collar, skilled and professional positions. A study made in 1935 by the Interracial committee of the New Jersey Conference of Social Work in cooperation with the State Department of Institutions and Agencies and the New Jersey Urban League, inquired into the personnel practices of 1,867 industrial and commercial establishments in order to determine their policies regarding the employment of Negroes. Of these 1,867 concerns, all of which hired 25 or more workers, only 849 (45 per cent) employed any Negroes. Of the 1,018 firms which did not employ negroes, 602 had a rigid rule against such employment. A total of 334,180 employees in the 1,867 firms studied included 12,505 (3.7 per cent) Negroes. Many of the companies were public service corporations, banks, insurance companies, and department stores. Job barriers were found to be most rigid in those communities most strongly industrial, with the lone exception of Jersey City, Negroes constitute 4 per cent of the population and 5 per cent of the employees in industrial concerns hiring 25 or more persons. In Newark where Negroes constitute 8.8 per cent of the population, they compose 3.6 per cent of the industrially employed; in Camden where they are 9.6 per cent of the population, they are 3.6 per cent of the industrially employed; in Paterson the almost complete exclusion of Negroes from the great silk industry is shown by the fact that they constitute 2.1 per cent of the population and 0.4 per cent of these employed in the larger industrial establishments.

Following up the findings of this 1935 study, this Commission made special inquiry into the employment practices of New Jersey banks as an important field of white collar employment. Sixty-two banks in 12 New Jersey municipalities received a questionnaire and 39 responded, 31 giving the information requested in full. These 31 banks employ a total of 2, 587 persons in all positions. Twenty-three of the 39 employ no Negroes in any capacity; the remaining 16 employ a total of 53 Negro workers who compose 2 per cent of the total number of bank employees. Eight banks employ one Negro each and one bank employs 10. Actually, the proportion of Negro employees in banks is probably lower than 2 per cent for it is natural to assume that those 31 banks failing to reply, or failing to reply in full, did so because of their non-employment of Negroes. Only 2 of the 53 Negro bank employees may be classed as skilled workers--one, a stockroom clerk and the other, a photostat operator. Several of the institutions responding expressed complete satisfaction with their Negro employees in unskilled capacities. None of them expressed a disposition to use this satisfactory performance in unskilled capacities as a basis for considering the employment of Negroes in white collar or skilled capacities.

The Commission in 1940 was so seriously concerned with the continued high percentage of Negroes unemployed and with those engaged as marginal workers, that it undertook a study of the employment policies in operation in the most important industrial plants in the State of New Jersey. This study was purposed to discover why Negroes were not being reemployed and why they were not able to advance above the status of marginal workers in these industries.

One thousand questionnaires were sent to heads of industrial and manufacturing concerns requesting data which would assist in deter-

mining where the difficulty lay. In addition to the material gathered by questionnaire, information was secured through personal interview with employers.

Although, only one-third of the employers answered and returned the questionnaires, the additional information secured through personal interviews gave to the Commission sufficient factual and statistical material to warrant the following analysis:

Negroes were found employed chiefly in general manufacturing and metal working enterprises, laundries, chemical concerns, leather, heating, electrical, concrete, and asphalt companies, and to a lesser degree in concerns engaged in the manufacture of wearing apparel. Approximately 42 per cent of the 320 tabulatable returns reported that Negroes had never been employed. In addition, out of 25 incomplete returns, 18 reported that Negroes were not employed, most of them stating that Negroes had never been employed. This, despite the fact that all the concerns questioned employed over twenty-five persons, and most of them over one hundred persons. About 27 per cent of those responding stated that Negroes had been employed prior to 1925 and in all but a few of these cases Negroes were still employed. In only one case was it found that a concern which had never employed Negroes had just recently begun the practice of hiring them. The last period in which any significant number of Negroes were first employed by any concerns reporting was between 1930 and 1935. Attention to the occupational distribution of the Negro employee revealed that less than 1 per cent were reported holding supervisory position, and these were all gang foremen; less than one half of one per cent holding clerical positions, with the remaining 80 per cent classified as manual laborers and general laborers with the probability that the eleven per cent not reporting were also general laborers.

That the manual laborer represents a marginal working force in the sense of lowest remuneration for work performed is an accepted fact. That in many cases he is also a marginal worker in the sense of lowest security of employment is well indicated by the following quotations from employers answering the Commission's questionnaires:

> "The Foundry Department where all the Negroes are employed at present is only working three days per week, other departments work four or five days"---"All Negroes employed are part-time or casual workers, also a part of white help is the same".

Another quotation is as follows:

> "In our busy season we have a considerable number of colored employees, some of whom have worked with us for years, and are called in as soon as their services are required."

Further analysis by this Commission into the employment practices of private industrial concerns revealed that, in most cases selection of workers is based principally on experience, training and efficiency, adaptability, and personal reference. On the surface therefore, such selection procedure should place no unsurmountable handicap on the Negro. However, the large number of concerns reported not employing Negroes, and the frequency of the disinterested answer, "We do not employ Negroes" leads this Commission to conclude that racial bias at all times affects both the employment and the unemployment of Negroes. A reply from TASTYEAST was as follows:

> "We are returning schedule for employment survey and wish to advise that we do not employ colored people."

And from Texaco Petroleum Products:

> "We do not at the present time employ any Negroes at our Bayonne, New Jersey plant, although, we do employ many Negroes at many of our other plants, especially in the South. They are usually employed for manual work, but some of them are skilled laborers."

It was also found that, in about 5 per cent of the cases, a

Union represented the employment agency to which employers turned for help. In view of the known discrimination by labor unions against Negroes both openly and by various subterfuges, this too represents an additional burden on the Negro job seeker.

Such statements as, "The Wire Workers Union of Belleville excludes Negroes" and "the Brewery Workers Union in Belleville does not send Negroes" were made to the Commission by other employers.

Particularly interesting is the statement made by a Newark dyeing plant as follows:

> "We have never employed any colored people. However, we are informed that the union of which we are members does have many colored people listed and most all are employed in New York City. We are obliged to obtain all help from the Union and while as yet they have not sent in any colored help, I don't think that there would be any discrimination made against them."

Even so large a company as Krueger Beverage in Newark employes no Negroes, although, the reason submitted was that the company is completely unionized.

The office of the Trenton Times Newspapers replied:

> "All our mechanical employees are members of typographical, pressmen, Stereotypers, and Engravers Unions, and they have no colored members. -----"we have only one colored employee."

Only a few, approximately 7 per cent of those responding, stated that Negroes had never been employed because they had never applied. About 8 per cent stated that Negroes were not employed because they were not skilled. Five stated definitely that a union was the cause of Negroes not being employed. A startling remark was made by the Continental Can Company of Jersey City in answer to a request for an explanation as to why Negroes were not employed. The answer, "No separate sanitary facilities" reveals an unwarranted

attitude similar to that taken by many biased employers throughout the State.

Approximately one-third of the employers responding who employed Negroes stated that the Negroes chance for advancement was good. One quotation of interest in respect to the positions to which Negroes may advance was as follows:

> "In sales jobs colored men are limited by consumer prejudice, however, this prejudice is lessening yearly."

This Commission also received returns from five divisions of the Public Service Electric and Gas Company in the State. All of these divisions employed Negroes, four of them before 1925. In the four divisions giving full information on the total number of employees, Negroes were found to represent 72 in number or 10 per cent of the total. There was no uniformity here, however, since in one division Negroes represented only 2.4 per cent of the total and in another only 1.6 per cent of the total employees. The one division refusing to report the number of white employees did report 15 Negroes employed as manual laborers and one as an auto driver. In one division 3 Negroes were reported employed as gas makers, 2 as helpers and 1 as a mason. All other Negroes employed in the several divisions were manual laborers, although four divisions reported that the Negroes chance for advancement was very good. A return from the Jersey Central Power and Light Company in Asbury Park revealed that Negroes were employed before 1925 and that present employment totalled 1,521 persons of which 34 or 2.2 per cent were Negroes, employed in manual laboring and skilled work. The Erie Railroad Company Roundhouse in Jersey City reported that no Negroes were employed although 500 white persons were. This company stated that prior to 1926 when the shop was much

larger some Negroes were employed among the 1300 total employees. Thus, it can be observed that all Negroes were dismissed when shop operations were reduced.

As stated elsewhere in this report, this Commission held one public hearing in Paterson. The justification for an early hearing in a town in which the Negro population was relatively small was based partly on the wholly inadequate employment available to Negroes in the Paterson-Passaic area. Of the 127 questionnaires mailed to this area only 34 or 26.8 per cent were returned, chiefly from Textile, metal, and rubber goods companies. In 62 per cent of the concerns answering, Negroes had never been employed. Those Negroes who were employed were found to be all manual laborers chiefly in foundry, rubber or car manufacturing work with only 17 out of a total of 236 classified as skilled. The total Negro employment was only 1.2 per cent of all employment reported, and even more shocking, one foundry in Paterson was responsible for almost 1 per cent of this employment, actually for 150 employed Negroes. Union restriction represented the predominant factor operating to exclude Negroes from employment in this area. Six specific reports are in the files of this Commission stating that various locals of the Federation of Dyers, Finishers, Printers and Bleachers of America, restrict the employment of Negroes in the textile industries of Passaic County.

Discriminatory practices of private employers were brought out forcibly at the public hearings of the Commission this year in Paterson, New Jersey in the cases of Wright's Aeronautical Corporation and the Bendix Aviation Corporation. Both of these firms receive contracts to build aeroplanes amounting to millions of dollars from

the Federal government. Both firms have refused to employ Negroes. The Edison Vocational School in this City has been placing their graduates with these firms. Two bona-fide graduates of this school had applied for jobs with the Wright's Aeronautical Corporation but had been refused work. This firm employs 8,000 persons who work as skilled, semi-skilled and common laborers but does not employ any Negroes. One of the officials of this Corporation testifying before the Commission stated that:

> "We have never had a policy of discrimination against anyone regardless of race, creed or color."

This statement was made notwithstanding the fact that the applications of these Negro boys had not been considered favorably, although, they apparently qualified in every respect. Three of the officials told our investigator that they agreed that Negroes were entitled to work in their plant as citizens and as residents of Paterson because of their handling of Federal contracts and would take the matter up with their Board of Directors.

A slightly less severe picture was presented in Middlesex County where the Commissions' second hearing was to have been held. From 44 per cent returns out of 59 questionnaires mailed to selected industries it was found that 248 Negroes or less than two per cent of all persons employed were working chiefly in chemical companies, but also in one automotive plant and in one printing plant. In 61.5 per cent of the concerns answering, Negroes had never been employed. All Negroes employed were manual laborers with the exception of 16 reported as skilled workers.

The main reason given for the absence of Negro workers was a desire to avoid mixing white and Negro workers. Four concerns reported that no Negro applications had been received.

An attempt by this Commission to obtain payroll information from employers regarding the salaries received by white and Negro employers was rather unsuccessful in that many employers refused to divulge the requested data, however, information received from concerns employing one thousand or more employees provided sufficient basis for the following statements. Out of 15,580 persons employed in the eight largest concerns, 512 or 3.3 per cent were Negroes. Although, the Negroes represented 3.3 per cent of total personnel, they received only 2.9 per cent of total salaries. However, such disparity was due chiefly to the fact that all but a few Negroes were employed in low-paying manual laboring work. An interesting picture is presented by the fact that while Negroes represent 5.2 per cent of the State's total population, 6.3 per cent of the State's gainfully employed, and 12.3 per cent of the State's unemployed, they represent only 3.3 per cent of the total personnel in the Commission's sample of private industrial companies employing over 1,000 persons.

The Commission calls special attention to instances where Negroes, because of discriminatory practices are denied the privilege of working in certain industries. This policy is adapted by such as the Botany Worsted Mills and the U. S. Rubber Company which reported 5,532 person and 2,467 persons respectively in their employ and not one Negro. Likewise, such concerns as Brewster Aeronautical Company in Newark employing 1,621 persons, A & M Karoghensian Rug & Carpet Company in Freehold employing 1,600 persons, Hercules Powder Company in Carlin employing 1,612 persons, and Tang-Sol Lamp Works in Newark employing approximately 1,000 persons are deserving of much criticism since, despite the fact that their total employment is approximately 8,000, they employ not one Negro.

On the whole, when consideration is given to the fact that the above investigation covered only industrial concerns engaged in types of work for which Negroes were known to be available and qualified, the only conclusion which can be made is that racial barriers continuously operate to prevent the Negro from sharing in the private industrial employment of the State.

It would be difficult for this Commission to make any formal recommendations regarding legislative action which would correct the unsound social attitudes expressed in these employment policies. The Commission feels, however, that it cannot afford to omit mention of the situation or to fail to point out again that employers who are indifferent to the existence and ability of thousands of ambitious, well-trained, unemployed Negroes are not only persisting in an attitude of unfairness toward a minority group in the population, but contributing to the social problems which have been described throughout this report, and helping to impose a serious burden upon the financial and social resources of the State of New Jersey.

Job Control

In considering proposals for action by the legislature the Commission has classified various fields of employment according to the probable effectiveness of legislative action in each field. State jobs are more easily controlled by legislation than jobs in private industry. Likewise corporations acting under public charters giving complete or partial monopoly, or benefiting by subsidies from the public treasury may be more amenable to public regulation than corporations owing no such debt to the State. The Commission has, therefore, classified employment under the following heads:

1. Jobs dependent upon the discretion of private employers.

2. Jobs controlled by agreements between employers and organized employees.

3. Jobs in the employ of the State or its sub-divisions.

4. Jobs controlled by private organizations operating under the supervision of the State.

With respect to the power of your honorable bodies to effect employment conditions facing the colored population, this Commission has taken the following position:

1. Private Employment And Public Placement Service

Although legislative action may not successfully be taken in the field of private employment, there is an approach which may be used successfully by the State to help in adjusting the disparity in job opportunities between Negroes and whites. With the establishment of the State Employment Service as a division of the New Jersey Unemployment Compensation Commission the policies of public employment of-

(Continued on next page)

fices become of increasing importance to the unemployed. Especially important to Negroes are the policies followed in the handling of employers' orders and the referral of work applicants to employers. Negroes constitute a large proportion of registrants for work with the State Employment Service. Of the 146,795 new applications made during the fiscal year, July 1, 1937 to June 30, 1938, 16,121 (11 per cent) were Negroes. This is approximately double the Negro's proportion in the employable population of the State, but it only partly reflects the proportionate need of Negro citizens for State employment services. The Negro Applicants represent 7.7 per cent of the total Negro population of the State while the white applicants represent 3.3 per cent of their total population.

While Negroes constitute 11 per cent of the total applicants for jobs, they constitute 24.8 per cent of the total number placed by the Division. From these figures it would appear that the Negro work applicant has fared remarkably well at the hands of the State Employment Service Division since his rate of placement is more than double his rate of application. Further examination of the placement record, however, reveals that these figures are partly misleading. Most of the Negro placement is concentrated in the field of domestic service; Negroes represent 34.4 per cent of the total number of applicants registered for domestic service and 41 per cent of the total placements. Whites, on the contrary, constitute 65.6 per cent of the total registrants for domestic service and less than that percentage, 59 per cent, of the total placements. On the other hand, Negroes constitute 2.4 per cent of total white collar applicants and only 0.2 per cent of

the total number of white collar placements, while whites constitute 97.6 per cent of the total number of white collar applicants and 98.8 per cent of the placements in that field. Of 36,205 white persons applying for white collar positions, 4,361 (12 per cent) were placed, but of 891 Negroes applying for white collar positions only 9, or one per cent, were placed. Among the applicants for skilled labor jobs, 9.1 per cent of the white applicants were placed , and only 5.5 per cent of Negro applicants.

Placement of white applicants in domestic service constituted 105.1 per cent of the total applicants; placement of Negroes registered for domestic service constituted 134.6 per cent of the total registrants. There are two explanations for this high proportion of domestic service placement of Negroes as compared with whites. One is that the jobs to which they have been assigned were more apt to be of temporary duration such as day's work placements. Another is that a large number of Negroes who were registered for other types of work were referred to jobs in domestic service. In either case the conclusion is that the job needs and ambitions of unemployed Negro workers have not been satisfactorily answered in the performance of the State Unemployment Service up to the present.

Part of this failure to give adequate service is, of course,

directly traceable to the severe difficulties which Negroes meet in finding any employment other than domestic service. The State Employment Service should not be judged entirely on its inability to combat employer prejudices for this has proved to be a difficult task for all agencies which have attempted it. The test of the division's adequacy is rather to be found in study of the deliberate efforts which are being made to help Negroes combat their special difficulties, and any such study must take into account the philosophy which lies behind the establishment of a public employment service. A public employment service is presumably established not only to furnish employers with a cheap and convenient means of finding labor but also to put unemployed workers in touch with employers who are seeking labor. Where any group in the population meets with special and unusual difficulties in making proper contacts with employers, it is reasonable to suppose that the State is under obligation to make special efforts to relieve that group of its difficulties. Such special effort is to be found nowhere in the policies and regulations of the State Employment Service Division, so far as this Commission has been able to discover.

The fact that the placement records of the Division generally follow the experiences of Negroes in private industry are an indication to the Commission that the Division has adjusted itself to conditions in industry as they have been found to exist. Proof of this adjustment is found in a statement contained in an annual report of the Division for the fiscal year 1936-1937 which reads as follows: "To justify the public expenditures for its maintenance, a State Employment Service Division must show that its placements result in a high percentage of

workers placed in permanent employment to the satisfaction of both the employer and the worker. The mechanics of the operation of the N. J. State Employment Service Commission are geared to this objective of job satisfaction." This principle is generally interpreted by the Division's staff to mean that there must be no attempt on the part of the staff to influence the racial, religious, or nationalistic prejudices of an employer in his placing of a job order. They overlook the fact that when 2,589 Negroes are placed in jobs outside the classification for which they register and qualify, it is doubtful that the Division has realized for that population group the stated objective of satisfaction for the worker. If the high incidence of Negro families on the relief rolls is to be materially decreased, it must be done through a high placement of Negro males in private employment. Here the Division has a responsibility as well as an opportunity. This responsibility is recognized in the 1937 revision of statutes covering employment services which states that the department is authorized to establish the Division and among other objectives "to adopt the most efficient means to avoid unemployment" and "to provide employment and to prevent distress from involuntary idleness."

Special effort along this line in behalf of the Negro, or similarly distressed groups in the population, can be achieved in several ways. In the first place, employers may be interviewed in an effort to change their arbitrary prejudice against work applicants referred to them. In the second place, improved methods may be used to insure that Negroes will actually be registered in the job fields for which they are best qualified, and in which they wish to find work opportunity. It is freely claimed by Negroes, with facts to prove some basis for their claims, that interviewers in local offices are prone to urge skilled Negro (see next page)

workers to register for domestic services or other unskilled and semi-skilled jobs because "the opportunity for placement is better." Frequently it is claimed that interviewers will arbitrarily register in classifications other than those requested, and persons who register for white collar work receive notices of their referral to domestic service or labor jobs. One particularly impressive complaint received at the offices of this Commission is from a Negro woman who is a skilled dressmaker and who was refused opportunity to register for such work by the employment interviewer. She was told that she must register for domestic service or not be registered at all.

It is needless to point out that subordinates and officials guilty of such arbitrary misuse of their power have no proper place in a public department. It is more important to discover ways in which these improper practices may be uncovered and eliminated. One method of protection immediately comes to mind--the presence of a considerable number of Negroes in the employment service inboth supervisory and subordinate capacities. Negro executives in the employment service, would have, of course, the power to investigate the existence of improper racial practices. The presence of Negro subordinates scattered throughout the service would check in large measure the tendancy of their white fellow workers to indulge in practices which they may now employ without serious danger of discovery. It goes without saying that strong regulations should be adopted by the administration of the Employment Service Division forbidding any display of racial or religious bias, and calling for effective disciplinary action to be taken against any staff member found guilty of charges along this line. Those

recommendations the Commission presents for the information of the Legislature and for consideration of the Unemployment Compensation Commission

2. PRIVATE EMPLOYMENT AND TRADE-UNION POLICIES

As collective bargaining becomes more and more the accepted method of determing agreements between employees and employers, this instrument of labor becomes more significant in its relationship to Negro labor. An agreement usually is concerned with the interests of those responsible for it. The agreement has wider implication because it not only involves wages, but also in case of the closed shop, it determines who shall work in that shop. The Negro as an individual worker trying to bargain for a job has made little progress and now with the trend toward organization, the Negro labor force finds itself almost entirely shut out.

The labor union movement in all parts of the United States is regarded by Negroes as frequently hostile to their interests. As late as 1930 authoritative studies have revealed that 10 unions in the A. F. of L. and 14 outside of the Federation ecxluded Negro workers from their memberships by constitutional and ritualistic provisions. The majority of the remaining unions either discouraged Negro membership or tolerated it as an onerous necessity. The racial policies of labor unions are increasingly important in the Negro's chances of private employment. Because of the present tendency for employers to sign collective bargaining agreements with unions and the increase of "closed-shop contracts," it is obvious that if Negroes are not members of unions they will be barred from jobs where union agreements are consummated.

In recent years there has been a liberalization of racial policies within many A.F. of L. unions due partly to the rise of the rival Congress of Industrial Orginizations (C.I.O.). The Commission is aware that practices of union locals frequently vary from policies of their internationals according to the localities in which they are located, and it has therefore circulated questionnaires among 976 local unions throughout New Jersey to discover what policies these locals follow regarding Negro membership. Replies to the questionnaire were received from 131 local unions of which 51 are C. I. O., 73 A. F. L., and 7 Independent. These 131 locals represent 59 national or international organizations . The total membership is 87,480 of which 3,195 (3.7 per cent is Negro.) Actually, the percentage of Negroes included in all unions throughout the State is probably considerably less than 3.7, for it is a natural assumption that those locals which failed to report will be, for the most part, those which have no Negro membership. The majority of the membership reported is C. I. O., totaling 55,078, of which 1,065 is Negro; A. F. of L. unions reported 16,374 members of whom 1,100 are Negroes, 7 locals of the I. L. G. W. U. have 16,034 members of whom 1,030 are Negroes. In both the C. I. O. and the A. F. of L. over 50 per cent of the Unions reported Negro membership.

Of 34 A. F. of L. unions without Negro members, 25 state that none has ever applied, but this evidently means that no Negro has ever made formal application. It is obvious that Negroes will seldom make formal applications to unions which make it very evident that such applications will not be welcomed. Six (6) A. F. of L. unions admitted having had applications from Negro members which they failed to accept

for reasons unspecified; 3 unions were uncertain about their Negro membership, 3 were noncommittal, and only one admits specifically that it will not admit Negro members.

It is, of course, impossible to obtain by the questionnaire method full and frank answers to any question probing into the problem of racial discrimination. The fact that out of nearly 1,000 unions which received questionnaires only 131 answered, is in itself sufficient proof of the reluctance of labor unions to be questioned regarding their membership policies. Among the unions circularized were 24 internationals reported to exclude the Negro by provisions of their constitutions, rituals, "gentleman's agreement" or otherwise. Only 9 locals representing 7 of these internationals answered the Commission's questionnaire, and lack of time and staff personnell prevented the Commission from following up these questionnaires with further interviews. All 9 of these locals claim that they will accept Negroes as union members, though 3 state that "Negroes seldom, if ever, pass the required examination." One has a Negro as a charter member in spite of the fact that its constitution specifically eliminates Negro membership.

Among the C. I. O. unions which reported, 27 have Negro members while 24 have not. If one takes at face value the frequently repeated C. I. O. declaration that its unions bar no eligible worker because of race or religion, the absence of Negro membership in 24 C. I. O. unions would be taken as evidence that no Negroes have applied. Such a deduction is not justified by the facts revealed in this study. Three (3) C. I. O. unions, in reply to the Commission's questionnaire, definitely stated that they did not accept Negro members, and a fourth was committal. In one case of union official stated that although his

union had no members and none had applied, there was a constitutional restriction against the admission of Negroes. This union, a local of the American Federation of Full-Fashioned Hosiery Workers, reported a total membership of 160. Another local of the international, reporting a total membership of 380, stated that no Negroes had applied and that the union would not accept Negroes. The third local, a member of the Textile Workers Organizing Committee and with a total membership of 1200, likewise stated that no Negroes had applied and none would be accepted.

These figures for both A. F. of L. and C. I. O. unions indicate, in the first place, that the constitutional provision of an international union does not necessarily bind a local to racial fairness in its membership policies. In the second place, it is clearly shown that public statements of racial fairness may be secretly contradicted by the private policies of unions. In the third place, it becomes evident that as the labor union becomes more and more an instrument of public policy with power of control over the employment opportunities of large numbers of workers, it becomes increasingly necessary that the labor union submit itself to public inspection of its membership policies.

There are few friends of the labor movement, and few indeed of its enemies, who would wish that Government be given control over activities of labor unions, for a step in this direction is a step toward the state capitalism which is abhorred by the vast majority of American citizens. There is no intention on the part of this Commission that any law be passed stating who shall or shall not be admitted to the membership of any private organization. As long as the labor union remains a private organization self-sustaining in its contest with employers, the

matter of membership policies remains something to be determined by the union itself and to be influenced by an enlightened leadership within and without the labor union.

The National Labor Relations Act, however, has altered the former status of the labor union as a completely independent organization. In the provisions of that act the Federal Government comes to the aid of the union in its efforts to bargain with the employer, and it specifically forbids employers, on the one hand, to interfere with the union's effects to organize employees, or, on the other hand, to refuse to bargain collectively when union organization has been effected. Proposals for legislation are now being studied which would include similar legislation in the New Jersey law so as to provide labor union protection for employees in intra-state industry. This Commission holds the opinion that when unions approach the Government seeking special protection against unfair policies of employers, a moral and legal obligation devolves upon that union to insure that is is itself a truly representative and democratic body of workers. It is ironical for the labor union to appeal to the State, of which Negro citizens are a part, to give special protection, when that labor union is itself discriminating against those very Negroes who are part of the State. The matter becomes one of concern for other than Negro workers, for, as this Commission has already pointed out, it is essential to the welfare of the State that Negroes be included proportionately in whatever progress is made toward reemployment of the unemployed in private industry. It is a recommendation of this Commission, therefore, that as the Legislature studies proposals for the enactment of a State Labor Relations Act, it shall provide for the definition in such legislation of what actually

(1) POSITIONS FILLED BY OPEN COMPETITIVE METHOD

The civil service law provides for appointment of persons in the classified service from lists of eligibles prepared through competitive tests. In the case of a vacancy in the classified service the Civil Service Commission certifies to the appointing power the names of three persons from the top of the existing list leaving to the appointive official the selection of one person. The privilege of selection gives the appointive officer an opportunity to inject his personal prejudice or the prejudices of other interested parties. Recent legislation enacted on the insistence of this Commission reduces this privilege somewhat by requiring the appointing official to file a public record of his reason for passing over any certified persons.

There is ample evidence that discrimination is practiced against Negroes in the appointments from the eligible lists. The Civil Service Law astoundingly does not prohibit discrimination against citizens because of race or color in the classified swevice:

> No person in the State classified service or seeking admission thereto shall be appointed, demoted or removed or be in any way favored or discriminated against because of his political or religious opinions or affiliations. No question in any test or contained on any form used in connection with the carrying out of the provisions of this act shall relate to the political or religious opinions or affiliations of any competitor, prospective competitor or eligible on any employment or re-employment list established and maintained by the Civil service Commission and the chief examiner and secretary.

Nothing is said about discrimination on the account of one's race or color. In view of the extent of discrimination on the grounds of race the failure of the section to contain such a prohibition is unaccounted for.

There is not an appointive officer in the State of New Jersey who would admit to the exercise of racial prejudice in the appointment of workers subject to his jurisdiction, and because of the wide latitude of authority vested in the appointive officer by the Civil Service Law, it is extremely difficult to prove the actual operation of such prejudice. Its existence is best shown in state, county, and municipal figures, obtained in 1939 regarding the employment of Negroes in public departments. Out of 54 state departments, 48 responded to the questionnaire of this Commission, giving information regarding their employment rolls. Out of a total of 5,588 employees reported in all 48 departments, 192 (3.4 per cent) are Negroes. This percentage, it will be noted, is slightly more than half of the proportion of Negroes in the State population in 1930, but 115 of these Negro employees hold unskilled and semi-skilled manual jobs; only 47 of them are clerical workers, and 4 hold executive or managerial positions. These figures exclude the Bordentown School which is operated by the State entirely for colored pupils.

Reports on county employment of Negroes were secured from only 17 of the 21 counties of the State, and in several of these the data were not complete. These returns report a total of 9,670 county employees of whom 165 are Negroes, constituting 1.7 per cent of county employees. All but 15 of these 165 Negroes employed by county government are in unskilled or semi-skilled manual jobs. In Essex County complete figures show that though Negroes compose 7.2 per cent of the county's population they hold only 55, or 2.5 per cent, of the county's jobs. In Union County where Negroes compose 5.9 per cent of the population, they hold 3.5 per cent of

the county jobs.

Of the 12 municipalities circularized for employment information, 6 had adopted the Civil Service Act. These 6 cities, Camden, Newark, Elizabeth, Jersey City, Paterson, and Trenton, have a total of 13,643 municipal employees of which 290 (2.1 per cent) are Negroes. Negroes in Newark compose 8.8 per cent of the population but they compose 1.9 per cent of the 6,037 municipal employees. In only one city, Camden, does the percentage of Negroes in municipal employment even closely approach the percentage of Negroes in the population. In that city 12.6 per cent of the 898 municipal employees are Negroes though only 9.6 per cent of the city's population is Negro. The large number of Negro teachers in the separate school system of Camden helps to increase this proportion of racial employment.

It was interesting to note that in 5 of the 6 cities which have not adopted the Civil Service Act, namely, Asbury Park, Atlantic City, Bridgeton, Hackensack, and New Brunswick, the proportion of Negro municipal employees is higher than in those cities where civil service regulations govern municipal employment; 11 per cent of the 1,555 municipal employees of these cities are Negroes. This may be accounted for, however, by the fact that in two of these cities there is an unusually large percentage of Negroes in the total population. In Asbury Park 23.7 per cent of the total population, and in Atlantic City 23.6 per cent of the total population is Negro, and the separate school systems both cities give employment to a large number of Negro teachers.

Several reasons may be advanced for the low proportion of Negroes in state, county, and municipal employment. One has been given above, namely, the general reluctance of appointive officials to name Negro eligibles who are certified to them. On the other hand, several of the state departments have reported that no Negroes had ever been certified to them for appointment.

It should not be assumed that the charge of racial bias in selection of employees is made indiscriminately against all public appointive officers. Here and there in various municipal and state departments may be found a refreshing exception. The Director of the State Unemployment Compensation Commission, for instance, has already announced his policy to appoint persons from the eligible list without regard to racial or religious identity. Generally, however, appointive officers have followed the example of private employers, instead of setting an example to private industry, and this tendency is strikingly shown in the employment figures of municipalities. Of the 15,198 employees of 11 New Jersey municipalities, 461, or 3 per cent, are Negro. Of these Negroes, however, 56.6 per cent are unskilled or semiskilled workers; 21.1 per cent are skilled workers; 17.1 per cent hold professional positions (most of them teachers in segregated schools); and 2.6 per cent are clerical workers. There are no Negroes employed in executive or managerial capacities in any of the municipalities reporting.

It must be admitted that the proportion of Negroes in the population is not always a fair measure for judging the proportion of jobs they might be expected to occupy in public employment. Frequently Negroes have difficulty in obtaining the training or experience needed to qualify for a designated civil service job, or they are hampered

by poor schooling in placing high enough on the eligible list to receive consideration by appointive officers. The occasion for an examination for social investigator in the welfare department of Newark afforded an excellent opportunity for the colored branch of the local Y. M. C. A. and the N. J. Urban League in Newark to establish courses for instruction as a result of which a large number of colored qualified high on the eligible list.

Certainly the frequent unsatisfactory experience of Negroes with appointive officials and their failure to receive appointment, even when standing at the head of the list for a long period of time, engenders certain defeatist attitudes among them. Many become reluctant to take examinations for departmental positions where they feel that they have no chance of appointment even though they pass high on the examination.

The Commission has been impressed with the number and seriousness of the charges made by Negro citizens regarding apparent racial bias on the part of appointive officials over a long period of years. The case of Ira R. Collins is still under public discussion. This Negro war veteran stood eighth on June 16, 1937, in a list of 27 persons certified to fill 25 vacancies as Inspector, Department of Motor Vehicles. By the end of 1937, the Commissioner of Motor Vehicles had made 29 appointments from the Inspector's list, but Collins was never appointed, despite the Veterans' Preference Act. The Commissioner subsequently stated upon inquiry of the Civil Service Commission that Collins "lacked the business capacity to fill the position of Inspector." By taking this position the Comissioner stood carefully chosen grounds, since court decisions have held that the appointive official is the final judge of the business capacity of a person certified, in the absence of proof of abuse of his discretion. The fact, however, that no Negro has ever been appointed to such a post in New Jersey, and the fact that Ira Collins was passed over after he had qualified by all tests to which he was submitted, while men twenty places below him on the eligible list (some of them also veterans) were appointed--these facts naturally strengthen the impression held by Negro citizens that the discretion of the appointive officer will remain a bar against their appointment to certain positions, even after they have qualified by all announced tests. The Supreme Court in its decision in the Collins case stresses the fact that Collins, if he had not had Veterans Preference, would have stood four hundredth on the eligible list; but the fact remains that Commissioner Magee appointed two disabled

veterans rated below Collins.

2. Position Filled at Discretion of Appointing Officer

It might be expected that heads of institutions and agencies working with large numbers of Negro cases would be glad to avail themselves of the services of capable Negroes as members of their staff, and would express this attitude in frequent provisional and permanent appointments. Especially would this be expected in agencies and institutions working with young people, with correctional cases and with sick or mentally diseased persons, for in such cases much of the success of the treatment depends upon the skill of persons handling the case. Unskilled treatment prolongs commitment or increases its frequency and adds to the public cost of protective and correctional care. A large proportion of Negroes, far out of proportion to the population, are committed to various state, county, and municipal institutions or are receiving assistance from state department. Of the persons receiving old age assistance 10.9 per cent in 1938 and 11.5 per cent in 1939 were Negroes; 1,687 Negro children in 1938 and 1,541 in 1939 were adjudged dependent and neglected and placed under the care and supervision of the State Board of Children's Guardians; and 817 Negroes in 1938 and 839 in 1939 were confined in State mental desease hospitals. Of adults committed to penal institutions, 30.8 per cent in 1938 and 29.1 per cent in 1939 were Negroes; and of juvenile delinquents in the State Home for Boys and Girls , 41.7 per cent in 1938 and 44.1 % in 1939 were Negroes.

Reports to the Commission in 1938 and 1939 from the State Department of Institutions and Agencies show that actually very little attention is given to the employment of qualified Negroes. In penal and correctional institutions where approximately 33 per cent of the inmates are Negroes, less than 2 per cent of the staff are Negroes. In the institutions for the care of juvenile delinquents where 51 per cent of the children are Negroes, less than 3 per cent of the staff are Negroes. Similar proportions exist in personnel rolls of state hospitals and sanitoria. Out of 4,946 persons employed in the 10 divisions of the Department of Institutions and Agencies, only 55, or 1.1 per cent, are Negroes. Most of these are not in positions where they can render expert service to the State's charges, for 47 of them are in unskilled or semi-skilled jobs. Several officials in this department who are entrusted with appointive power appear conscious of the need for more technically and professionally trained Negroes in their personnel. One official dropped past 14 white and Negro eligibles on a list to appoint a Negro who stood fifteenth. The fact that the official was animated by motives friendly towards Negroes should not blind Negroes to the fact that any divergence from the principle of the merit system and from the law will work irreparable harm. On numerous occasions Negroes certified to this department supervised by this official have complained that subordinates have informed them that the employment of a colored person would not be acceptable

in the particular branch office for which they had been certified. The official disclaims responsibility for any policy or rule which would restrict employment to Negroes certified from the eligible list. But the frequency of the complaint lends some credibility to the charge that some practice of restriction based on race and color does exist.

The evidence of discrimination in public employment does present a serious problem. Negroes who have been certified for employment to the farious public departments claim to have been told frequently by appointive officers that they did not believe that a "Negro would be happy" in the job, that white workers would not be "satisfied to work with a Negro," or that white persons would "resent a Negro's presence" in the department. The restriction of Negro workers in welfare departments to Negro cases presents a further problem. Although it may be the accepted policy of case work agencies to limit Negro workers to Negro cases and to districts populated largely by Negroes, the necessity of such a policy is open to question. It certainly tends to limit employment opportunities for qualified Negroes and impairs the enjoyment of his legal rights. Negro citizens under such circumstances shoulder the unfair burden of contributing as tax payers for the maintenance of jobs which they are prohibited from filling regardless of their qualifications.

It is the opinion of this Commission that appointive officials should be prohibited from injecting race, religion, and politics in the consideration of employment, and that removal from office should be the penalty for violation of such prohibition. An amendment to the Civil Service Law, suggested by the Commission, requires an appointive power, where such officer

passes over a person higher on the list, and gives employment to a person lower on the list, to state under oath the reasons for such action and that the race, color, political faith and creed should not influence the employment. Although, the Commission does not feel that this amendment would eradicate discrimination against persons based on race, color, political faith and religion, it does represent a step in the right direction. The Commission further suggests that the same prohibition be applied to appointments in the labor class of civil service. These suggestions are set up in proposed amendments to the Civil Service Law.

4. Public Works Employment and Public Utilities.

A. Public Works Employment

Each year the State and its political subdivisions let numerous contracts for Public Works to private contractors. Complaints have been made to the Commission by Negroes that they have been denied work on these projects, because of the practice of racial discrimination by contractors and labor unions. Unfortunately time did not permit an investigation of these complaints. However, the Commission has grave suspicion that the Negro is being denied full opportunity to work on construction either because of discrimination by the labor union, by the contractor, or by his sub-contractor; superintendent or foremen. This type of discrimination is difficult to combat by the individual Negro seeking employment because he is caught between two fires, either the contractor who refuses to employ him or, if the employer has restricted himself to union membership in choosing his workers, the union who refuses him membership.

Remedial legislation should be enacted to eliminate racial discrimination where public works contracts are let to private contractors by State, County or municipal authorities

B. PUBLIC UTILITIES

Just as labor unions which seek a special protection from the public owe their public's special responsibility, so do public utility corporations operating under special monopolistic charters owe the public a special responsibility in the matter of employment policies. That such a responsibility has not been acknowledged in their employment of Negroes is shown in reports received by this Commission answering its questionnaire addressed to the larger public utilities operating within the State. The 9 major corporations listed in these findings include telephone, electric, gas, telegraph, traction, and railroad companies. They present a total of 45,761 employees of whom only 629 (1.4 per cent) are Negroes. Only 17 Negroes are occupied with supervisory, professional, or clerical tasks, the remainder being assigned to skilled or semi-skilled labor.

The seriousness of this situation lies in several factors. Not only do public utilities have a special responsibility to give all citizens equal treatment in all relationships with them, but, in addition, their employment rolls total an imposing numerical and financial figure. One company alone, the New Jersey Bell Telephone Company, employs more persons than all of the New Jersey State Departments combined. Another factor is the example set by the personnel policies of public utilities. Every citizen in the State comes in contact over and over again with employees of public utilities--on buses, in business offices, over telephone wires, in railroad stations. A company which rigidly bars the employment of Negroes in certain capacities--or in any capacity--aids thereby in

fixing the public stereotype of thinking regarding the capacities of Negro workers.

Personnel officers of these companies give varying reasons for their failure to employ Negroes. They declare that they are not skilled, overlooking the fact that they can receive certain skills only by being given opportunities for employment. They state that Negroes never apply, a statement which in specific instances is known to be not entirely accurate. They declare that other workers object to the employment of Negroes, showing a solicitude for the attitudes of their workers which is seldom exhibited in other instances of much deeper importance to their workers' welfare. Sometimes personnel officers simply state that it is "against company policy," a blanket statement which is merely a summation of the traditional employer prejudices which have been referred to frequently in this report.

None of these reasons for the non-employment of Negroes takes into consideration the fact that Negroes are users of the products of public utilities and are part of the great public which grants their monopolies, and are included among the citizens who, at their will may cancel the special protection which public utilities enjoy. These reasons, moreover, definitely fail to acknowledge the existence of the tremendous unemployment problem affecting Negroes, or the responsibility which devolves upon good citizenship to aid in solving that problem. To state that white workers object to working with Negroes is to deny the existence of thousands of Negroes and whites who daily throughout New Jersey work side by side in perfect amity.

To say that the public resents the employment of Negroes in pre-capacities is to ascribe to the general public a reasoned attitude of prejudice which actually does not exist. Negro and white magazines throughout the country frequently refer to the performance by Negroes of "unusual jobs" involving their association and cooperation with, and supervision of hundreds and thousands of white workers. In the neighboring State of New York a Negro sits as a member of the Municipal Tax Commission; another is a member of the Board of Appeals of the State Department of Unemployment Insurance; Negro administrators direct the activities of relief offices where white clients apply for public aid and white social workers work under the administrators' supervision. A similar situation exists in the neighboring State of Pennsylvania. The employees of one of the largest department stores in New York City, numbering nearly three thousand, have organized an employees' association have elected one of their sixteen fellow Negro employees as chairman of the executive committee. To say that these conditions may exist in New York and Pennsylvania and cannot be duplicated in the State of New Jersey is to cast unwarranted reflection upon the social intelligence and attitudes of New Jersey citizens.

The employment policies of public utilities are a matter of deep concern to the New Jersey public, for the convenience and frequently the very safety of the public depend upon efficient performance of these semi-public employees. It is essential to the welfare of the State that its citizens be served by the very finest possible group of employees. For this reason, which is

exactly the reason behind the ideal of Civil Service regulations, there should be instituted some formal procedure by which public utilities shall be required to announce job vacancies, establish an eligible list according to the ability of the applicant and the order of his application, and to fill vacancies from such an eligible list once established, in order of seniority. This Commission recommends the study of such legislation by the appropriate committee of the legislature and urges the early introduction and passage of legislation establishing the ideal of merit in the employment practices of public utilities. It goes without saying that this legislation should protect the right of all citizens to employment without racial or religious discrimination.

PUBLIC RELIEF AND RELIEF WORK

I. General Problems

In one of the preceding chapters we have shown how the Negro has been restricted in his chances to make a living because of racial discrimination. Paid low wages when employed, Negroes were unable to save for periods of unemployment. Confined to unskilled and semi-skilled jobs, they have been included among those workers first dismissed in time of employment retrenchment. In some instances they have been dismissed to provide jobs for unemployed white workers. As might be expected therefore Negroes suffered more from unemployment and loss of income during the depression than any other groups. It is for these reasons, the percentage of Negroes on relief is higher in proportion to its total population than other races.

A. Public Relief

According to the Federal Unemployment Census of 1937, Negroes constitute 12 per cent of the total unemployed (including emergency workers) in the State of New Jersey. This by no means gives the complete picture, however, for many employed Negroes earn so little as to remain cases for public assistance. In every city of over 100,000 population, the Negro's proportion among the unemployed was over twice as great as his proportion in the city's population. A report of the State Emergency Relief Administration indicates that though Negroes compose 5 per cent of the State's total family population, they composed 26 per cent of the families on relief in 1935. More recent figures of the State Financial Assistance Commission in 1937 show that in eight of the larger cities the incidence of Negroes on the relief rolls of the State of New Jersey in this year

ranged from three to six times their proportion in the population. The Federal Works Progress Administration reported in 1935 that Negroes made up 20 per cent of New Norsey's total employable workers on relief. Negroes composed 4.2 per cent of Elizabeth's population, and 28.5 per cent of the families on relief in 1938. Negroes, as has been stated above, compose 26 per cent of the State's total families on relief, a number which is more than 5 times their proportion in the total population. The accuracy of this percentage reported in 1936 by the State Emergency Relief Administration is borne out by the Commission's study of the relief rolls of 15 of the larger New Jersey municipalities. Figures in 1938 for these municipalities report that out of 33,928 families, 9,379 or 26.1 per cent are Negro. This high proportion of dependency among Negroes is even more strikingly demonstrated by the Commission's study of 5,368 typical Negro families throughout the State. Of these families, 26 per cent are on relief and 22 percent on W.P.A. In other words, this sample indicates that 48 per cent of the Negro families in New Jersey cities are dependent either upon public relief or emergency relief work. The predicament of these families is emphasized all the more when one remembers that of the Negro families on relief 48 per cent subsist on relief budgets of less than $5 a week. By far the great majority of those on W. P. A. are classified as laborers at wages of $60.50 a month.

Following up this investigation in 1940 the Commission found in 14 large urban centers of New Jersey that the number of Negroes on relief is completely out of proportion to their relative population status. In the 14 cities studied, Negroes averaged 7.6 per cent of the total population. Yet, in these same 14 cities they average 31.4 per cent of the persons on relief and 31.5 per cent of relief cases. Closer study of this disproportionate number of Negro relief recipients reveals that in each of the 14 cities a similar situation exists despite the probable increase in Negro proportions of municipal populations since the 1930 Census.

The greatest disparity between Negro percentage of city population and Negro percentage of total relief recipients appears in the city of Elizabeth. In this highly urbanized community, Negroes, according to the 1930 Census, represented 4.2 per cent of the total population. They represent in 1940, however, 30.8 per cent of total relief recipients. In Jersey City, Woodbury, Newark, New Brunswick, Plainfield, Trenton, and Paterson the number of Negroes receiving relief appears exceedingly high, ranging from over 5 down to 4 times population ratios.

In acknowledging the fact that persons on relief are those persons unable to find either private or public employment, or to subsist by aid from a responsible relative, this Commission feels that any satisfactory solution of the problem must begin with finding employment for the Negroes on relief. It is of interest to not, notwithstanding the fact that Negroes comprise such a large percentage of relief cases, in 7 of the 14 cities studied no Negroes are in-

RELIEF CASES, PERSONS ON RELIEF, AND RELIEF PERSONNEL
TOTAL AND NEGRO DISTRIBUTIONS
SELECTED NEW JERSEY CITIES
AS OF MARCH 28, -- 1940
With 1930 -- Population Figures

CITIES	Total Relief Cases	Negro Relief Cases	Per Cent Negro Cases	Total Persons on Relief	Negroes on Relief	Per Cent Negroes of Tot. Relief	Tot. Personnel	Negro Personnel	Per Cent N. of Tot. Personnel	Total Population	Negro Population	Per Cent Negro in Population
TOTALS	30,296	9,545	31.5	86,102	27,014	31.4	336	16	4.8	1,465,755	110,872	7.6
ASBURY PARK	420	297	70.7	1,072	709	66.1	6	1	16.7	14,981	3,549	23.7
ATLANTIC CITY	1,094	612	55.9	2,025	1,090	53.8	34	5	14.7	66,198	15,611	23.6
BURLINGTON	89	25	28.1	343	91	26.5	3	0	--	10,844	1,408	13.0
CAMDEN	3,342	692	20.7	9,425	1,704	18.1	89	7	7.9	118,700	11,340	9.6
ELIZABETH	517	135	26.1	1,998	616	30.8	22	0	--	114,589	4,761	4.2
ENGLEWOOD	132	52	39.4	423	162	38.3	4	0	--	17,805	2,524	14.2
HACKENSACK	380	136	35.8	1,218	480	39.4	10	0	--	24,568	2,530	10.3
JERSEY CITY	5,382	1,173	21.8	15,225	3,631	23.8	a	a	--	316,715	12,575	4.0
NEWARK	13,871	5,410	39.0	38,901	15,172	39.0	a	a	a	442,337	38,880	8.8
NEW BRUNSWICK	554	150	27.1	1,680	435	25.9	16	0	--	34,555	2,086	6.0
PATERSON	1,999	168	8.4	5,530	515	9.3	58	2	3.4	138,513	2,952	2.1
PLAINFIELD	362	142	39.2	1,357	590	43.4	10	0	--	34,422	3,648	10.6
TRENTON	2,140	543	25.4	6,869	1,796	26.1	82	1	1.2	123,356	8,057	6.5
WOODBURY	14	10	71.4	36	23	64.0	2	0	--	8,172	951	11.6

(a) Data not obtainable.

cluded in the personnel. Actual figures show that the city of Elizabeth employs 22 persons, New Brunswick 16 persons, Hackensack 10 persons, Plainfield 10 persons, Englewood 4 persons, Burlington 3 persons, and Woodbury 2 persons in their respective administration set-ups, yet not one employs a Negro. The State's capitol with a total relief personnel of 82 reported only Negro employed.

It was encouraging to find that in Camden Negroes represent 9.6 per cent of the population and hold 7.9 per cent of the jobs, in Asbury Park Negroes represent 23.7 per cent of the population and hold 16.7 per cent of the jobs, and in Atlantic City they represent 23.6 per cent of the population and hold 14.7 per cent of the jobs.

The public of New Jersey has been made generally aware of those facts regarding the desperate condition of our Negro population, but there have been differing reactions to that awareness. Not a few individuals, for instance, have immediately leaped to the conclusion that the State is being "invaded" by hordes of hungry and unemployed Negroes, who are migrating from southern ststes for the sole purpose of getting on public relief. This is a conclusion, your Commission hastens to report, which is completely unsupported by facts. Strong evidence to the contrary is to be found in figures gathered by the State Financial Assistance Commission in 1938. These figures show that among the families on relief in the municipalities of the State, 0.8 per cent of the white families and 0.6 per cent of the Negro families had been residents in the State for less than one year. Eight and six-tenths per cent of the white families and 8.7 per cent of the Negro families had been resident in the State for more than one year

and less than five years. In other words, more than 90 per cent of both white and Negro families now on relief came to New Jersey before 1932, before the State had inaugurated any plan of adequate relief.

CLASSIFICATION OF CASE HEADS IN NEW JERSEY MUNICIPALITIES
AS TO COLOR AND LENGTH OF RESIDENCE IN THE STATE OF NEW JERSEY
EMPLOYABLE AND UNEMPLOYABLE CASES BY PERCENTAGE DISTRIBUTION

Length of Residence	White Case Heads			Negro Case Heads		
	Total	Employable	Unemployable	Total	Employable	Unemployable
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0
Less than One Year	0.8	1.0	.4	0.6	0.6	0.4
More than One Year, Less than Five Years	8.6	9.0	7.3	8.7	9.2	7.4
More than Five Years, Less than Ten Years	11.8	12.2	10.8	20.9	21.9	18.1
Ten Years or More	78.8	77.8	81.5	69.8	68.3	74.1

B. Relief Work

Thoughtful citizens are concerned with the manner in which the State has handled the problem of relief and work relief as it relates to the welfare of the Negro for it is evident that serious and unusual problems are bound to be created therein. The morale of an unemployed population is directly affected by the hopes which its members have of early reemployment. Negro working class families, "first to be fired and last to be hired," will be especially susceptible to break down of morale unless emergency measures are taken to guard against such a condition. One important method of preserving the morale of the unemployed is through some form of work relief and this is one of the reasons why the State sponsors W. P. A. programs.

It would be expected that in an intelligently planned W. P. A. program the Negro unemployed would certainly receive equal consideration, and possible special consideration, since it has been proved beyond doubt that it is especially difficult for this group to find reemployment in private industry--more difficult even than for the foreign-born unemployed. That such consideration has not been effectively given is immediately apparent from study of the official figures on relief and W. P. A. As early as 1935 the Federal Works Progress Administration reported that Negroes made up 20 per cent of New Jersey's total employeables on relief. That percentage has grown steadily during the past four years, according to reliable estimates from all over the country, for the reemployment of Negroes has consistently lagged behind that of whites and the disparity in unemployment has increased between the two groups. In spite of the fact that Negroes indubitably constitute more than 20 per cent of

the State's unemployed, they composed 15.9 per cent of those assigned to W. P. A. jobs during 1937.

This seeming injustice to Negro unemployed has been pointed out again and again by Negro citizens but the figures on 1938 tranfers of persons on relief to W. P. A. jobs fail to show any trend toward correction of this situation except in one or two municipalities. From data collected by the State Financial Assistance Commission, statistics are available regarding the proportion of Negroes among the relief cases of eight principal municipalities in 1938, but in only one of these municipalities does the proportion of Negro cases transferred to W. P. A. during 1938 equal their proportion on the relief rolls.

In Camden, Negroes constituted 9.7 per cent of the population in 1930 34.4 per cent of the relief cases in 1938, but only 20 per cent of class transferred to W. P. A. jobs in 1938. In Newark, Negroes constitute 9.2 per cent of the population, 37.5 per cent of the relief cases, but only 17.6 per cent of transferrals to W. P. A. In Elizabeth, Negroes constitute 4.2 per cent of the population, 28.5 per cent of the relief cases and 17.9 per cent of transferrals to W. P. A. In Plainfield the proportions are more nearly equal, for Negroes constitute 9.5 per cent of the population, 43.8 per cent of relief cases and 40 per cent of W. P. A. transferrals. In Jersey City, where Negroes are 4.0 per cent of the population, they constitute 14.3 per cent of relief cases and 14.2 per cent of W. P. A. referrals. In Hackensack where conscious attempt seems to be made to fill the job gap between relief and W. P. A., Negroes constitute 8.6 per cent of the population, 26.4 per cent of relief cases in 1938, and 41.8 per cent of referrals to W. P. A. in 1938.

The blame for the failure of W. P. A. to meet the job needs of the Negro unemployed must be laid at the door of both the State's Works Progress Administration and local officials, for certainly sufficient complaint has been made to make the administration aware of the situation. Employable workers on relief are required by relief regulations to register for employment at the State Employment Offices. From the registration files of the employment office their names are selected by W. P. A. for assignment to projects as vacancies occur. Responsibility for assignment, or neglect to assign, thus falls at the door of W. P. A. It is the complaint of Negro eligibles in almost every city of the State that their names are passed over by assignment clerks or project supervisors, especially on skilled and white collar jobs. It is stated that on certain projects it is almost an impossibility for Negroes to receive job assignments, and this contention seems to be borne out by the "lily white" aspect of many W. P. A. projects in communities where Negroes are eligible and able to work thereon.

Various tentative efforts appear to have been made by the W. P. A. to adjust these complaints. Negroes have been placed on the state staff to act as "advisors" or special assistants on racial problems, and five such appointments have been made in the Labor Relations Division, the Adult Education Division, and N. Y. A. Without any attempt to depreciate the value of the service rendered by these assistants, or the motives that inspired their appointments, it is evident that specially compartmented assistance cannot go to the root of the evils which are disclosed in W. P. A. discrimination. As long as clerks, foreman, and supervisors may practice petty discrimination based upon racial or religious prejudices, and feel that their detection will bring nothing more serious than a

reprimand or similar discipline, we may expect such discrimination to flourish. Actually, such betrayal of official responsibility is more serious than financial dishonesty, for it involves not only the misuse of public funds, but it also helps to corrupt still further the working habits and morale of a group in the population whose plight has already become a serious problem to the entire community.

The establishment of special Negro projects has been adopted as one way of giving W. P. A. employment to Negroes in technical and professional occupations, but it can be easily seen that this is an unsatisfactory stop-gap. Not only have such projects been frequently of short duration, but their adoption places the State openly in the position of sponsoring segregation of its Negro citizens--and this is repugnant to the civic ideals which have been constantly promulgated in the State's laws.

The root of this discrimination would appear to lie in the attitude which relief and W. P. A. of New Jersey have adopted toward Negro citizens since the very start of the depression. The Negro population has consistently been treated as a dependent group to which relief of a sort must be given never as a group of citizens whose participation is needed in the direction and administration of that relief. No governor has appointed a Negro to an advisory board on relief. No Negro has been appointed to an executive post except where he operates within carefully limited areas of "special advice" on racial problems. Out of 15 municipalities studied by this Commission, 8 employ no Negroes in their welfare agencies. With such an example set by the highest authorities, it is natural to expect

that subordinates will adjust their attitudes by the same pattern. To treat with a group of citizens as with irresponsible dependent is to encourage the growth of irresponsible dependency among them. It is hardly an exaggeration to state that the administration of relief and W . P. A. in many parts of New Jersey have served to accentuate rather than solve the problem of the State's unemployed Negro thousands.

The State Financial Assistance Commission should contain on its administrative staff Negroes who might in the course of their duties give valuable advice where the service of the department touches closely the condition of the Negro population.

HOUSING

1. General Problem

The problem of finding a suitable place to live is an elemental human need second only to that of securing food and constitutes one of the most serious problems facing the Negro in New Jersey. Primarily the housing problem is economic, yet it presents an additional aspect to the Negro in that he is circumscribed by residential segregation to specific areas in which he must live. Because of residential segregation and low income, he is forced to live in substandard housing where he is denied even the minimum standards of comfort, health, and decency. Negro families are usually occupants of worn out, dilapidated, "handed-down" property occupied in the past by groups enjoying a higher economic status. A vivid description of the housing conditions is given in the annual Report of the State Housing Authority.

"Such housing exists in almost every community in blighted areas which are characterized by darkness and dirt, poor construction, and poor sanitation. Dilapidated houses face on mean streets and, in the rear look out on back yard litter and filth.

Structures are not weather-proof and have inadequate heating equipment so that, as housing they do not even fulfill their primary function of giving protection from the elements. Common toilets in the yard or hallway are shared by two, three, or a dozen families. Buildings are crowded on the land and people are crowded in dwellings which grow steadily worse through neglect and decay."

Coexisting with substandard housing in blighted areas are the problems of low health standards, high rates of delinquency and crime,

emotional instability, and other disturbing social ills. The effect of these social problems bears heavily upon Negroes, yet it is not confined only to them. The general welfare of the entire State is affected to an alarming degree.

II. Special Housing Problems Facing Negro Tenants And Prospective Owners.

A, Residential Segregation

Negro families in almost every community of New Jersey seeking residence in any but what is considered "the Negro neighborhood" meet with strenous opposition from white property-owning interests. These Negro residential sections located in blighted areas in New Jersey cities are usually found "across the Tracks", "over the creek", "by the dump", and are designated by such names as "the pit", "hole in the wall", "the bottoms" and "ten pan alley". In some sections in southern New Jersey Negroes are not even permitted to live in certain towns. There is a persisting impression that the residence of Negro families or even one Negro family in a neighborhood tends to depreciate property value, notwithstanding the fact that all over New Jersey Negroes of average, or better-than-average cultural standards live in amicable relationship with white neighbors, maintain their homes in good condition, and prove to be good citizens.

The practice of residential segregation prevents the Negro from obtaining the best possible housing for the lowest possible price, since through restricted housing areas landlords are given a virtual land monopoly. The problem of providing housing for inhabitants of these restricted areas has been left largely to private enterprise in the past. Property owners were thus given the prerogative of determining who should live and who should not live in their houses.

B. Housing Scarcity

The traditional community prejudices which assign to the Negro an inferior occupational status also relegate him to the less desirable residential areas.

This unwillingness to sell or rent property to Negroes in some desirable areas affects their living standards in two ways. Thay have choice of residence only among the least desirable dwellings of the community, and at the same time an artificial dwelling scarcity is created. It is a general law of real estate values that rental levels increase as available dwelling space decreases, regardless of property condition or tenant income. This law has operated with respect to the Negro population and thus in every large city of New Jersey we have the tragic condition of a Negro population already burdened with problems of low incomes afflicted with an increased burden through paying higher rents than their white neighbors for inferior dwelling accommodations.

Even if there were no dwelling restrictions practiced against Negroes it must be admitted they would still face a serious housing problem such as is faced by all families of low income. It is to be expected that families of low income will be renting families, and that their dwellings will be frequently sub-standard. The 1930 Census figures reported that 75 per cent of the Negro families in New Jersey rented dwellings. In cities with the largest Negro populations this figure was even higher. In Camden 76 per cent of the Negro families, in Jersey City 83 per cent, in Atlantic City 84 per cent, and in Newark 93 per cent of the Negro families rented their homes.

Records of the Real Property Inventory, made four years later in 1934 by the New Jersey State Housing Authority, show an even lower

percentage of home ownership in urban communities. In the 14 municipalities studied by this Commission, the Real Property Inventory showed an average owner-occupancy of 36.5 per cent for the general population, but one of only 11 per cent for the Negro population. In Woodbury, boasting the highest home ownership in the State, 57.1 per cent of the general population and 42.3 per cent of the Negro population occupied their own homes. In Newark, at the other extreme, 22 per cent of the general population but only five per cent of the Negro population occupied their own homes.

C. Physical Conditions of Housing

Confined by low income to a rental status, and confined by racial prejudice to the less desirable neighborhoods, it is inevitable that Negroes will be forced to live in sub-standard dwellings, and will frequently pay exorbitant rents for their quarters. The Real Property Inventory reports show that such is the case in New Jersey. Of the houses occupied by the general population in 13 urban communities, 20.8 per cent are in poor physical condition--that is, needing major repairs or classed as unfit for human occupancy. Of all the houses occupied by the Negro population in 13 urban communities, 69.5 per cent are in poor physical condition. Of total families in the general population, 17.6 per cent pay rents of less than $15 a month; of Negro families in the same population, 41 per cent pay rents of less than $15 a month.

No definite corelation between rents and property conditions has been established, but it is reasonable to assume that properties renting at less than $15 a month are the least desirable dwellings. If this is assumed, we have the situation of 3.2 per cent of the general urban population living in sub-standard dwellings, but paying more than $15 a month rent, while 28.5 per cent of the Negro population live

FACULITIES AVAILABLE TO NEGRO TENANTS IN FOURTEEN NEW JERSEY MUNICIPALITIES
1939

MUNICIPALITIES	Private Bath		Inside Running Water			Private Indoor Toilet		Central Heat		Lighting		Cooking		
	Yes	No	Hot & Cold	Cold only	None	Yes	No	Yes	No	Elec.	Other	Elec	Gas	Other
Total	2,606	2,237	2,571	2,129	145	3,388	1,455	1,154	3,690	3,684	1,164	3	1,054	3,795
Asbury Park	127	73	110	76	13	166	33	38	162	113	87		18	182
Atlantic City	609	55	519	143	2	618	46	353	311	545	119	2	347	318
Bridgeton	7	48	7	31	17	22	33	3	52	34	21		10	45
Burlington	3	53	2	52	2	18	38	7	49	34	22		2	54
Camden	172	317	161	291	38	180	308	106	383	302	187		70	420
Elizabeth	68	127	61	129	5	132	63	13	182	152	43		19	176
Hackensack	66	43	57	51	1	97	12	40	69	90	19		40	69
Jersey City	296	247	357	183	3	407	136	97	446	457	86		83	460
Lawnside	13	19	10	3	19	13	19	15	17	19	13			32
Newark	890	907	953	818	26	1,250	547	320	1,475	1,438	359	1	369	1,427
New Brunswick	36	55	34	58	2	61	32	13	81	61	33		21	73
Paterson	97	64	88	71	2	138	23	30	131	125	36		36	125
Trenton	213	213	204	215	6	275	151	111	315	299	129		33	395
Woodbury	9	16	8	8	9	11	14	8	17	15	10		6	19

Ten per-cent sample of New Jersey's Urban Negro population
non-ascertainable figures omitted

in sub-standard dwellings and pay more than $15 a month rent.

Recital of these bare facts scarcely does justice to an unlovely picture of housing conditions among a considerable group of New Jersey citizens--conditions which have been produced by forces beyond their control. To say that 69.5 per cent of the houses occupied by Negroes in New Jersey's urban communities are in "poor physical condition," does not emphasize the importance of these conditions to the State-at-large. The facts are better understood when we remind our citizens that 46.1 per cent of urban Negro families rent dwellings with no bath for private family use; 47 per cent have no hot water; 30 per cent share toilet facilities between two or more families. Seventy-six per cent of Negro tenants have no central heat in their homes, and 24 per cent have no electricity for lighting.

The importance of these housing conditions among Negroes is immediately appreciated by those citizens who realize the effect which poor housing has in producing other and more serious social problems. Houses without proper heat, toilets, and cooking facilities, are houses wherein ill-health is frequent and diseases spread rapidly. Unattractive and uncomfortable homes are homes without family cohesion; they form neighborhoods where juvenile delinquency and crime flourish. High rents, or a high proportion of a low income going for rents, mean that family food budgets are cramped. Milk is denied Negro babies; fresh vegetables are withheld from expectant or nursing mothers; the rates of infant mortality, and pre-natal or post-natal mortality, mount to alarming levels in Negro neighborhoods. Over and over again, in various ways, the State pays for the poor housing conditions among the Negro population and meets the results of these conditions in the shape of grave social problems.

III. The Housing Problem In The City Of Newark

One of the worse housing conditions throughout the State was found to exist in Newark. In addition to the handicaps of residential segregation, housing scarcity, and high rents for substandard houses, the conditions of overcrowding and congestion were found to exist in the Negro areas. These problems take on added significance when one considers that the largest urban Negro population in the State resides in Newark.

Although Newark is classified as an industrial city rather than as a residential one, it presents in common with many other cities studied by this Commission the same problem of residential segregation. Out of a total of sixteen political sub-divisions, the Negro is found concentrated in the 3rd, 6th, 7th, 14th and 15th wards. It is in these five wards that 25,831 Negroes or 66.3 per cent of Newark's Negro population reside. The third ward alone contains 35.6 per cent of the city's Negro population.

This area represents Newark's largest slum, and it is here that all the social diseases of a slum are rampant. Tuberculosis death rates, infant mortality rates, crime and delinquency rates, and other indices of poor physical, mental, and moral health are here consistently higher than in any other municipal areas.

In 1934, the Newark Department of Health made a household survey under the Civil Works Administration program. The results obtained showed 8,558 families consisting of 57,636 persons in the city living in overcrowded conditions, the majority of whom were located in slum districts. Similarly, in 1937, another survey[1] was directed toward housing conditions in a section of the city known as the third ward,

1 Health Report for the City of Newark. 1939 P. 5, 6.

as it was generally considered that housing and slum conditions had a direct bearing upon the high morbidity and mortality in this area. This is a section of the city where there are located large sub-standard tenement and dwelling houses, many of which are in the last stages of dilapidation and structural disrepair and so far gone as to be unfit for habitation according to modern standards of living.

The High Points In The Survey Were:

1. The total number of houses and other buildings surveyed was 2,476, of which 2,010 were dwellings.
2. Major repairs were needed by 54.2 per cent; 14.8 per cent were unfit for habitation.
3. 80 per cent of the dwellings were infested with either rats, mice or vermin.
4. Sanitary violations existed in 1894 of the dwellings (94 per cent) of the total.
5. 70 per cent of the buildings had been built prior to the year 1902.
6. Tuberculosis cases reported were four times as great in the third ward as in the rest of the city and syphilis cases reported were six times greater.

It has been stated elsewhere that housing has many and diverse aspects and that as a physical environment it shapes conduct and character of individuals. Thus the problem of delinquency and crime in Newark's slum area was sufficiently serious in 1938 to warrant special attention from the State Housing Authority.

Through the use of housing tracts or divisions of the city outlined so as to be relatively homogeneous in character of residential accommodations and rated on the basis of a housing quality evaluation, the State Housing Authority completed a study which indicated that a definite correlation exists between housing and delinquency rates.[1]

1 Annual Report, State of New Jersey Housing Authority Jan 1939 P. 11,12

HOUSING TRACTS, CITY OF NEWARK WILL BE PLACED HERE

Juvenile delinquency was taken as an index to crime and the residents of juvenile delinquents were classified by housing tracts. A comparison of housing tract ratings, of which a low rating indicated poor housing, and juvenile delinquency rates per 10,000 children, yielded the information as shown below:

Housing Tract No.	Rating	Average Annual Delinquency Rate
3	40	148.0
1	42	102.9
2	48	151.6
7	54	76.6
6	55	95.1
4	56	125.1
9	64	43.4
5	65	71.7
8	69	54.8
10	71	62.2
12	78	20.2
14	79	74.7
11	80	18.4
13	82	48.5
City	59	86.0

Further analysis by the State Housing Authority justified the following statement, "In general it is apparent that there is a pronounced tendency for the housing tracts with low residential ratings to have high juvenile delinquency rates, whereas the tracts with high residential ratings have much lower delinquency rates. With the housing tracts arrayed in order of rating beginning with the lowest, the delinquency rates do not range consistently downward, but this is due only to the effect of other causal factors. Nevertheless, the eight best residential tracts have delinquency rates which are lower than the city average, while five of the six poorest housing tracts have delinquency rates which are substantially higher than the average rate for the city. The delinquency rate in the worst housing tract is more than

three times as high as the delinquency rate in the best housing tract.

A recent study on the relationship between housing and delinquency substantiates the statement that, "In general the delinquents studied were handicapped with respect to every aspect of their housing situation. With reference to juveniles at least the conclusion can scarcely be escaped that the housing, if not the chief factor, was at least a very significant factor accounting for the delinquent behavior".

The Commission found that the housing conditions for Negroes in other urban centers did not vary greatly from those in Newark. The failure on the part of private enterprise to provide adequately for the housing needs of Negroes in the State places a responsibility upon public authority to give this matter serious consideration.

It is the opinion of this commission that the Negro housing problem will not be satisfactorily solved until the development of an extensive program for low-cost public housing is effected.

3The Relationship between Housing and Delinquency in New Jersey.1936
Division of Statistics and Research, Dept. of Inst. and Agenciea.
Trenton, N. J.

HOUSING PICTURES

IV. Federal and State and Municipal Activity In the Field Of Public Housing

The extent to which the State Housing Authority and the various local authorities attend to the special needs of the Negro is of great social concern. Naturally, the Negro expects much under the program in view of his high concentration among the low income classes so in need of its benefits. More and more is he faced with the fact that private capital is making less and less effort to eliminate his housing ills. Increased taxes have forced landlords to neglect the upkeep of rented dwellings, and the insolvency of building and loans which were once the leading financiers of Negro home-buyers has removed practically the only financial means whereby Negroes can definitely increase their supply of residential dwellings within their circumscribed residential areas.

Despite the fact, therefore, that a large number of municipalities in the State are attending to the housing needs of their Negro population, there are some who, by artful subterfuges, are denying to either the Negro or to all low income groups the benefits of a low-cost housing program.

Specifically, this Commission has in mind the ground taken by the civic authorities in the town of Montclair where, although earmarked funds were available, certain interests refused to give sanction to a low cost housing program partly on the stated ground that undesirable population elements would be attracted to the municipality Likewise, in the neighboring city of Orange where it is well known that the Mayor of the city and others put a stop to the low-cost hous-

ing program, the one stated justification was that those so in need of better housing could move out of the city and find it elsewhere.

This same attitude taken by persons in authority in either municipalities has resulted in the denial to low income groups, represented increasingly more by the Negro in the smaller towns, of a means of egress from the slums. The social paradox of established housing authorities, earmarked federal funds, municipal slum areas, and no housing program is not uncommon in many of these urban and suburban centers.

In view of the facts and of the constant reference by public authorities and supposedly civic and social-minded persons to "undesirable" population elements, the Negro may with justification assume that racial discrimination plays a leading part in his failure to receive public housing benefits in some municipalities.

Even where certain municipalities have undertaken to provide low-cost housing facilities for the Negro, racial discrimination has been practiced. This Commission has in mind the dissension in the city of Trenton over the location of a Negro housing project, in which it was contended that property values would depreciate from the invasion of Negroes.

It can be seen that the Negro is being compelled to contend not only for his right to share in the construction and administration of such projects, but also for his right to live in them once completed.

The housing needs of Negroes were ignored in the city of New Brunswick in considering certain plans for financing low cost housing, such as the "Lambert Plan". It was contended by the authorities that in as much as the project was financed by private funds, that they were not obliged to give consideration to the admittance of Negroes to the housing project.

The following statement was made by a member of the State Housing Authority, ex-officio member of a local housing authority, in response to the Commission's inquiry, why the application of Negroes were being refused: "----I know there are some members of the local housing authority who are very much interested in the planning of a Negro housing project here in New Brunswick. It is doubtless true that in the thirty-two residential units provided for under the Lambert Plan, they have limited the applications to white folks."

This Commission found it necessary to call the attention of the authorities in New Brunswick to the fact that, when such plans involve a financial or social contribution of any sort from the citizens of the municipality, they automatically become classified as plans for public housing. In the case of New Brunswick it was found that the entire project was constructed on city owned land and was to be tax-exempt for twenty years. Chiefly on the basis of these facts the city acquiesced to the demands of this Commission that Negroes be admitted as tenants.

Qualified Negroes should be represented on local housing authorities in communities where the Negro represents a substantial proportion of the persons in need of housing. Likewise, Negro representation on the administrative personnel of housing developments will do much toward alleviation of the Negroes unemployment problem and at the same insure him against any manner of discrimation. The table on page 15

will show that eleven of the one hundred and nine public housing employees in six cities are Negroes. Although this is an approximate ten per cent representation on the part of the Negro, this Commission is well aware of the fact that the Negroes employed are serving chiefly on tenant selection staff, as investigators. Further integration of Negro employees within the managing personnel is therefore advocated as a means of preserving and maintaining proper racial distributions of tenants once they are established in housing developments.

PUBLIC LOW-COST HOUSING PROJECTS IN THE STATE OF NEW JERSEY
CLASSIFIED BY RACE OF OCCUPANTS AND CITY LOCATION
WITH PERSONNEL BY RACE.
1940

LOCATION	ALL PROJECTS		NEGRO PROJECTS		MIXED PROJECTS			PERSONNEL	
	Number Projects	Dwelling Units	Number Projects	Dwelling Units	Number Projects	Dwelling Units White	Dwelling Units Negro	Total	Negro
Total	17	5,893	3	478	6	1,366	788	109	10
Long Branch	1	127	-			79	48		
Elizabeth	2	828	-		2	828	100	18	1
Newark	6	2,485	-		3	459	640	48	7
Trenton	2	494	1	118	-			13	2
Jersey City	4	1,575	1	234	-			16	1
Perth Amboy	1	258	-	-	1			8	0
Asbury Park	1	126	1	126				6	0

Several reports have come to the attention of this Commission concerning the inability of Negroes to obtain the benefits of the Federal Housing Authority's insured mortgage plans. It is regrettable that time for further study of this situation was not available. However, this Commission feels that any and all private attempts to improve Negro housing facilities should receive fullest support from public authority. It is, therefore, suggested that the State utilize all means within its power to facilitate the participation of Negro home-owners and prospective owners in the Federal Housing Authority's Program.

HEALTH AND HOSPITALIZATION

I. General Problem.

Throughout this report constant reference has been made to the effect which low income and poor housing have upon the health of the Negro population. Negro health has long been a matter of public concern, since it was discovered more than forty years ago that the urban death rate of Negroes not only exceeded that of whites, but actually exceeded the Urban Negro birth rate. It was widely deduced from these findings that Negroes were physiologically unsuited to the demands of urban life, and that the race would tend to die out as it increased its proportion of urban residence. The largest insurance company of New Jersey, whose actuary adopted this point of view and expounded it in a widely published work, refused on that score, and still refuses, to insure Negro risks.

More scientific studies of succeeding years have discovered these older theories, and public health authorities all over the country are insistent in agreement that the high death rate in Negro neighborhoods is caused by improper housing and clothing, malnutrition, and limited access to preventive and curative health facilities. Since it has been shown that New Jersey Negroes are especially subject to the hazardous conditions listed above, this Commission has sought to discover what has been their effect on the health rate, and what steps are being taken by the State and its municipalities toward their correction.

A. Health of Negroes in New Jersey.

The mortality rate of Negroes in New Jersey is strikingly higher than that of whites, and especially is this true of those ills caused by malnutrition, exposure or congested living conditions. In 1936 the mortality rate for Negroes was 16.1 per thousand population as compared with 10.4 per thousand for the general population. The five leading causes of death in 1937, in order of their importance, were:

Negro	White
1. Diseases of the heart.	1. Diseases of the heart.
2. Tuberculosis of the respiratory system.	2. Cancer and other malignant tumors.
3. The Pneumonias.	3. Nephritis.
4. Cancer and other malignant tumors.	4. Violent and accidental deaths, excluding suicides and homicides.
5. Nephritis.	5. Cerebral hemorrhage, cerebal embolism, Thrombosis.

The rate of tuberculosis in 1936 was 37.3 per hundred thousand population for white, but for Negroes the rate was 190.9. The white infant mortality rate was 44 per thousand live births the same year; for Negroes the rate was nearly double, 79.5 per thousand. The disparity in these rates for infant and tuberculosis mortality can be taken as a strong reflection of the differing conditions under which Negro and white babies are born, and Negro and white families live.

In several cities the 1936 rate of infant mortality among Negroes was so much higher than the State average of 44 as to be shockingly unbelievable to persons not closely familiar with the actual conditions. In Burlington, the Negro infant mortality rate was 230.8--six times the white rate of 38.2 In Elizabeth the

Negro rate was 101.0, the white rate 37.9; in New Brunswick the Negro rate was 111.1, the white rate 43.4 Negro infants had their best chances or survival in Woodbury, with a mortality rate of 33.3 as compared with 31.3 for whites.

With these serious health problems so clearly displayed among the Negro population, there is no need to remark further upon the urgent necessity for effective attack upon them. This report has already criticized the lack of action that has been taken in attacking the causes of high mortality, through employment and housing programs. It is now proposed to show that even present health needs of the Negro population are not met by existing services. Hospital services, public and private, are especially important to the health of a low-income group, for this group not only suffers more frequently from illness, but lacking money for private physicians' attendance, they are more dependent upon the free or low-cost services of a hospital ward or clinic.

B. Hospitals.

Inasmuch as the rate of illness and disease is higher among Negroes than among any other group in the State, it would seem that hospitals of the State, counties and municipalities would be especially careful to see that their services are available to this hard-hit low-income group. The testimony of Negro patients and their physicians is unanimously to the contrary. In an attempt to check upon the reliability of this testimony, the Commission in 1939 circulated a questionnaire to the 162 hospitals then operating within the State, and interviewed the heads of some of these.

One hundred, or 61 per cent of the hospitals responded to the questionnaire, and in these hospitals there were registered as in-patients in 1937, a total of 238,392 patients, of whom 12,977, (5.4 per cent), were known to be Negroes. There were 274,499 registrations in the out-patient departments of 55 hospitals, 17,949, (6.5 per cent), being Negroes. The question immediately arises as to why the Negro population, with a tuberculosis rate of five times that of the white population and a general mortality rate of 16.1 per cent as compared with 10.4 per cent for the white population, would be represented in hospitals with only six per cent of the total cases treated, approximately their percentage in the population. Different answers come from different sources. Negroes claim that some hospitals refuse outright to treat them, that in other hospitals only the more serious cases of Negroes are admitted, and that in still others the attitude of staff members is such that Negroes will enter only as a last resort, and then reluctantly. These charges hospital heads generally deny, and give as reason for their small Negro registration explanation that Negroes have not been made as aware as the white population of the importance of early medical attention, and that they are more apt not have the money to pay even the more moderate hospital fees.

In support of the charges of discrimination made by Negroes, the Commission's study has revealed that seven hospitals (classed as hospital-homes) state that they will admit no Negroes; fifteen others admit that they practice segregation against Negro patients in one form or another. This segregation varies from complete

separation of white and colored patients to separation in ward accommodations. It is entirely possible that other forms of discrimination are practiced which have not been reported to this Commission voluntarily; it is even more probable that an official spirit which prompts the segregation of sick and helpless patients in one aspect of hospital service will also prompt discrimination against those patients in other services and in more serious fashion. Certainly, it is to be expected that a self-respecting Negro family would resent having the label of racial inferiority pinned upon it by separation in public or private hospital accommodations, and would be tempted to avoid entering such an institution as long as possible. Certainly, also, the effect of a humiliating experience upon the patient's spirits and temperament might seriously retard the chances of recovery in an illness where mental attitude of the patient is an important curative factor.

The small proportion of Negro patients in the State's Glen Gardner Sanitorium for tuberculosis patients possibly presents a problem, the significance of which this Commission has not had opportunity to explore. Patently, if the tuberculosis mortality among Negroes is five times that among whites, and if Negroes were admitted to Glen Gardner at a rate in keeping with that proportion, they would constitute approximately twenty-five per cent of the patients there. Actually they constitute only 6.8 per cent of the admissions in 1938.

If the proportion of Negro patients at Glen Gardner is a true reflection of proportions that exist in the various county hospitals for tuberculosis, then certainly, a serious problem presents itself for immediate attack by private citizens and public

officials alike. It has been proven that tuberculosis can be controlled and cured, provided the patient secures early and adequate attention. It would be a serious reflection on the common humanity and intelligence of the State if it were found that the Negro group, with an extremely high tuberculosis rate, were deprived of proportionately adequate facilities for its cure.

C. Training of Negro Physicians and Nurses.

There are, of course, other factors beside community indifference that may enter into the picture. The very fact that Negroes lack secure employment and work for low wages makes it difficult for them to leave their jobs and go away for treatment as readily as more fortunate groups in the population. Herein is emphasized the importance of preventive health work in the Negro community and the need for increasing the spread of health education. The appointment of a Negro physician as health lecturer by the State Department of Health, the presence of Negro physicians on the staffs of one or two county sanitoriums, the employment of a few Negro public health nurses on the staffs of county and private health agencies--these are steps in the right direction, but they are only tentative steps which have been made after terrific pressure from the Negro community for increased service.

As long as Negroes remain a culturally isolated group, health conditions among them will depend in large measure upon the efficiency of services rendered by physicians and nurses of their own race. Most Negroes when ill call a Negro physician; seldom are they served outside of hospitals by any but nurses of their own race. The Commission has therefore studied with interest

the facilities which the State and its communities have placed at the disposal of Negro physicians and nurses for their training and improvement of professional skills. The results of that study are disheartening, for once again, the Commission has been impressed with the existence of a serious need and the lack of any plan to answer that need, Negro physicians demand three services of hospitals which are available to whites and which are essential to the maintenance of proper professional morale. They need the right to treat their patients in hospitals upon occasion; they need the professional training and experience which work in hospital wards and clinics afford; they need opportunity to train in hospitals as internes.

Of the 100 hospitals answering the Commission's questionnaire, only 37 would permit Negro physicians to treat their own patients in the hospital. Forty denied them that privilege, although granting it to white physicians. Of the 37 which did grant the privilege, several made reservations such as "if patient is white." Only 11 hospitals reported Negroes on their staffs, nine of these having Negroes on their clinical staffs only, and only one, a hospital operated by and for Negroes, having Negro physicians on its consulting staff. Not one of the hundred hospitals has at present, or has ever had, Negro internes. One hospital stated that it would accept one now; nine others indicated that they would accept Negro internes without placing a numerical restriction. Seventy-seven hospitals stated that they would not accept Negro internes now, but forty of these seventy-seven accept no internes whatever.

Two reasons are usually given for not accepting Negro internes: first, that a racially mixed staff would cause undesirable problems of personnel adjustment; second, that the large number of white applications for interneships and the small percentage of Negro patients would not justify the admission of Negro internes. The West Jersey Homeopathic Hospital at Camden is mentioned only because the attitude of its heads is so typical of the responses received. This hospital receives 25.5 per cent of its income through public support of its patients, 8.4 per cent of its in-patient admissions are Negro, as are 20.6 per cent of the patients in the out-patient department. This hospital will not accept Negro internes because of the "excess of white graduates applying for interneships." Camden, it will be noted, had a Negro infant mortality rate of 81.5 in 1936, compared with a general State rate of 44.

Probably in continuation, or possibly as a result of this attitude, the services offered to physicians by forty-two hospitals in the form of lectures, institutes, case reviews, clinical and pathological meetings--these are seldom shared in by Negro physicians. From one to five Negro physicians attended meetings last year at eighteen hospitals. At the Negro hospital, where they were certain of being welcome, 37 of them were in attendance.

The important question that is involved herein concerns the health of the Negro community and the barriers which are placed in the way of adequate service to the Negro group by medical institutions themselves. It is an unflattering comment on the wholehearted devotion of the medical profession to the ethics

which supposedly inspire it, that the problem of training and professional experience for Negro physicians should still remain unsolved throughout the State.

Likewise, unsolved is the problem of training for Negro nurses. Of the 35 more important training schools for nurses in the State, 33 answered the Commission's questionnaire dealing with their racial policies. In these 33 schools, there are 522 supervisors and instructors who are charged with the training of 2,106 students. In the entire State, there is not one Negro supervisor or instructor, and only in Jersey City is there a Negro nurse-in-training. In that city, six Negro student nurses are now enrolled at the Margaret Hague Maternity Hospital, and two are enrolled at the Medical Center. Of the remaining 31 training schools which have no Negro student nurses, more than half admit frankly the existence of racial discrimination. Most of the others merely state that no Negro girls have ever applied. Interviews with citizens interested in this problem, including Negro nurses, disclose the fact that Negro girls of New Jersey who wish to pursue a nursing career have been made to understand, through repeated bitter experiences, that they must leave their own state in order to secure the necessary training.

The Newark City Hospital School of Nursing has no Negro among its 90 students, nor has it ever had one, though it is wholly subsidized by the City of Newark. The Atlantic City Hospital Training School receives a municipal appropriation, and reported 79 student nurses, but last year, it saw fit to refer its one Negro applicant to another school. One school head, after

stating that she had formerly taught Negro student nurses in a southern training school, and that she had found them excellent students, stated that the problem here seems to be one of consumer demand for the colored registered nurse. "Few families can afford graduate nurse service."

Though it is perhaps true that only a small proportion of Negro families will willingly undergo the expense of a private graduate nurse when ill, there are, nevertheless, many fields of work open for the Negro graduate nurse when properly trained. Hospital service, nursing in schools and clinics, public health work--all these are fields which demand capable workers, and fields in which the service of Negro nurses is badly needed. If New Jersey is to make an honest and effective attack upon the health problem of its Negro citizens, the program will require the services of hundreds of skilled Negro nurses, and the number, six, now in training throughout the entire State, will hardly be adequate to meet this demand.

D. Insurance Companies.

From the very beginning of its inquiry this Commission has been impressed by the bitterness of Negro citizens who protest regarding discrimination practiced against their race by life insurance companies. Before examining the validity of these complaints the Commission has considered the importance which life insurance protection has for the Negro family, as well as the importance which proper regulation of life insurance companies have for the general state welfare. In thousands of families every year, sound life insurance policies appear as the family's only

protection against the hazards and miseries of bereavement, dependent old age, helpless illness, or financial destitution. It is in recognition of this special importance that every state in the union has passed more or less stringent laws regulating the financing, chartering, and inspection of insurance companies, and especially those insuring the risks of life. The State of New Jersey has recognized, moreover, that the protection of life insurance should not be withheld from any group in the population because of its race, and has included in its insurance laws provisions designed to protect against discrimination in this direction. The State has provided, moreover, that greater premiums shall not be required from Negro families as payment on life insurance policies than those required from white families, solely on grounds of race.

In an attempt to discover how faithfully the provisions and the spirit of this law are followed by insurance companies operating in New Jersey, the Commission instituted an inquiry by questionnaire directed to 14 companies. Of these, 10 responded, and all 10 respondents stated that they do accept Negro risks; six of these specifically state that there is no differential risk rate for white or Negro clients. A seventh replied that the company had established no differential but added, "we find that the sanitary condition (of Negroes) gives us a rejection of about 15 per cent." Another which reported no differential related that "we have not, however, made any effort to get such (Negro) business and make no effort at the present time."

The two companies writing the largest amount of insurance in the State give quite different answers. One admitted frankly that it does use a differential risk rate basis between white and Negro

clients. In explanation the company's representative declared that "Negro lives are not insured at the same rates as normal white lives, but are insured at the same rate as white lives which are subject to some mortality in excess of normal. We consider that this is called for under the law which requires us to make no discrimination between persons of equal prospect of longevity, since it has been proved statistically that the prospect of longevity of a Negro life is measurably less than that of a white life of the same age."

It is interesting to note that this is the same insurance company whose actuary over forty years ago published the work referred to earlier in this report under discussion of health of the Negro community. That study examined the high mortality rate of Negroes in urban communities and deduced therefrom that Negroes had structural defects of physique which made them unsuited to urban life, dooming them as a race if they persisted in moving to urban environments. These "scientific" deductions were translated into a company policy, which held any Negro life as a poorer risk than the normal white life. Though the findings of that work have long since been disproved by scientific studies of the present day, its influence evidently still lingers in the company's administration and policy. The assumption is made here that in no case is the prospective longevity for a Negro equal to that for the normal white person, "since it has been proved statistically that the prospect of longevity of a Negro is measurably less than that of white life of the same age."

This assumption is based on an undisputed fact that the majority of the members of a Negro community live under unusually hazardous health conditions. It ignores the fact that a considerable minority in the Negro community are not exposed to these hazardous conditions and actually attain, or exceed, equal longevity with the normal white population. If such a policy were followed with respect to other special groups among the white population, differentials would be established, for instance, against Italian applicants or Polish applicants or any population group with a large proportion of low-income immigrant families. Such a policy would be manifestly unfair, for the children of these immigrant families move as soon as possible from those neighborhoods in which unusual hazards are encountered, and they establish living standards which produce equal prospect of longevity with that of the rest of the community. Exactly the same situation exists in the Negro community. Many Negro families, and possibly the majority of Negro families, live under conditions which produce a disproportionately high mortality rate in comparison with the community norm. Those with better incomes escape from such neighborhood conditions as soon as possible, yet the insurance company which is quoted above penalizes even these families because of their racial connection with an unfortunate resident of disadvantaged neighborhoods.

As a matter of fact, even among those companies which state that they establish no differential against Negro risks, there are several who are nevertheless accused by Negro citizens of actually practicing racial discrimination. It is stated that certain types of preferred policies are withheld from any Negroes; one company practically admits such discrimination by stating that "we have, however, made no effort to get such (Negro) business and make no effort at the

present time." These practices are tantamount to racial discrimination in violation of the spirit of the insurance laws providing against such discrimination. In consequence of such discrimination and a widespread assumption by Negro citizens that their business is neither sought nor desired by the larger insurance companies, there has been a general disposition among Negro families to accept the industrial type of policy as their insurance protection. Such policies, it is well known, are more expensive to maintain and offer inferior protection as compared with the regular life insurance policies. As a result the average Negro family, even if it has kept up its insurance payments throughout the life of the insured, finds itself, upon the death of the wage-earner, with barely sufficient funds to provide for decent burial and with no provision for the bereaved dependents of the deceased. Such a family immediately becomes a matter of concern to the general community, for it assumes a status of public dependency, at least until such time as other wage-earners are able to assume the responsibilities formerly carried on by the family head.

It is an amazing fact that these conditions have existed for so long without the active interest of the State, for here is a matter that very distinctly concerns the general welfare of all citizens. Life insurance is recognized today as an important kind of saving--probably the most important kind for the average family. To deny any group the population the right to participate freely in this kind of saving is to deny the privilege of developing and exercising habits of thrift. No intelligently ordered community would permit a savings bank to refuse its services to members of any special population group at the whim of its officials, for banking services are vital to the security and progress of the community. The services of life insurance companies stand in similar relationship to

the general community welfare. For these reasons the Commission has recommended an amendment to the present statutes governing life insurance. This amendment is proposed to make unlawful any refusal, based on race or color, by life insurance companies to accept an application or to issue a policy of life insurance to a Negro.

Of similar importance are the practices of casualty insurance companies toward Negro applicants for insurance protection. Though complaints have been received concerning a wide area of casualty insurance, the Commission has confined its inquiry to companies insuring automobiles owners and drivers against liability for damages incurred in operation of motor vehicles. Though it is not officially admitted by any casualty insurance company that it refuses to accept applications of Negroes for automobile insurance, nevertheless, advices to this Commission from agents and brokers handling the business of such companies, as well as statements made by Negro citizens and contained in the files of this Commission, are impressive evidence showing discriminatory policies on the part of most casualty insurance companies. To members of this staff, insurance brokers have talked frankly. They have explained that casualty companies are reluctant to insure Negro driving risks because in accident cases a judge or jury is inclined to discriminate against a Negro defendant in awarding damages. Consequently, only the Negro who has benefit of special influence or prestige is able to place his application successfully with such insurance companies. If these reports which have consistently been made over a long period of years accurately describe the policies of casualty insurance companies, it is a shocking reflection on the standards of justice which exists in the New Jersey communities--a reflection which is distasteful to every member of the Legislature. Yet this attitude by "hard-boiled business men" is merely additional

confirmation of an opinion that prevails widely and strongly among Negro citizens throughout the State.

Regardless of the validity of this indirect criticism leveled at the integrity of court justice, the inability of Negro motor vehicle owners and drivers to obtain insurance protection works a double hazard upon both the Negro population and the entire community. In the first place, when damage is incurred through the operation of a motor vehicle by an uninsured person, both the offending and aggrieved party are left without the protection which modern society has judged to be absolutely necessary. A driver of a motor vehicle which is operated on the public highway may inflict damages totaling into thousands of dollars. If he is unprotected by insurance he himself stands the risk of financial destitution, and the damaged parties stand equal risk of suffering injury and loss without the possibility of compensation. The Negro driver involved suffers additional hazard, for involvement in an accident requires him, under certain circumstances, to establish financial responsibility as required by law, such as is secured through casualty insurance. Thousands of Negroes throughout the State earn their livings and support their families as drivers of motor vehicles. To deny them, because of race, the possibility of obtaining insurance protection is to deny them, under certain circumstances, any chance for employment at their trade. Because of the above mentioned discriminatory practices and the hardships derived therefrom, an amendment is proposed to prohibit discrimination based on race or color by casualty insurance companies.

EDUCATION

I. General Problem and Responsibility

It is a generally accepted conclusion that education in its broader meaning is fundamental to all people in order that they may be able to adequately adjust themselves to our growing complex social and economic life, since they are expected to meet its privileges and responsibilities. The Negro in New Jersey is and always has been ready to assume his share of the responsibility in order to further social progress. Likewise he desires the privilege of sharing equally with other groups in the opportunity to secure the necessary training in education so that he will be prepared to be a good citizen, earn a living and develop his personality. The Commission in the course of its study has investigated the extent to which Negroes have enjoyed this opportunity to secure an education through the public school system.

It is generally known that the educational system of New Jersey is not an ideal of democratic administration. Factual and statistical data collected by the Commission substantiates the contention that Negroes in a number of communities throughout the State do not enjoy equal educational opportunities accorded them by law. The educational situation as it relates to the Negro in New Jersey is so serious and complicated that the findings of the Commission only scratch the surface. There is an <u>urgent</u> and <u>immediate</u> need for a more comprehensive study of this most acute problem which has not only created a smouldering resentment among the large masses of Negroes, but is daily affecting the lives of thousands of Negro school children who are the future citizens of the State of New Jersey.

The Commission because of the element of time has limited the study of this problem for the most part to a consideration of facilities and accommodations for Negro pupils and trends towards further segregation.

I. Special Problems facing the Negro in the Field of Education.

A. Facilities and Accommodations.

So far as racial policies of their school systems are concerned the counties of New Jersey divide themselves into two separate divisions, with ten counties of southern New Jersey generally agreed upon a policy of racial segregation of their Negro pupils in elementary schools. Most of the complaints regarding the inequality of school opportunity for Negro pupils find their origin in the southern counties. Both Negro and white citizens have voiced these complaints, for they see in the establishment of a separate school system a repetition of the expensive procedure followed by southern States with such tremendous waste of school monies and inferior systems of education. In five counties the average number of pupils per room is lower than the average number of pupils in other schools. There figures suggest that in those five counties a needless and additional burden is placed upon the shoulders of taxpayers in the maintenance of separate buildings and teachers for Negro pupils who might be distributed more efficiently throughout the other public schools without segregation or special cost to the community.

A survey by the Commission in the ten counties which have

separate schools and segregated classes indicate a wide variety of practices. These vary from the complete segregation of Negro children in the elementary schools to a complete integration of Negro students in the high schools. Between those two extremes there exist varying combinations:

a. Separate elementary schools and mixed junior and senior high schools.
b. Separate elementary and junior high schools and mixed high schools.
c. Divided school building, one part for white pupils staffed by white teachers, one part for Negro pupils staffed by Negro teachers.
d. Separate classes for Negroes and staffed by Negro teachers in a white school building.
e. Separate school buildings for elementary pupils on the same plot of ground.

The number of separate buildings used exclusively for the education of Negro pupils increased from 41 in 1912 to 73 in 1939 -- an increase of 78 per cent over a period of 27 years. In addition segregated classes in white school buildings appeared and by 1939 these classes numbered four.

EDUCATIONAL FACILITIES IN SOUTHERN NEW JERSEY SCHOOLS SHOWING THE NUMBER OF BUILDINGS DEVOTED EXCLUSIVELY TO COLORED PUPILS IN 1920, 1930, AND IN 1939; THE 1939 NEGRO ENROLLMENT IN THESE "NEGRO" SCHOOLS AND IN "MIXED" SCHOOLS; THE NUMBER OF NEGRO TEACHERS; THE SCHOOL DISTRICTS WITH NO RACIAL SEGREGATION, AND THE SCHOOL DISTRICTS WITH TEN PER CENT OR MORE NEGRO PUPILS WITH NO RACIAL SEGREGATION; BY COUNTY DISTRIBUTION.

1939

COUNTIES	No. of Bldgs. used exclus. for Negro Pupils.			Negro Pupil Enrollment in Negro Schs.	Negro Pupil Enrollment in "Mixed" Schs.	Number of Negro Teachers in			Number of School Districts with Negro Pop. having no Racial Segregation	Number of School Districts with 10% or more Negro Pupils and no racial segregation.
	1920	1930	1939			Tot.	M.	F.		
TOTALS-- TEN COUNTIES	52	66	73	12,162	10,383	421	62	359	87	26
ATLANTIC	1	2	4	2,533	1,380	93	14	79	6	0
BURLINGTON	7	11	12	1,175	610	40	2	38	13	1
CAMDEN	12	14	14	3,202	1,166	106	16	90	9	2
CAPE MAY	5	5	5	322	338	14	2	12	6	2
CUMBERLAND	2	3	4	241	1,189	7	1	6	8	6
GLOUCESTER	6	9	9	1,084	869	33	3	30	9	3
MERCER	5	5	4	1,773	1,734	52	16	36	0	0
MONMOUTH	6	5	5	973	2,428	40	5	35	24	7
OCEAN	1	2	1	71	245	3	-	3	6	2
SALEM	7	10	15	788	424	33	3	30	6	3

It was found in the analysis of the above table that in the ten counties having separate schools for Negroes the general trend in the establishment and utilization of segregated school buildings was upward from 1920 to 1939. Despite the fact that Mercer and Monmouth counties showed a reduction from 5 to 4 and from 6 to 5 respectively from 1920 to 1939, the aggregate number of school buildings used exclusively by Negro pupils increased from 52 in 1920 to 66 in 1930 and to 73 in 1939. The greatest increase of separate Negro schools occurred in Salem County from 7 buildings in 1920 to 10 in 1930 up to 15 in 1939. This in a great measure was due to the rural character of the county requiring one room schools. This total increase of 8 segregated structures in twenty years indicates an enormous amount of duplicated services. Likewise in Burlington the increase amounted to 5 structures while in Atlantic and Gloucester the increase amounted to 3 structures respectively. The City of Trenton is at present expanding the separate facilities for Negro pupils by making a ten room addition to the Lincoln School.

While 12,162 Negroes were found in segregated schools, 10,383 Negroes were found in other schools. Thus it is seen that the segregated school in South Jersey is more common to the Negro Youth seeking elementary education than is the mixed school.

A good deal of support for the establishment of Negro schools comes from persons seeking Negro teacher employment, but it is well to observe that only 421 Negro teachers are employed under the segregated set-up and that 359 or 85.3 per cent are females. Camden County presented the largest number of Negro pupils and Negro teachers in colored schools. Other reasons advanced for the

establishment of Negro schools are based on the alleged advantages derived by the Negro pupils from being taught by a Negro teacher, or by being separated from white pupils to mitigate racial animosities.

It was found that 87 school districts of 261 districts surveyed by the Commission did not have separate Negro schools, but permitted the Negro pupils to attend mixed schools. It was also found that 26 of these districts had Negro pupils amounting to 10 per cent or more of the total enrollment. Thus it is observed that in 61 school districts the Negro enrollment was so small that segregation was not feasible or not desirable and that in 26 school districts although a large number of Negro pupils were enrolled separation was not practiced.

The practice of housing both the white school and the Negro school in the same building has been started in several counties. The Bangs Avenue School in Asbury Park, the Park Avenue School in Pleasantville and School Number 2 in Egg Harbor City are notable examples. The white school and the Negro school are located on the same plot of ground in Salem City. The Pleasantville Negro school, sometimes referred to as the Park avenue annex because it is housed in an old frame building annexed in the rear to a brick building, represents the worst example of this type of separate school. Separate toilets, cloak-rooms, and entrances for white and Negro pupils usually accompany schools of this type.

Segregated classes for Negro elementary pupils in white schools have appeared in Burlington, Gloucester, and Salem counties. The most outstanding example is found in the public schools of Mount Holly where there are 121 Negro pupils in the elementary and junior high grades. Seventy-nine are enrolled at the separate Negro

school, the Samuel Aaron School, 41 in the segregated class in the junior high building. The fifth, sixth, and seventh grades of the Samuel Aaron School are housed in one room in the junior high school building and are taught by one Negro teacher who is also principal of the Negro school. There is a separate segregated class for Negro pupils of the first, second, and third grades in the Palmyra elementary school. A separate class for the first six grades has been organized at the Gibbstown elementary school, in Greenwich Township, Gloucester County. Recently a segregated class for the first three grades was established at the Daretown School in Upper Pittsgrove Township, Salem county.

The facilities for Negro schools are usually inferior to those of the white school in the same school district especially in the small cities and townships. The Negro school house is usually an outmoded wooded structure or an old brick structure abandoned as a white school with inadequate toilet facilities, without a central heating plant, and with inadequate light. An example of such schools are to be found in Shrewsbury Township, Riverside, Cinnaminson Township, Mt. Lawrel Township, Delaware Township, Swedesboro, Quinton Township, Park Avenue Annex in Pleasantville, and Greenwich Township. In addition to poor school houses the separate Negro school lacks shop equipment, charts and maps, and even books. School auditoriums and gymnasium facilities are seldom found. Playground space and apparatus are lacking. It must be said, however, in the separate school systems of Trenton, Camden, and Atlantic City there is a sincere attempt to achieve equal standards for the Negro school not only in the matter of buildings and equipment, but also in the standards of teaching personnel. It is in the smaller schools that the greatest

PICTURES OF SCHOOLS

inequalities exist in respect to facilities and accommodations.

Negro pupils constitute about 9 per cent of the total State public school population. About forty per cent of the Negro pupils are located in the 10 counties which have separate schools and about fifty-three of the Negro pupils in the 10 counties attend separate Negro schools. In five of the ten counties the average number of pupils per room in the Negro school is lower than the average number pupils in the white schools. On the other hand in an equal number of counties the enrollment of pupils per room is considerably higher in the Negro school than the enrollment in the white school. Some Negro classes have as low as sixteen enrolled pupils, others have as high as forty-seven and sometimes more.

A comparison within the school district shows the Negro teacher teaches more grades. There are a number of situations where the Negro teachers teaches all eight grades and special courses while the white teachers in the local white school teaches fewer grades. Overcrowded classrooms and the teaching of an excessive number of grades and courses are ways in which pupils may be denied the benefits of equal educational opportunity. Often the Negro school is so overcrowded that the classes overflow to rented rooms in houses or buildings. Such conditions are found at Penns Grove and Salem City. Manifestly a teacher is unable to give proper instruction to her pupils when a classroom is overcrowded, and equally true is the fact that a teacher by teaching all grades and special courses cannot give adequate instruction.

The establishing of separate Negro schools causes Negro children to travel longer distances and to experience greater difficulties in transportation. This is especially true in the rural districts and townships. White pupils often go to the school in the community while

the Negro children are transported long distances to the separate Negro school. Usually the school is located in the school district but the Negro pupils have to go long distances to attend other schools or separate schools. For example, the Negro pupils in Mt. Laurel Township, Burlington County, go to a separate Negro school for all grades except the seventh and eighth grades. This school is located at Mt. Laurel. The white pupils go to two schools, one located at Mt. Laurel, the other at Masonville. The Negro pupils who live in Masonville have to go about six to eight miles to the Negro school in Mt. Laurel for the first six grades, while the white pupils in the same town and for the same grades go to the school in Masonville. Princeton township not only transports Negro elementary school pupils a longer distance, but also sends them out of the township to the separate Negro school in the borough of Princeton. This latter condition is unusual because all white elementary pupils go to the elementary school in Princeton Township. In the larger cities which have school districts it appears residential lines are disregarded in allocating Negro pupils to Negro schools. Sometimes it is deliberate, other times it is accomplished by subterfuge or other means.

Evidence has also come to the Commission which indicates that Negro pupils in the separate Negro schools are not recipient of the full benefit of special courses.

B. Negro Teachers.

Most of the Negro school teachers are employed in the separate Negro schools, ninety-two per cent of the total Negro teachers in the

State are assigned to separate schools of the southern counties, while eight per cent are employed in mixed schools of the northern counties. The number of Negro teachers in the State has increased from 113 in 1912 to 454 in 1939. In the 10 southern counties there was an increase from 113 in 1912 to 412 in 1939, and in the northern counties from none in 1912 to 42 in 1939. No Negro teacher teaches a white class or mixed class in the 10 counties which have separate Negro schools. Many of the communities in the northern counties fail to have Negro teachers; in fact some of the communities are openly hostile. This is true in East Orange and Montclair where a sizable Negro population resides. It is also significant that the school law prohibits discrimination on account of sex or religion, but fails to mention race or color.

C. Trends Toward Further Segregation.

The need for new evaluation is all the more urgent because of signs in recent years that many communities in northern New Jersey have either instituted or plan to institute experiments of their own in separate school facilities for reasons similar to those that have influenced communities in southern New Jersey. In several of these northern municipalities where there has formerly been no serious complaint of unequal educational facilities for Negroes these same citizens now report inferior accommodations for their children. The Commission's reports from Bergen County show that 62 per cent of all Negro enrollment and 100 per cent of the Negro teachers are to be found in a school building with at least 75 per cent Negro enrollment. In this same county there is an average attendance-per-room of 59.7 pupils in these "Negro" schools, as compared with an average attendance-per-room of 27.1 pupils in so-called " white" or "mixed" schools.

Recent moves by the Montclair Board of Education toward segregation of its Negro pupils are a matter of court record. Though legality of the zoning law, by which the Board effected increased separation of white and Negro pupils in 1934, was upheld in the courts, there has never been any attempt to conceal the fact that racial segregation was the school board's objective -- an objective which was at least partially accomplished. The hearing before the Commissioner of Education on the appeal of Negro residents to rulings by the Montclair Board of Education disclosed that white pupils in one section of the district served by Glenfield Junior High School were allowed to go to a school out of the district. The testimony of Richard T. Greene, President of the Montclair Board of Education, explained the exemption thusly:

> Q- You do know, however, within the geographical limits by the district assigned to the Glenfield Junior High School, there is at least one section, the white pupils whereof do not go to the Glenfield Junior High School.
>
> A- My investigation, when the matter was called to it by Mrs. Allen and her committee, after that was called up, showed that for many years all of those children in that particular part of the Glenfield district had gone to the Nishuane School, without protest and those people thought that was the right place for them to go. There was no suggestion during my incumbency on the Board, until this protest arose, that they should go anywhere else. Have you seen that district yourself? Go and see and that will be the most eloquent answer.

Later on in his testimony Mr. Greene further affirmed his belief in the establishing of undemocratic policies in the school system:

> Q- So, this section without colored pupils and this section possessing or inhabited by people of American stock and of the Caucasian race and having a type of home different from that which prevails to the west of Willowdale, the pupils from this section where these distinctions occur, or where these differences exist, are permitted and have

been permitted at least during your incumbency on the Board who attend the Nishuane school and are now permitted to attend the Hillside school and are not required to attend Glenfield school although within the geographical limits of the area assigned to pupils of the Glenfield school, is that right?

A- Yes, I think, that is a fair statement and that is a rather long question.

Although the decision, of the Commissioner of Education in the appeal of the Negro citizens upheld the Montclair Board of Education on the evidence, your Commission believes the rulings of the school board were contrary to the school law.

During 1938 Negro citizens of Englewood unsuccessfully opposed a decision of the City council to enlarge the Lincoln School, with an all-Negro attendance by adding a junior high school department. Proponents of the plan declared that it was a move to reduce congestion in the present junior high school. Negroes and those who supported them, protested that congestion was to be relieved by establishing an all-Negro junior high school and increasing educational segregation. The plan was adopted over these protests.

D. Interpretations of the School Law.

The Legislature in 1881 supplemented the school law by adding a provision prohibiting the refusal to admit a pupil between the ages of 5 and 20 to a public school on account of race, color, or creed. This statute was passed after the separate Negro school in Fairhaven had burned down and Negro pupils had been refused admittance to the white school in the same community. The statute reads as follows:

> 18:14-2. Exclusion on account of religion, nationality, or color a misdemeanor. No child between the ages of four and twenty years shall be excluded from any public school on account of his religion, nationality, or color. A member of any board of education who shall vote to exclude from any public school any child, on account of his religion, nationality, or color shall be guilty of a misdemeanor, and punished by a fine of not less than fifty dollars nor more than two hundred and fifty dollars, or by imprisonment in the county jail, workhouse, or penitentiary of the county in which the offense has been committed, for not less than thirty days or more than six months, or by both such fine and imprisonment in the discretion of the court. (Revised Statutes of New Jersey)

The Supreme Court in the case of Pierce vs Union District School Trustees (1) rendered a decision on the question of excluding pupils because of race or color. The issue revolved around the refusal to admit Negro pupils to a school nearest their residence because the school was used exclusively for white pupils. The Court in rendering its decision stated:

> "The relator was, I think, entitled to have his children educated in the public school nearest his residence, unless there was some just reason for sending them elsewhere."

(1)(46 N. J. Law 76, affirmed by the Court of Errors and Appeals, 47 N. J. Law 348.)

A Survey by the Commission of the decisions of the Commissioner of Education and of the State Board of Education indicates that the statutes and the ruling of the Supreme Court have not been followed. The increase in the number of separate Negro schools and segregated classes and other separate segregated facilities may be attributed to various reasons, but your Commission feels that the state educational authorities have not enforced the school law. The ruling of the Commissioner of Education in the case of the residents of Delran Township vs the Board of Education of the Township of Delran, Burlington County, is very illuminating. In this case a group of citizens appealed to the Commissioner from the decision of the local Board of Education in designating a public school in the Township of Fairview as a school exclusively for colored pupils and naming a colored teacher for the school. The Commissioner decided that the action of the Board of Education of Delran Township was entirely within the scope of the power of the Board, and that the Board did not exceed its power in directing the colored pupils to attend the Fairview school. He further found that the whole program was "for the best interest of the colored children." Quoting from the decision your Commission found this interpretation of the school law :

> "The Board of Education has given these colored children proper facilities. It has designated the schools at which they shall attend and has furnished them with a regularly licensed teacher. It, therefore, has acted entirely within its lawful duties and has excercised only its just powers. It does not matter that the board has designated the Fairview school as a colored school and has given it such a name. ----- It is no discrimination under the school law for a Board of Education to require children to attend a given school. On the contrary, it is the duty of the Board of Education to make such distribution of the children in the schools of the school district as in its judgment shall seem to best meet all the requirements of the school laws" (1)

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(1) (Annual report of the State Department of Education for 1920)

This decision in the Delran Township case was affirmed by the Commissioner of Education and the State Board of Education in the case of Marguerite Edwards vs Board of Education of Atlantic City.(1)

It is unfortunate for the large Negro population that representatives of the educational system of the State of New Jersey should contribute to the actual violation of the law and that based upon the opinions of these representatives the Negro child must be compelled to attend separate and inferior schools.

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(1) (School Law and Decisions, 1938)

II. Teacher Training

At present there are approximately 42 Negro teachers employed in the schools of the northern counties, whereas 412 Negro teachers are employed in Negro schools located in the 10 southern counties.

This greater teaching opportunity in Negro schools has not only caused some Negro citizens to look upon their existence with favor, but it has also influenced the placement policies of the State teachers colleges, if we judge from expressions by several of their officials. In September 1938 there were 101 Negro students, 3.1 per cent of the entire enrollment in the six State teachers colleges. This figure may be compared with the 9 per cent proportion of Negro pupils in the total school population to gain an idea of the comparative opportunity which Negro teaching applicants have in this State. College heads are inclined to look upon the separate school as the only employment possibility for Negro teachers, and we have no record of any teachers college making active and sustained efforts to find openings for its Negro graduates in communities which do not now employ Negro teachers. On the other hand it must be said that presumed lack of placement possibilities evidently has not interfered with admission of Negro students who apply and meet the entrance requirements of teachers colleges.

Strong proof of racial discrimination in a State teachers college was found at Glassboro, where the president of the Glassboro State Teachers College wrote in answer to an inquiry: "The Negro residents of Glassboro seem desirous of having Negro students at the college room and board at their homes, as such an arrangement brings additional income to them. During my administration here which began in July, 1937 we have followed the procedure of past years

in helping our students find suitable homes in town among people of their own race where they can live more economically than at the dormitories." Further investigation of this situation convinced the Commission that the college administration is not an innocent collaborator as the president's letter attempts to explain. The College had actually barred Negro students from rooming in the dormitories and has forced them to drive long distances from their homes each day or board with local families whose homes are lacking in privacy and comfort that serious college study requires. Several of the homes "suggested" by the college administration were lighted by kerosene lamps. It should not be necessary for this report to emphasixe that here is another situation involving misuse of authority by one of the State's educational officials and calling for action by the State Commissioner of Education.

III. Conclusion

It is evident that there is a dual system of education for whites and Negroes in the ten counties in Southern Jersey. It was found that not only have the number of separate schools increased but that there is a tendency for the practice to spread to the northern counties. Your Commission is amazed to find that notwithstanding the existence of the statute of 1881 which forbids this practice of excluding pupils from a public school on account of religion, nationality, color, or creed, that separate schools have decidely increased, and that in spite of the school law and the Civil Rights Act, segregated classes have been established.

This Commission has evidence that not only are Negro pupils compelled to attend separate schools in Negro districts, but are forced

to attend separate schools outside of their school districts. This is a practice in large cities where the separate school system has been inaugurated. As previously stated, Negro children living in Princeton Township in order to attend school must be transported to Princeton Borough which is out of the school district, notwithstanding the fact that there is a school in Princeton Township.

The establishing of separate Negro schools has produced a lack of adequate facilities and accommodations and instruction. Some local school Boards have ignored the right of Negro citizens to equal school facilities and accommodations and have neglected to provide suitable school houses and equipment and to make proper repairs. Others due to the financial stress on the community have been unable to build new schools for Negroes or to make additions or repairs. Where overcrowding has occurred the condition has been allowed to remain or separate segregated classes have been started in the white school.

This Commission has found that both white and Negro citizens are responsible for the existence of separate Negro schools or segregated classes in white schools. There is a large group of white citizens who are prejudiced and want their children separated from Negro children. As an excuse they allege that Negro pupils are retarded and, therefore, should be placed in separate schools or classes. Usually they find Negroes in the community who are in agreement and cooperate with them in their efforts. Recently in Upper Pittsgrove Township a segregated class was started by white citizens. A Negro teacher was brought in from out of the State. The teacher secured the consent of the Negro parents to start the segregated class in the white school.

The consent of the Negro parents was obtained on the grounds that the Negro teacher could get better results from the children and that the teacher could give community leadership to the local Negroes. As to the latter consideration the teacher resides miles away another community and county. Similar activities have brought about these separate or segregated classes. There are some Negro parents who believe that the personalities of their children are injured by the hostile attitude of white teachers and they have led movements for separate schools and segregated classes. No doubt there are some parents who want separate schools or segregated classes, but there are many who are forced to take the program of separate schools and inadequate facilities and accommodations because they cannot help themselves. There is a also evidence that separate schools or segregated classes have been advocated and maintained by both whites and Negroes solely to give employment to Negro teachers. These classes have been maintained with only a few pupils in attendance. The prejudice of the white people and the lack of unanimity among Negroes has served to confuse the issue and to prevent the adoption of consistent policies respecting the education of Negro pupils in New Jersey.

It is commonly believed that the County superintendents of schools because of their power to withold school funds can correct the lack of adequate facilities and accommodations and enforce the school laws. That is true. But it must be remembered that the county superintendents of schools are officials appointed by the State Commissioner of Education for the enforcement of the school laws and the rules and regulations of the State Board of Education. Your Commission further finds that a good deal of responsibility must be placed on the local

school district boards which have initiated and supported the movement for separate schools and segregated classes, and have failed to provide adequate facilities and accommodations.

The above conditions only serve to emphasize what has already been stated that it is necessary that further study be made concerning the enforcement of the school law and of the attitudes of the local school authorities and of the Negro parents, despite the fact that there is sentiment among Negroes for separate schools. There is also a growing feeling among a majority of Negroes that the present system of separation and segregation stigmatizes and gives a sense of inferiority to Negro pupils. One writer who has made an exhaustive study of Negro schools in New Jersey has this to say:*

> "The successful fight of the proponents of the public education benefitted Negro children who also shared in the distribution of public facilities for education. Again, prejudice or the ill treatment of Negro children in the mixed schools, led to the establishing of many separate schools. Further encouragement to their operation was given by some Negroes because of the opportunities afforded for placement or retention of Negro teachers who otherwise might have been jobless. Such consideration in some instances took precedence over the educational welfare of the children for whose benefit schools really exist."

> "If the school is to function at all in the betterment of the social order, it must expose pitilessly and clearly the shortcomings in contemporary society. It should never convey the impression that the democratic ideal has been fulfilled in the U. S. To do so would be to draw a veil over the eyes of youth."

It is not possible in the space which this report affords to discuss at length the numerous examples of dereliction in duty by school officials observed by this Commission; nor is it possible to point out the efforts made by Negro citizens in defense of their educational opportunities. This report is concerned mainly with

*Education of Negroes in New Jersey. Unpublished Dissertation by Marian Thompson (1940) Columbia University.

stressing the part that the school system of the State should play ~~in solving~~ the serious social problems which have been described in preceding pages. Solution of the State's problems of racial relations will come through development of sound attitudes of American Democracy. Expensive and anti-social developments have become apparent in the educational system of this State because of the failure of local citizens to completely understand their civic responsibilities and the cost of duplication. It can be easily seen how racial tension has developed between white and Negro school pupils, as the outburst of violence in Westhampton Township, Burlington County in December, 1938, resulting in the jailing of five parents and relatives of the Negro school children. The school room is a place where such attitudes should be recognized and explained and exemplified. This can in no wise be accomplished under a school system which arbitrarily separates children because of race and provides for the projection of arbitrary racial prejudices.

VOCATIONAL TRAINING

Vocational training policies as they are applied to Negro pupils deserve special mention in this report because of their importance in an employment program. It has already been pointed out that one of the barriers to skilled employment of Negroes is their frequent lack of training. The racial attitudes of most craft unions make it impossible for Negroes to secure training through apprenticeships in the larger cities; the influence of unions in school systems frequently makes it difficult for Negroes to obtain their training in vocational schools.

The vocational program of the Elizabeth public schools is described here because it is typical of a large number of cities. Of the 526 students enrolled at the Thomas Edison Vocational school, only six are Negroes. School officials explained the small enrollment on the following grounds:

> An advisory board, composed of a labor representative and other leading white citizens, formulates the vocational program of the city's schools. Labor representation has encouraged a policy of permitting the enrollment of students in the vacational division only where there are employment possibilities for them upon completion of their course. The advisory board has decided that most industrial companies do not employ Negroes; therefore, their admission to vocational courses should be confined to trades capable of independent management, so that they can open their own businesses upon graduation.
>
> No effort is made by school guidance and placement counselors to influence employers' attitudes regarding employment of Negroes. The trade unions of Elizabeth and Union County are reported to bar or discourage Negro membership. Negro leadership in the community has not attacked the trade union barriers, nor the prejudices of employers, nor the attitude of the advisory board on vocational training.

Here we have the perfect example of a vicious circle. Negroes may not get jobs because they are untrained; they may not receive training because they have difficulty in getting jobs. Unions will not accept them because they have not mastered apprenticeship courses; they may not receive apprenticeship training because of union opposition.

The obvious and natural way of breaking this vicious circle is to emphasize vocational training of Negroes and to redouble efforts to find employment for them in industry. Ironically enough, efforts along this line seem to be made by only four of the 22 vocational schools in the State--two of them maintained for Negro pupils only and staffed entirely by Negro teachers. The largest of these is the State Manual Training School at Bordentown, New Jersey; out of the 816 Negro students enrolled in New Jersey's vocational schools, more than half (436) are in the Bordentown School. One hundred others are enrolled in the Indiana Avenue Girls' Vocational School of Atlantic City, a separate school, and the Boys' Vocational School of the same city, attended by both white and Negro boys.

A Bordentown School report on 48 of its 55 graduates of June, 1938, shows that 35, or 72.9 per cent of the 48, were employed in regular jobs in January, 1939. A remaining 12 were continuing in school and the one graduate who was unemployed was nursing an ill parent. More than forty per cent of the graduates were placed in the trade for which they were trained. These figures indicate quite different possibilities than those reported by vocational schools of northern New Jersey where the bulk of Negroes live and where vocational school enrollment is very slight. The presence of Bordentown graduates over a ten-year period in 26 different occupations indicates a wider occupational

choice than that which is usually prophesied for them by white guidance counselors and vocational school heads. The proportion of Bordentown's 1938 graduates who are now employed shows what is possible when an active placement program is carried out for Negro pupils, and encouragement is given to them rather than active or passive discouragement. If these results are possible in a segregated school system they are all the more possible in communities where Negroes have the benefit of free participation in educational facilities. It remains, then, for schools in these communities to insure that wympathetic guidance and intelligent placement for Negro pupils be made part of a soundly-planned vocational program.

RECREATION

1. The Problem and Responsibility

The new leisure that has been thrust upon the majority of the members of our nation offers a challenge to local governments everywhere to establish a system of public recreation.

In the past the task of dealing with this problem has been left more or less to private or semi-private agencies or to the individual himself. The mechanization and urbanization of American life has rendered our society more complex. The problem of unemployment rendering large numbers idle and labor legislation shortening the hours of employment has brought an increase of leisure. Existing agencies and individuals themselves realize that they are not able to cope with this problem. More and more local authorities are beginning to realize that it is just as important to know how its citizens spend their free time as it is to know how they work, secure their education, receive adequate police protection and obtain adequate health services. For this reason we have come to realize that a definite responsibility is placed upon local governments to foster recreation programs. These programs must be extensive and comprehensive enough in scope to take care of a multitude of interests and needs of a heterogeneous group certain to be found in any community.

In accepting this responsibility as a public duty, local governments will be setting up the machinery for directing and channelizing the vital forces that contribute to the general welfare of all of its citizens. In a democracy our objective is to serve efficiently the general welfare of the citizenry making it possible for all people

to live the "abundant life." Recreation and play are a part of that life. The worthy use of leisure in a democracy affords an opportunity for people to pursue happiness, to learn to use their leisure time constructively in wholesome leisure time pursuits whether in the field of music, art, dramatics, social activities, play or other satisfying and ennobling activities and experiences. It is then the responsibility of a democracy to provide for a program of play and recreation and facilities that will meet the needs of all the people

II. Various types of Recreation Programs in operation throughout the State.

The Commission found in its study of conditions in communities throughout the State that the recreational opportunities and facilities available to Negroes varied from the absence of any program or facilities at all to make shift or inadequate provisions in other communities. Wherever there was an attempt to provide a program of recreation it was found with only a few exceptions, that these programs were being offered by private or semi-private agencies, and that even here segregation was practiced in the administration of this type of service.

For the most part organizations such as the Y. M. C. A., Y. W. C. A., Girl Scouts and Boy Scouts offered limited recreation opportunities for the Negro population in the various communities. As a result of this study the following information was obtained concerning programs of the above mentioned organizations. Of the twenty-four Y. M. C. A.s studied it was found that eighteen discriminated against participation of Negroes. Ten had separate branches and two permitted joint participation, eleven had summer camps, yet

only two were open to Negro membership.

Of eleven Y. W. C. A.'s, eight have discriminatory participation of Negro membership, while two accept them without discrimination. Six had separate branches, seven had summer camps, two of which were not open to Negroes.

In a study of the Girl Scouts organizations in the state it was found that there was discrimination in all except one. All six conducted summer camps. Negro girls were permitted to attend two of these camps but recent developments may eliminate these privileges as stated in a recent issue of the Afro American newspaper, April 27, 1940, "Encampment Bars New Jersey Girl Scouts".

> "Again facing a condition existing here for eleven years, sixty-five members of two Girl Scout troops in Newark will be barred from the annual encampment of white Girl Scouts held in Blairstown, this summer.
>
> The troops, located at the Friendly Neighborhood House and the Thirteenth Avenue Presbyterian Church, are under the leadership of Mrs. Gladys Churchman and Mrs. Estelle Bridgeforth, respectively. A solution to the disbarment problem is being sought by community leaders.
>
> Supported by Chest
>
> Headquarters and leaders for both troops are supported by the Newark Community Chest under the general item of "headquarters maintenance." Active indoor programs are conducted by the troops during the winter months. The neighborhood group is the only full-uniformed colored troop in New Jersey."

The discriminatory practices of the above mentioned agencies is significant because they are the only agencies offering recreational opportunities in many of the communities where a large number of Negroes live. The denial of the privilege of holding membership in these organizations prevents Negroes from participation in wholesome constructive recreational programs which make for good citizenship.

The privilege of Negroes to participate in the programs of these semi-private agencies is justifiable in that all of the above agencies are either financed by local community chests or are supported by funds secured from the public. It was encouraging to find that the Boy Scouts of America practiced discrimination to a lesser degree. In thirteen Scout organizations studied only three discriminated against Negroes holding local membership, but opened all of their thirteen summer camps to Negro boys.

In the communities where Recreation Departments were set up as a part of the Department of Parks, Municipalities or Educational systems, it was found that there was less tendency to discriminate. These public recreation departments were found to exist in some of the larger urban centers. Their programs are much more varied and extensive than those of private and semi-private agencies. This is probably due to the fact that they are supported by tax funds and because of the growing recognition on the part of educators, social leaders and parents that since play and recreation is a part of a normal healthy life, it is a fundamental feature of individual and general welfare.

This growing interest on the part of local authorities concerning the need for providing an adequate recreation program for its citizenry is evidenced in several communities where efforts are being made to do something about the conditions. For instance the National Recreation Association of America was invited recently to make a survey in Camden, New Jersey and to submit its findings along with recommendations for a more constructive and comprehensive recreation program.

The study revealed that the present recreation program is wholly inadequate to meet the needs of the population both white and colored. In examining the report, the Commission was especially interested in the section that concerns itself with the location of play areas distributed by wards. An analysis of this section revealed that in those areas where Negroes used the recreation facilities that they were in every instance inadequate and that in those areas where the facilities were rated best, no Negroes were listed as attending. However the most significant phase of the report which attracted the Commission's attention is the fact that the National Recreation Association of America made the recommendation that a particular playground for Negro children and one for white children which were separated one block apart should be further separated by at least two or three blocks.

Due to the lack of space only a part of the section of the study dealing with play areas is quoted:

"Ward 2:

Population 6,603, Age 5-19: 1,959 - (over 300 of these colored children.)

Small white playground at 10th & Linden - approximately one-half (½) acre. Minimum equipment; thoroughly inadequate size.

Even smaller playground for colored at 11th & Linden.

The needs of this section are glaring. As stated above, we do not presume to recommend specific areas for acquisition, but one recommendation can be made in connection with Ward 2: Play facilities for white and colored groups should be separated by at least 2 or 3 blocks.

Ward 4:

Population: 4,123. Age 5-19: 1,223 - (around 200 of these colored.)

The only existing play area in this Ward is at Washington & Williams Streets - approximately one-quarter (¼) acre.

Area now serves both white and colored groups. Obvious need for multiplied facilities for both groups.

Ward 5:

Population: 7,731. Age 5-19: 2,294 - (around 450 of these colored.)

One city-owned area in use at 3rd and Kaighn Ave. - approximately three-quarters of an acre. Fenced; standard equipment.

Small area at 3rd & Cherry used for informal play by permission of the Gas Co. Again an obvious need for multiplied facilities for both groups.

Ward 6:

Population: 6,953. Age 5-19: 2,063 - (around 300 of these colored.)

The only city owned area in this Ward is at Broadway & Everett - approximately 4 acres. As in the case of the Wards above listed, the play needs in this section are outstanding in their magnitude. The wisdom of leasing the Broadway & Everett area for the limited use that it now receives can be seriously questioned.

Ward 7:

Population: 10,357. Age 5-19: 3,073 - (around 1,000 of these colored.)

One white play area at Quaker Meeting House - approximately one-quarter ($\frac{1}{4}$) acre.

One colored play area at Whittier School.

Ward 8:

Population: 8,137. Age 5-19: - (around 700 of these colored.)

One playground for white children at Staley Park - approximately 4 acres. Baseball field and minimum standard playground equipment.

One playground for colored at County Park (9th & Ferry Ave.)

Possible development at 3rd & Jasper - 2 - $2\frac{1}{2}$ acres along the railroad track. Could be conditioned for small children and for softball and similar activities for older

boys and girls. Conditioning would involve high wire fence to protect children from railroad tracks.

Ward 10:

Population: 8,614. Age 5-19: 2,550 - No colored children.

This section is served by Pyne Point Park - approximately 25 acres - which is the most adequate multiple-use area in the city. There yet exist, however, neighborhood playground needs in this section.*

Even though the National Recreation Association has recommended that playgrounds for white and colored children be separated further from each other, the Commission is hopeful that the individuals charged with the operation of the recreation program in Camden will weigh this suggestion seriously. They might well ask why it is necessary to have separate playgrounds at all for white and colored children.

III. Newark Plan of Recreation.

One of the best recreation set-ups in the State was found to exist in Newark. It is a public recreation program wholly tax supported and functions as a part of the educational system. The Recreation Department received a budget of $230,000 for the fiscal year of 1940. The program is described in one of the bulletins issued by the department as follows:

> "The Recreation Department of the Newark Board of Education directs and supervises the various recreational activities carried on within school or city properties. This department is under the supervision of the Superintendent of Schools, and Recreation, therefore, is a part of the educational plan just like any of the academic subjects. The purpose of the program is to offer to the citizens of Newark the opportunity to participate in worthwhile leisure-time activities and thus lead to a more enriched life - a kinder attitude, a deeper culture, and a more vibrant health.

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*Study and Evaluation of the Public Recreation System of Camden, New Jersey, January, 1940. Prepared by: National Recreation Association.

Among our dominant objectives are: to aid in the conservation and development of the community for the benefit of the individual, and to preserve and rehabilitate the individual for the benefit of society.

The school buildings, centrally located, and their adjoining play areas are logical channels through which a program fulfilling our ideals and objectives may be carried on successfully. It is our sincere aim that the school building - the lighted school building - will become the club house of the neighborhood, the focal point of community life, in the hope that people living in the districts served will be active participants in the program.------

Our department makes every effort to cooperate with the private character-building agencies of the city, the civic and service clubs, the neighborhood houses, the religious, social and welfare agencies, as well as the Shade Tree Commission, The Essex County Park Commission, and the Recreation Division of the W. P. A. and the N. Y. A.

A happy correlation between the other departments of the Board of Education is maintained.------

---The program is in effect throughout the year except Sundays and a few important holidays."

The Recreation Department operates several types of centers through which it offers its program of recreation activities, they are classified as follows:

Class "A" Playfields (Seasonal-Sport Centers)

Class "A" playfields are open all year round the same as Class "A" recreation centers, except that the athletic center program is carried on four evenings a week until 11 p. m. during the period from November 1 to May 1. On Tuesday, Friday and Saturday evenings, special provision is made in the outdoor program for those individuals over 16 years of age.

Class "B" Recreation Centers (Playground program only)

These playgrounds are mainly for children of elementary and Junior high school age - that is, children under 16 years of age. These centers are open all year round from 3 p. m., but during

July and August, if additional leadership is available, they are open from 1 p. m. to 9 p. m.

Class "C" Recreation Centers (Playground program only)

The program in Class "C" playgrounds is mainly for pre-school kindergarten and elementary school children 10 years of age and under. These centers are open all year round from 3 p. m. to 8 p. m. During the summer they are open from 2 p. m. to 8 p. m.

Class "D" Recreation Centers (Summer playgrounds)

These centers are open for a shorter period than a full year. Some are open from April to November, and others during the school vacation period.

Athletic Centers

During the winter the gymnasiums in certain school buildings are set aside for organized industrial, commercial and city-wide athletic leagues.

The program provides for activities in the fields of arts and crafts, dancing, dramatics, musical activities, athletics, gymnastics, sports and special activities such as lectures, parties, picnics and other similar group activities. The program is varied enough in scope to provide for a multitude of individual interest.

In an effort to determine to what extent the program offered by the Recreation Department was meeting the needs of the Negro population, the Commission gathered facts concerning the number and types of Centers in operation, facilities available, the type of program being offered in these areas inhabitated largely by Negroes, and the selection of personnel.

The Recreation Department operates sixteen centers and one Class "A" playfield (Seasonal sports) in a total of ten wards where 32,779 or 84.3 per cent of the total Negro population lives. These centers range in classification from Class "A" to Class "D" types. Of the number of centers operated five are class "A" (combined playground and community center) for individuals over sixteen years of age. There are five class "B" centers (playgrounds only) for children under sixteen. The six class "C" centers (playground programs only) are operated for children ten years or under.

The following table shows the location of centers by wards, classification of centers, number of and percentage of Negro population living in these wards.

NUMBER OF RECREATION CENTERS SPONSORED BY NEWARK RECREATION DEPARTMENT IN NEGRO AREAS WITH PERSONNEL AND TYPE OF CENTER BY WARD AND WARD POPULATION, NEWARK, NEW JERSEY
1940

	RECREATION CENTERS					WARD POPULATION *		
		Class:						
	TOTAL	A	B	C	PERSONNEL	TOTAL	NEGRO	PER CENT NEGRO
ALL WARDS	17	6	5	6	40	233,315	32,779	14.0
1	1			1	4	26,268	1,415	5.4
2	1			1	2	11,812	2,159	18.3
3	4	2		2	10	26,616	11,947	44.9
4	1	1			2	6,805	1,053	15.5
6	1		1		2	21,226	2,320	10.9
7	2		1	1	4	14,167	4,349	30.7
9	1	1(a)			2	60,222	2,076	3.4
10	2		1	1	4	20,321	1,660	8.2
14	3	1	2		8	32,104	3,137	9.8
15	1	1			2	13,774	2,663	19.3

(a) Classified as class "A" playfield - seasonal Supervision during school terms.

* Ward population figures as of 1930 Census

When we consider that 32,779 live in the wards listed in the above table, it can be readily seen that the recreational needs of so large a number cannot be adequately met where the program is offered through such a small number of centers. For instance, in the third ward where nearly fifty per cent of the Negro population live only four centers are operated and two of these are for children ten years and under.

Elsewhere in the report it is stated that Negroes are limited in their choice of a place to live and that they are more or less restricted to blighted areas. The recreation facilities in the schools are comparable to the housing conditions in these areas which have been passed on to Negroes by former generations who have moved out of the areas. The facilities are wholly unsuited to present day needs. In most instances these ancient school buildings that house the centers lack modern equipment and sufficient play space.

Our findings are substantiated by the replies received from directors of centers in the various wards decrying the lack of facilities, play space, programs and trained leadership. The one reproduced here from a director of a center in the 3rd ward is typical of replies to the questionnaires sent out by the Commission.

> "I wish to report that my community is comprised of approximately 90% per cent colored folks while the attendance at my recreation center is about 95% percent children of the colored race and almost 100% per cent attendance at the community center for adult colored folks. I should estimate that the daily children's attendance is more than 500 per day while the adult attendance is less, or approximately 350 per night. We are open six (6) days per week for the children and two (2) nights per week for the adults from November 1st to May 1st of each year. Children's playground open all year.
>
> The attendance at this center could easily increase 100% per cent if the additional facilities which we lack were to

be given to this school district of colored folks. That is, we lack the following:

(1) Play Field for adults. My present area is too small to cater to the many colored adults seeking soft ball participation in one league or another. No provision is made for the many spectators who enjoy seeing this game. At least, 8 or 9 houses on either side of this playground is needed in order to meet the needs of the colored folks.

(2) Lack of playroom facilities for the adults, especially the active andquiet game rooms. At present, we use courts or corridors to meet their needs.

(3) We lack showers and wash basins for the adults and children especially after their extensive gymnasium programs during the fall and winter months. We have No showers. From a health standpoint this is dangerous.

(4) Lack of proper surfacing in playground also curtails my program.

(5) Lack of leadership is especially important since this particular community must meet needs which probably do not exist in other localities of this city or state. More teachers are needed."

While the problems of delinquency and crime are discussed at length in the following chapter of this report, it is important at this point to call attention to the fact that the highest percentage of delinquency in Newark is found in the areas embraced by these wards.

*There is a wide spread conviction among judges, police officials, prison wardens and social workers that organized play is a preventative of juvenile delinquency. --- Warden Laws in his book, "Twenty Thousand Years in Sing Sing" says, "It is a well established fact that supervised recreation in congested areas makes for crime prevention."

"Obviously, of course, areas for recreation must be adequate and leaders competent in order to produce such results.

Since the causes of juvenile delinquency are complicated it cannot be expected that recreation alone, no matter how skillfully organized, will solve the problem. Coordinated effort among all of the agencies in the community that are any way related is necessary in successfully attacking this

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*Recreation a Major Community Problem.

problem. Experience has shown however that recreation must have a very large part in such cooperative effort."

Because of the failure of the Recreation Department to operate more centers thereby serving a larger proportion of the population, and the lack of facilities and play space, this Commission is convinced that the Negro child population is being denied a fair chance to lead a wholesome and normal life.

The centers serving the recreational needs of the Negro adult population are not only inadequate in number but are open only two evenings a week. It is the opinion of authorities in the field of recreation that recreation centers should be kept open every week day including Saturdays. One writer makes the following comment in this respect:

> "What then is a real community center? It is a school or other building located in a residential district open mornings, afternoons and evenings, and frequently all day Saturday, with an organized educational-recreational program which attracts boys and girls, both aimless and ambitious youth, busy adults and even old people with time hanging heavy on their hands." *

The Recreation Department's failure to keep the doors of the Community Centers open to adults and adolescents every night, during the week including Saturdays restricts this portion of Negro population in its choice of recreational pursuits. To be denied the full use of the limited facilities works a hardship on these individuals.

The Commission found that places in these areas offering commercial recreation such as pool rooms, taverns, grills, dance halls, movies did a thriving business.

* Bowers, Ethel M. "The community Center as a Neighborhood Club House" published by the National Recreation Association

The recreation department employs seventy-six recreation workers, two of which are Negroes. Appointments are generally made from a Municipal Civil Service list established as a result of competitive examinations. However, in some instances individuals who are on some other Municipal Civil Service lists have been employed by the Recreation Department.

It has been previously stated that the Recreation Department operates sixteen centers and one play field in its effort to serve the recreational needs of the Negro population, nevertheless, only two Negro workers are employed. It seems then on the basis of need that there should be a much larger representation of Negro workers on the staff. It is interesting at this point to note that approximately sixty-five per cent of workers on the staff of the Recreation Department are graduates of Panzer College of Physical Education and Hygiene, located in East Orange, New Jersey. This College denies admission to Negro applicants. This is evidenced by letters in the Commission's own files received by individuals who applied for admission. In an effort to learn why Negroes were denied admission the Commission last year sent a questionnaire to the President of Panzer College asking for certain information. This questionnaire was returned and is reproduced as follows:

1. Total enrollment for the semester which began September, 1938.
   A. The total enrollment at Panzer College Physical Education and Hygiene for the semester which began September 1938---158.

2. Total enrollment of Negro students for the semester which began September, 1938. None
   A. Panzer college of Physical Education and Hygiene has a limited enrollment which is open to all who qualify. All students who meet the requirements for admission are eligible and those of the highest merit are accepted. Entrance requirements are, in general: a) personality and

character of applicant, b) high school record, c) health, d) scholastic aptitude, e) ability, g) English test, h) social usage test and i) possibility of placement.

3. Total number of graduates for each year for the past five years and the total Negro graduates for the same period.
   A. Total number of Negro graduates for same period - None.

4. Do you find unusual difficulty in placement of Negro graduates, if so, does this affect your policy regarding the admission of Negro students?
   A. Yes.

Before drawing this section to a close it is important to state that the Commission was appalled to find throughout the State of New Jersey that recreational opportunities for Negroes were wholly inadequate. In some communities there was a total absence of any type of recreation program while in others there was a feeble attempt to offer a few activities through private or semi-private agencies. In such instances Negroes were often denied full participation. It was found that even where the most advanced type of recreation set-up was in operation that the recreation needs of Negroes were being met to only a small extent. An almost total absence of Negro workers in public recreation programs was also observed.

The State of New Jersey as a political unit in a democracy is shirking its responsibility in its failure to provide adequate public recreation to its inhabitants. In depriving the Negro citizens of New Jersey values and advantages to be derived from the worthy use of leisure, the State is not only denying the Negro his right to individual development but it is also jeopardizing the general welfare of all its citizens.

DELINQUENCY AND CRIME

I. The Problem and Responsibility

It is to be expected that the rate of delinquency and crime among Negroes in New Jersey should be high when one considers the undesirable social and economic conditions under which the majority of Negroes live in the State.

The causes of delinquency and crime are inextricably interwoven with the problems of unemployment, poor housing, low health standards and inadequate education and recreation opportunities and facilities, all of which create a community situation in which crime breeds and thrives. An understanding of all of the factors that influence the living conditions of the Negro is not only necessary in order to analyze the crime situation, but is also of paramount importance in determining where responsibility should be placed and preventative programs established. These factors of maladjustment, to which the group as a whole is exposed, begin their devastating work of conditioning for delinquency upon the children of the group, many of whom are often neglected or abandoned by working parents. A large percentage of these neglected and abondoned children eventually find their way into the courts. To all these factors that make for a high rate of delinquency must be added the tendency on the part of some police to arrest indiscriminately and to disregard individual rights.

In analyzing the high rate of delinquency and crime among Negroes in New Jersey the material in this chapter will consider the extent of crime and delinquency among Negroes, juvenile delin-

quency, problems of adult delinquency and crime, and programs for the prevention and control of delinquency.

II. Extent of Delinquency and Crime.

The problem of delinquency and crime has become so serious in the State of New Jersey that two studies (1) of this social phenomena have been made in the past three years by governmental agencies in an effort to ascertain the extent and causes and for the purpose of formulating a program for curbing and treating delinquency. These studies reveal that there has been since 1930 a steady decline in the number of persons arrested, although in 1937 the number of arrests on serious charges increased slightly. It is further contended that this decline in the number of cases should not be construed as conclusive evidence of a corresponding improvement in behavior. This is especially true in the field of juvenile delinquency as pointed out in the report of the New Jersey Delinquency Commission, that:

> "During the past few years, the number of cases handled by the courts has been growing smaller, but this does not necessarily mean there has been less delinquency or general criminal activity. "The delinquent children known to the court may be regarded as a measure of official or apprehended delinquency, but not of the total volume of delinquency."
>
> "A decrease in the number of children appearing before courts may be due to several things: (1) changed policies with regard to accepting cases by some courts; (2) a growing belief that it is well to defer court action as long as possible for children whose delinquencies are not too serious; (3) fewer referrals to court by persons and agencies having some responsibility toward misbehaving children; (4) the development of agencies other than the court to dispose of and treat delinquent children without resort to the facilities or intervention of the court."*

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*New Jersey Juvenile Delinquency Commission, Progress Report of the Commission (April, 1938), p. 19.

(1)"Justice and T he Child,"N. J. Juvenile Delinquency Commission 1938 and "Delinquency Areas in Essex County."

These studies also show that the delinquency rate is higher in industrial areas than in the State as a whole.

These findings are significant in that they give a general picture of the situation throughout the State. However, for the purpose of this study, the Commission sought to determine to what extent the Negro contributed to this high delinquency rate and what types of offenses he committed, and the extent to which he is affected by preventative programs for the reduction and treatment of delinquency.

It has been stated elsewhere in this report that the Negro population in New Jersey is essentially urban. Previous studies show that the rate of delinquency and crime for all groups is higher in urban centers than in rural areas. Since the largest number of Negroes are concentrated in urban centers, the Commission confined its study of delinquency and crime among Negroes to ten cities. In studying this problem in these areas it was amazing to find that Negroes contributed an enormously high rate of delinquency and crime out of all proportion to that contributed by any other group relative to their respective populations.

NUMBER AND PER CENT NEGRO ARRESTS
TEN NEW JERSEY CITIES,
FIVE SELECTED YEARS

CITIES	1930		1932		1934		1936		1937	
	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%
TOTAL TEN CITIES	11,375	17.4	10,543	17.9	8,970	15.0	8,393	17.5	8,116	20.7
Atlantic City	1,979	43.9	2,310	41.0	1,330	36.6	1,570	39.1	1,743	40.4
Bayonne	225	7.9	125	5.0	94	3.7	134	5.0	148	7.1
Camden	1,988	21.7	1,508	21.6	1,437	21.5	1,370	22.5	845	22.4
East Orange	443	13.2	367	15.8	407	12.9	394	19.9	279	34.6
Elizabeth	690	19.0	513	18.2	376	13.4	365	10.1	399	15.4
Jersey City	984	10.0	1,131	9.2	1,064	8.1	334	6.2	465	12.3
Newark	3,796	20.9	3,259	22.2	2,936	18.3	2,782	21.3	2,712	25.3
Passaic	215	8.9	171	8.6	178	8.8	127	9.2	114	8.3
Paterson	335	6.5	442	9.3	454	8.6	456	8.7	422	8.6
Trenton	700	11.9	717	15.1	694	15.6	861	19.1	989	20.0

Source: New Jersey Juvenile Delinquency Commission, Police Records.

An examination of the figures set forth in the table will show that although total arrests and Negro arrests declined from 1930 to 1937 for the ten cities as a whole, the decline for the Negro was much slower than that of other races. Negro arrests represent an almost constantly increasing percentage of total arrests over the seven year period. For example, Negro arrests for all ten cities in 1930 were 17.4 per cent of total arrests. In 1937 they constituted 20.7 per cent of all arrests.

In Atlantic City and Bayonne, although a slight decrease in the Negro percentage of total arrests occurred in 1937 as compared with 1930, the situation from 1934 to 1937 was just the opposite. Actually, in 1934 Negro arrests comprised 36.6 per cent of total arrests in Atlantic City and 40.4 per cent in 1937. Likewise, they represented 3.7 per cent of total arrests in Bayonne in 1934 and 7.1 per cent in 1937.

In Camden the percentage of Negro arrests in 1936 and 1937 was higher than in any of the preceding years studied.

The city of East Orange presents an appalling picture. In 1930 Negro arrests were 13.2 per cent of the total arrests, actually 443 out of 3,366 arrests. In 1932 they were 15.8 per cent of total arrests. After a slight drop in 1934 to 12.9 per cent of total arrests, Negro arrests in 1936 increased to 19.9 per cent of total arrests, and in 1937 increased to the startling proportions of 34.6 per cent of total arrests.

Newark, Jersey City and Paterson to a lesser extent present the same picture, where in relation to total arrests, Negro arrests have increased since 1930.

The Commission wishes to call attention to the general statement that delinquency and crime decreased in the State from 1930 to 1937. In applying such statement to delinquency among Negroes, it was found that, although in the aggregate for the ten cities studied Negro arrests declined considerably in number from 1930 to 1937, their actual percentage of total arrests over the same time period had increased. On the basis of police records from the ten cities studied this Commission observed that crime and delinquency among Negroes decreased so much more slowly from 1930 to 1937 than among other races that it represented an almost constantly increasing proportion of all crime and delinquency. It may well be stated that the number of Negro arrests decreased, but that relative to all crime and delinquency the trend in Negro delinquency and crime from 1930 to 1937 was upward.

The extent to which this trend was due to the alleged increase in the Negro proportion of the State's population since 1930 cannot well be determined, since reliable estimates of annual Negro populations in New Jersey are not available. However, on the basis of study in the individual cities it may be assumed that the increase from 1930 to 1937 was not large enough to account for the entire 5.7 per cent increase in the Negro proportion of all delinquency and crime during that period.

Special attention is called to the condition in the State Capital. In Trenton, Negro arrests increased from 700 in 1930 or 11.9 per cent of all arrests to 989 arrests in 1937 or 20 per cent of all arrests. This represents an increase in both number and per cent.

The slow decrease in the total number of Negro arrests during the period studied is undoubtedly due in some extent to the failure of public and private agencies to extend their services to the Negroes arrested before the cases came before the courts.

This point will be gone into more thoroughly in the section on juvenile delinquency.

III. Juvenile Delinquency.

It has been stated that one child in every five referred to the Juvenile Courts in New Jersey is a Negro child. A close examination of the figures in the following table will show to what extent this statement is true.

CHILDREN REFERRED TO JUVENILE COURTS IN 1937 CLASSIFIED BY COLOR

Source of Referral	Number of Children			Per Cent of Children		
	Total	White	Negro	Total	White	Negro
Total	3,345	2,668	677	100	100	100
Municipal Police	1,315	1,138	177	39	43	26
Railroad Police	308	268	40	9	10	6
School Agency	272	227	45	8	9	7
Probation Dept.	106	91	15	3	3	2
Other Courts	73	66	7	2	2	1
Social Agency	84	57	27	3	2	4
Parents	325	163	162	10	6	24
Relatives	48	13	35	1	½	5
Individuals	751	582	169	22	22	25
Others	35	35	0	1	1½	0
Not Recorded	28	28	0	1	1	0

Source: N. J. Juvenile Delinquency Commission 1940, Adapted from Report "Justice and the Child in New Jersey," Appendix Table B-3.

The table above shows the distribution of children referred to juvenile courts in 1937 by color and by source of referral. The significant points to be noted here in comparing Negro and white

children are the greater tendency for colored children to be referred to the courts through petitions filed by parents and the relatively small percentage of Negro children brought into juvenile courts by the police. It can be readily seen that because of the large number of Negro children referred to the courts by parents, there is a need for parent education of Negro mothers and fathers.

The following table makes an analysis of Negro and white children referred to the juvenile court according to the home setting of the children at the time of referral.

CHILDREN REFERRED TO JUVENILE COURTS IN 1937
CLASSIFIED BY COMPOSITION OF FAMILY

Composition of Family	Number of Children			Per Cent of Children		
	Total	White	Negro	Total	White	Negro
All Children	3,345	2,668	677	100	100	100
With Both Parents	1,286	1,202	84	60	65	25
With Mother & Step Father	83	64	19	4	4	5
With Father & Step Mother	60	51	9	3	3	3
With Mother Only	436	301	135	20	17	39
With Father Only	155	125	30	7	7	9
With Other Relatives	69	37	32	3	2	10
In Foster Home	35	23	12	2	1	4
In Institution	30	13	17	1	1	5
Not Recorded b	1,191	852	339	b	b	b

Source: N. J. Juvenile Delinquency Commission 1940, Adapted from Report "Justice and the Child in New Jersey," Appendix Table B-4;
b. Omitted in computation of percentages.

In this tabulation the most striking features are the high percentage of Negro children from broken homes, 75 per cent as against 35 per cent for white children. The percentage of Negro children with one parent is considerably greater than among white families, 39 per cent of the Negro children were living with their mother only and 9 per cent with their father. The high percentage of Negro children from broken homes referred to the juvenile court clearly reflects the break-down in family life as an important contributing cause of delinquent behavior.

In analyzing the table on types of offenses committed by juveniles it is interesting to note that the chief offenses committed by both groups are larceny and theft. The difference here is not in the type of offense committed but in the fact that the Negro offenders were more frequently guilty of these offenses.

There is a difference, however, in the next type of offense committed most frequently by each group, in that 40 per cent of the 119 juveniles referred to the courts for running away were Negroes, while for the offenses described as acts of carelessness the whites comprised 92 per cent of the total 586 offenders. These acts of carelessness consist of destruction of property, malicious mischief, trespassing on railroad property, and general disorderly conduct.

For all juvenile offenses except those described as acts of carelessness the Negro far exceeded his population ratio in his proportion of referrals. Of the 178 juveniles referred on the charges of incorrigibility the Negro comprised 32 per cent, and 30 per cent of the 183 total offenses classified as injury to persons. To a lesser degree, though none the less serious, the Negro juvenile represented 29 per cent of the 215 juveniles charged with sex offenses. The Negro offender was also relatively more frequently referred on charges of robbing than white offenders.

A study of the delinquency figures does not give the whole picture of the situation. Caution must be used in comparing the delinquency of both groups for it is not advisable to draw too

definite conclusions about the relative extent of delinquency on the basis of the data shown. When it is considered that some courts handle juveniles unofficially or informally and bring only the more serious charges before the courts for action, it can be seen from the types of offenses listed above that the charges against Negro juveniles are usually more serious than those against whites. For instance, larceny and theft is often thought of as being a more serious offense than carelessness. Since there is a growing belief that it is well to defer court action as long as possible for children whose delinquencies are not too serious, the charge alone determines to a large extent whether or not the child will appear before the court. The disproportionate number of Negro children coming before the courts may also be attributed to the failure of agencies other then the courts to provide adequately for service to Negro children. No doubt if these agencies functioned for white and Negro alike many more cases among Negro children would be treated and disposed of before the intervention of the court would be necessary.

There seems to be less economic justification for acts of carelessness than for larceny, theft, and running away. In a study of the occupational status of the family from which Juvenile Court cases come it is an established fact that delinquency occurs most frequently or is brought to official attention most frequently, among families of low economic status.

OFFENSE VS. SEX AND COLOR FOR CHILDREN REFERRED TO ALL N. J. JUVENILE COURTS DURING 1937

REASON FOR REFERRAL	TOTAL	MALE					FEMALE				
		total	white	Negro	other	rec.	total	white	Negro	Other	not rec.
Total	3345	2885	2226	485	1	173	460	296	154	-	10
1. Automobile Stealing Sub-total	155	154	129	15	1	9	1	1	-	-	-
a. Stealing automobiles	120	120	99	13	1	7	-	-	-	-	-
b. Stealing auto accessories	33	32	28	2	-	2	1	1	-	-	-
c. Driving car w/o owners consent	2	2	2	-	-	-	-	-	-	-	-
2. Burglary - Unlawful entry Sub-total	608	594	461	78	-	55	14	7	7	-	-
a. Burglary	8	8	3	2	-	3	-	-	-	-	-
b. Unlawful entry	600	586	458	76	-	52	14	7	7	-	-
3. Robbery Sub-total	13	13	7	5	-	1	-	-	-	-	-
4. Larceny-Theft Sub-total	859	812	578	177	-	57	47	27	20	-	-
a. Stealing Bicycles	88	87	51	21	-	15	1	1	-	-	-
b. Picking Pockets	1	1	1	-	-	-	-	-	-	-	-
c. Shoplifting	24	19	8	8	-	3	5	1	4	-	-
d. Purse Snatching	38	38	16	19	-	3	-	-	-	-	-
e. Stealing Coal, food, etc.	59	58	44	12	-	2	1	1	-	-	-
f. Stealing from persons in home	27	19	13	6	-	-	8	5	3	-	-
g. Forgery	11	7	6	1	-	-	4	3	1	-	-
h. Fraud	6	6	3	3	-	-	-	-	-	-	-
i. Extortion	6	5	4	1	-	-	1	1	-	-	-
j. Receiving Stolen Property	8	8	5	2	-	1	-	-	-	-	-
k. Stealing Flashlights	8	8	7	1	-	-	-	-	-	-	-
l. Other Stealing Not Enumerated	583	556	420	103	-	33	27	15	12	-	-
5. Truancy Sub-total	324	225	170	48	-	7	99	74	24	-	1
6. Running Away Sub-total	119	68	35	32	-	1	51	32	16	-	3
a. From Home	117	68	35	32	-	1	49	32	14	-	3
b. From Institution	1	-	-	-	-	-	1	-	1	-	-
c. Other Ungovernable behavior	1	-	-	-	-	-	1	-	1	-	-

7. Ungovernable-Incorrig. Sub-total	178	91	59	27	-	5	87	52	30	-	5
a. Beyond Parents Control	58	36	23	12	-	1	22	13	8	-	1
b. Violent General Behavior	14	6	6	-	-	-	8	2	4	-	2
c. Staying out nights	43	14	8	5	-	1	29	18	9	-	2
d. Staying Away from home	23	11	5	6	-	-	12	9	3	-	-
e. Using vile - abusive language	11	7	6	1	-	-	4	3	1	-	-
f. Other Ungovernable behavior	29	17	11	3	-	3	12	7	5	-	-
8. Sex Offenses Sub-total	215	125	97	24	-	4	90	51	39	-	-
a. Fornication	68	17	14	2	-	1	51	25	26	-	-
b. Danger of becoming immoral	1	-	-	-	-	-	1	1	-	-	-
c. Prostitution	3	-	-	-	-	-	3	2	1	-	-
d. Immoral Relations with same sex	21	21	15	5	-	1	-	-	-	-	-
e. Rape	6	6	5	1	-	-	-	-	-	-	-
f. Indecent Assault	29	29	23	5	-	1	-	-	-	-	-
g. Indecent Exposure	11	11	9	2	-	-	-	-	-	-	-
h. Possession obscene pictures	3	2	1	1	-	-	1	1	-	-	-
i. Insulting persons of opposite sex	3	3	3	-	-	-	-	-	-	-	-
j. Enticing minors for immoral purposes	2	2	2	-	-	-	-	-	-	-	-
k. Other Sex Immorality	68	34	35	8	-	1	34	22	12	-	-
9. Injury to person Sub-total	183	164	111	44	-	9	19	8	10	-	1
a. Homicide	2	1	1	-	-	-	1	-	1	-	-
b. Maynem	1	1	-	1	-	-	-	-	-	-	-
c. Threat to do bodily harm	10	7	5	2	-	-	3	-	3	-	-
d. Assault and Battery	134	121	81	33	-	7	13	7	5	-	1
e. Atrocious Assault and Battery	25	23	14	7	-	2	2	1	1	-	-
f. Accidental injury to person	9	9	8	1	-	-	-	-	-	-	-
g. Other injury to person	2	2	2	-	-	-	-	-	-	-	-
10. Acts of Carelessness Sub-total	586	575	528	22	-	25	11	11	-	-	-
a. Destruction of property	252	250	232	3	-	15	2	2	-	-	-
b. Malicious Mischief	72	70	65	3	-	2	2	2	-	-	-
c. Tampering with U. S. Mail	1	1	1	-	-	-	-	-	-	-	-
d. Trespassing	6	6	6	-	-	-	-	-	-	-	-
e. Trespassing R. R. Property	62	62	57	3	-	2	-	-	-	-	-
f. Arson - Setting fires	12	12	11	1	-	-	-	-	-	-	-
g. Discharging Firearms	4	4	4	-	-	-	-	-	-	-	-
h. Disturbing the peace	10	10	10	-	-	-	-	-	-	-	-
i. Disorderly Conduct	28	25	16	8	-	1	3	3	-	-	-
j. Sneaking into theatres	4	4	4	-	-	-	-	-	-	-	-

k. Committing a nuisance	2	2	2	-	-	-	-	-	-	-	-
l. Throwing stones	62	60	59	-	-	1	2	2	-	-	-
m. Crapshooting - Gambling	10	10	10	-	-	-	-	-	-	-	-
n. Fighting	4	3	1	2	-	-	1	1	-	-	-
o. False Fire Alarm	9	8	6	1	-	1	1	1	-	-	-
p. Cruelty to animals	3	3	3	-	-	-	-	-	-	-	-
Q. Illegal possession of firearms	4	4	4	-	-	-	-	-	-	-	-
r. Playing ball in streets	9	9	9	-	-	-	-	-	-	-	-
s. Other acts of Mischief	30	30	26	1	-	3	-	-	-	-	-
t. Carrying Concealed Weapons	2	2	2	-	-	-	-	-	-	-	-
11. Traffic Vio.-Driv. w/o Lic. S-total	3	3	2	1	-	-	-	-	-	-	-
12. Use, sale, poss. of liquor Sub-tot.	3	2	1	1	-	-	1	-	1	-	-
a. Intoxication	2	1	1	-	-	-	1	-	1	-	-
b. Other liquor law Violation	1	1	-	1	-	-	-	-	-	-	-
13. Other Reasons Subtotal	99	59	48	11	-	-	40	33	7	-	-
a. Attempted Suicide	5	-	-	-	-	-	5	5	-	-	-
b. Begging, Pandhandling	2	1	1	-	-	-	1	1	-	-	-
c. Vagrancy, Loitering	38	24	22	2	-	-	14	14	-	-	-
d. Unlawful Peddling	4	2	2	-	-	-	2	2	-	-	-
e. Juvenile Delinquency	15	10	6	4	-	-	5	2	3	-	-
f. Miscellaneous other reasons	12	2	2	-	-	-	10	7	3	-	-
g. Violation of Probation	16	16	13	3	-	-	-	-	-	-	-
h. Perjury	1	1	1	-	-	-	-	-	-	-	-
i. Suspicion	6	3	1	2	-	-	3	2	1	-	-

Source: New Jersey Juvenile Delinquency Commission Juvenile Court Study, 1938

Due to the low income status of the Negro family a tremendously large percentage of mothers find it necessary to engage in work outside of the home in order to supplement the small family budget. This practice of working away from home leaves a large number of Negro children without parental care. Faced with a lack of recreational and educational opportunities and facilities that might serve as a guard against anti-social behavior, it is little wonder that Negro children get into so many difficulties which bring them to the attention of the juvenile court.

Of the many contributing factors to the high rate of delinquency among Negro children in New Jersey, it may be said that the most important are the tendency to adjudge border line cases in the absence of agencies offering special service to children before they come before the courts, the lack of parental education on the part of Negro parents as reflected in the large number of children referred to the courts by them, the break-down of family life, the low economic status of the Negro family, and the evils that grow out of the lack of an adequate program of play and education for this younger age group.

It is not only important to know the number of Negro juveniles that come before the courts and the types of offenses they are charged with but it is equally important to know the dispositions which are made of such cases.

In considering the figures in the above table showing dispositions the Commission was most impressed by the large number of Negro children sent to institutions for delinquents. In 1937 out

CHILDREN REFERRED TO ALL NEW JERSEY JUVENILE COURTS DURING 1937 CLASSIFIED BY DISPOSITION, SEX AND COLOR

DISPOSITION	Both Sexes					Male					Female				
	total	white	Negro	Other	not rec.	total	white	Negro	Other	not rec.	total	white	Negro	Other	Not Rec.
Total	3345	2522	639	1	183	2885	2226	485	1	173	460	296	154	-	10
Child to remain under supervision of	930	766	142	1	21	835	696	118	1	20	95	70	24	-	1
Probation officer supervision	691	556	113	1	21	607	496	90	1	20	84	60	23	-	1
Probation (custody not stated)	239	210	29	-	-	228	200	28	-	-	11	10	1	-	-
Agency or Individual Supervision	150	115	34	-	1	130	104	25	-	1	20	11	9	-	-
Police Officer	40	32	8	-	-	40	32	8	-	-	-	-	-	-	-
Other Public Official	15	13	2	-	-	14	13	1	-	-	1	-	1	-	-
Clergyman	7	7	-	-	-	7	7	-	-	-	-	-	-	-	-
Other Individual	12	7	4	-	1	7	4	2	-	1	5	3	2	-	-
State Board of Children's Guardians	19	13	6	-	-	14	11	3	-	-	5	2	3	-	-
City or County Welfare Department	23	18	5	-	-	16	14	2	-	-	7	4	3	-	-
Other Public Agency	20	11	9	-	-	20	11	9	-	-	-	-	-	-	-
Private Religious Agency	9	9	-	-	-	8	8	-	-	-	1	1	-	-	-
Private Child Caring Agency	4	4	-	-	-	4	4	-	-	-	-	-	-	-	-
Other Private Agency	1	1	-	-	-	-	-	-	-	-	1	1	-	-	-
Under Temporary care of Institution	35	25	8	-	2	29	20	7	-	2	6	5	1	-	-
County or City Detention Home	29	21	6	-	2	26	19	5	-	2	3	2	1	-	-
Private Religious Institution	4	4	-	-	-	1	1	-	-	-	3	3	-	-	-
Other Pvt. Child Caring Institution	1	-	1	-	-	1	-	1	-	-	-	-	-	-	-
Other Institution	1	-	1	-	-	1	-	1	-	-	-	-	-	-	-
Probation Continued	35	27	8	-	-	30	25	5	-	-	5	2	3	-	-
Child not to remain under sup.of court	572	459	87	-	26	496	403	70	-	23	76	56	17	-	3
Dismissed	247	184	51	-	12	221	169	40	-	12	26	15	11	-	-
Adjusted	158	120	27	-	11	122	93	21	-	8	36	27	6	-	3
Reprimanded or Warned	167	155	9	-	3	153	141	9	-	3	14	14	-	-	-
Committed to Institutions	601	374	213	-	14	456	299	144	-	13	145	75	69	-	1
State Home (Boys & Girls)	398	231	158	-	9	274	174	92	-	8	124	57	66	-	1
State Home Parole Continued	4	2	2	-	-	4	2	2	-	-	-	-	-	-	-
County Detention Home	6	3	2	-	1	4	2	1	-	1	2	1	1	-	-
City Detention Home	95	55	38	-	2	94	55	37	-	2	1	-	1	-	-

County Parental Home	70	63	7	-	-	57	50	7	-	-	13	13	-	-	-
City Home Parole	5	3	2	-	-	5	3	2	-	-	-	-	-	-	-
Institution for Epileptic-Feeblemind	14	12	2	-	-	13	11	2	-	-	1	1	-	-	-
Hospital	2	1	1	-	-	2	1	1	-	-	-	-	-	-	-
Clinton Reformatory for Women	1	1	-	-	-	-	-	-	-	-	1	1	-	-	-
Other Institutions	3	3	-	-	-	1	1	-	-	-	2	2	-	-	-
Child Caring Agencies	85	67	15	-	3	65	53	9	-	3	20	14	6	-	-
State Board of Children's Guardians	22	12	8	-	2	13	7	4	-	2	9	5	4	-	-
County or City Welfare Board	1	1	-	-	-	1	1	-	-	-	-	-	-	-	-
Private Religious Agency	18	17	1	-	-	12	11	1	-	-	6	6	-	-	-
Other Public Agency or Department	4	3	1	-	-	2	2	-	-	-	2	1	1	-	-
Private Child Placing Agency	2	2	-	-	-	1	1	-	-	-	1	1	-	-	-
Referred to Mental Clinic	9	9	-	-	-	9	9	-	-	-	-	-	-	-	-
Referred to Medical Clinic	2	2	-	-	-	1	1	-	-	-	1	1	-	-	-
Referred to Pvt.Religious Agency	1	-	1	-	-	1	-	1	-	-	-	-	-	-	-
Referred to Semi-public Sh.Guid.Bur.	3	3	-	-	-	3	3	-	-	-	-	-	-	-	-
Referred to Other County	6	6	-	-	-	6	6	-	-	-	-	-	-	-	-
Referred to other State	17	12	4	-	1	16	12	3	-	1	1	-	1	-	-
Miscellaneous	119	104	12	-	3	118	103	12	-	3	1	1	-	-	-
Restitution Ordered	94	80	11	-	3	93	79	11	-	3	1	1	-	-	-
Fine and Costs imposed	23	22	1	-	-	23	22	1	-	-	-	-	-	-	-
Runaway Returned	2	2	-	-	-	2	2	-	-	-	-	-	-	-	-
Case Held Open, No further disposition anticipated	818	585	120	-	113	726	523	95	-	108	92	62	25	-	5
Suspended Sentence	526	400	70	-	56	494	379	61	-	54	32	21	9	-	2
Case Cont'd, Held Open, Adjourned	101	58	20	-	23	81	47	12	-	22	20	11	8	-	1
Probation to Parents	121	79	15	-	27	108	72	9	-	27	13	7	6	-	-
Probation to Relatives	5	4	1	-	-	4	4	-	-	-	1	-	1	-	-
Ordered Back to School	13	9	4	-	-	7	3	4	-	-	6	6	-	-	-
Ordered out of State	8	3	4	-	1	6	1	4	-	1	2	2	-	-	-
Foster Home Placement Ordered	22	20	1	-	1	8	8	-	-	-	14	12	1	-	1
Other Dispositions	4	3	-	-	1	2	1	-	-	1	2	2	-	-	-
No Appearance	18	9	5	-	4	16	8	5	-	3	2	1	-	-	1

Source: New Jersey Juvenile Delinquency Commission, Juvenile Court Study 1938

of a total of 639 Negro juvenile offenders, 213 or 33.3 per cent were disposed of in this manner. Of the 213 dispositions 43.2 per cent of that number were sent to the State Home for Boys and 31 per cent to the State Home for Girls. A total of 75 per cent of the 213 were thus sent to State Institutions. Most of the remaining delinquents were disposed of as follows: 38 or 17.9 per cent were committed to the City Detention Home, and 7 or 3.3 per cent were committed to the County Parental Homes.

A larger percentage of Negro juveniles than whites are referred to institutions. Out of the total of 2,522 white juvenile delinquents only 14.8 per cent or 374 were committed to State institutions. Of this number 46.5 per cent were sent to the State Home for Boys and 15.2 per cent to the State Home for Girls. This represents approximately 62 per cent referred to State institutions as compared with 75 per cent for Negroes. Fifty-five or 14.7 per cent were committed to the City Detention Home and 63 or 16.8 per cent were committed to the County Parental Home.

The most common disposition of white juvenile offenders was to Remain under Supervision of the Court through probation. Out of the total 2,522 white offenders, 766 or 30.4 per cent were placed on probation while only 142 or 22.2 per cent of Negro offenders were placed on probation.

It was found that 34 or 5.3 per cent of the Negroes were placed

under supervision of agencies or individuals and that in all cases supervision was by public authorities. None were under supervision of a private agency. Of the whites placed under supervision of agencies and individuals this was not true. Of the 115 cases 14 were under supervision of a private agency.

When the child was not to remain under court supervision but was dismissed, adjusted, warned or reprimanded etc. only 87 cases or 13.6 per cent of the total Negro cases were so disposed of in comparison with the 459 or 18.2 per cent of the total white cases so disposed. Thus the tendency to make this type of disposition seems to be a more common practice where white children are involved than in the case of Negro children. Likewise in placing children with private religious child caring agencies only one Negro child was so placed while 17 white children were placed with private religious agencies.

In the instance where cases were held open and no further disposition was anticipated it was found that 120 of these were Negroes and 585 were whites. The majority of these cases fell within suspended sentences, case continued, held open, adjourned, and probation to parents. Out of the 120 Negroes listed under cases held open 15 or 12.5 per cent were probated to parents as compared with 79 or 13.5 per cent whites listed in this manner; 4 or 3.3 per cent of Negroes in case held open were ordered back to school as compared with 9 or 15.4 per cent whites and 1 Negro in cases held open was probated to relatives as compared with 4 whites.

In view of the fact that a large percentage of the Negro children who come before the courts are sent to the State institutions for delinquent boys and girls it is well to examine the figures for

1939 showing what percentage of the population the Negro delinquent comprises in these institutions and the number in the community under supervision.

NEGROES UNDER CARE OF NEW JERSEY STATE HOMES
FOR JUVENILE DELINQUENTS, JUNE 30, 1939
BY NUMBER AND PER CENT OF ALL PERSONS UNDER CARE

	Under Supervision June 30, 1939				Admissions During year ending June 30, 1939	
	In Institution		In Community			
	Negro	Per cent Negro	Negro	Per cent Negro	Negro	Per cent Negro
Total in State Homes	340	44.1	486	34.3	160	40.8
In State Home for Boys	190	38.3	291	29.6	94	35.5
In State Home for Girls	150	54.5	195	45.1	66	52.0

Source: State Dept. of Institutions and Agencies
Division of Statistics and Research.

In June 1939 over 44 per cent of the total number of inmates in State Homes for juveniles were Negroes and over 34 per cent of the total number of delinquents under supervision in the community were Negroes. The population figures of the two institutions so closely followed the admission figures that no further discussion of them is necessary. However while both Negro boys and girls are responsible for these high proportions of admissions and of persons under supervision in State Homes for Juvenile Delinquents, the Negro girls represent a larger proportion of all females admitted than the Negro male represents of all males admitted. Of the total 265 male admissions in June 1939, 35.5 per cent were Negro boys while Negro girls represented over 50 per cent of the total 127 admissions to State Homes for Girls during the same period.

ADOLESCENTS

In support of the statement that persons under 21 appear to contribute most to the Negroes' high relative arrest standing, the following information is presented.

In 1930 Negro adolescents, or those persons from 16 to 20 years of age inclusive, comprised 14.1 per cent of all arrests for that age group in ten selected cities of New Jersey. In 1937 they comprised 19.6 per cent of the total adolescent arrests. Except for the drop in 1934 to 13.1 per cent of adolescent arrests, Negro adolescent arrests in comparison to arrests of other races followed a general upward trend. It is significant to note that this upward trend appears decidedly steeper than the upward trend shown by adults.

It is unfortunate that the Negro Youth of this age group shows such a frequent contact with authorities of the law. While contact of the other races with the law has in the aggregate decreased, the Negro contact has decreased so much more slowly that he has come to represent a constantly increasing percentage of delinquent offenders. This Commission is therefore convinced that a serious need exists for further analysis and study of crime and delinquency among Negro adolescents.

ADULT DELINQUENCY AND CRIME

Adult delinquency like juvenile delinquency breeds and flourishes in an environment rife with conditions and situations that make for social disorganization. Adult delinquency likewise thrives in a community situation where there is to be found wide spread poverty, poor housing, low health standards, family disorganization and inadequate recreational and educational opportunities and facilities.

NEGRO ADULT ARRESTS
Ten N. J. Cities
With Percentage Distribution
Five Selected Years

	1930		1932		1934		1936		1937	
	NEGRO ARRESTS	% NEGRO ARRESTS	NEGRO ARRESTS	% NEGRO ARRESTS	NEGRO ARRESTS	% NEGRO ARRESTS	NEGRO ARRESTS	% NEGRO ARRESTS	NEGRO ARRESTS	% NEGRO ARRESTS
TOTAL-TEN CITIES	9,640	17.9	8,952	18.4	7,556	15.0	7,110	17.1	6,841	20.6
ATLANTIC CITY	1,756	44.5	1,951	40.1	1,147	36.4	1,296	37.5	1,513	40.0
BAYONNE	192	8.1	108	5.3	86	4.0	110	4.8	141	8.3
CAMDEN	1,619	21.9	1,260	22.3	1,170	21.7	1,152	22.8	761	23.4
EAST ORANGE	354	12.2	300	14.6	317	11.1	320	18.3	207	31.8
ELIZABETH	619	21.4	460	19.9	329	14.0	337	10.5	345	15.7
JERSEY CITY	858	10.7	983	9.6	938	8.4	298	6.2	407	12.3
NEWARK	3,162	20.8	2,762	22.9	2,412	17.6	2,332	20.0	2,133	24.5
PASSAIC	173	9.9	135	9.2	144	9.2	109	10.4	101	8.7
PATERSON	308	7.1	394	10.1	396	9.0	396	8.9	357	8.7
TRENTON	599	12.1	598	15.0	617	16.3	760	19.5	876	20.5

Adults: 21 years of age and over. 1930-37.
(A negligible percentage of persons of unrecorded age are included with adults)

An analysis of the total arrests of adult Negroes in the ten selected cities shows a trend similar to that found among Negro juvenile delinquents in these areas. In relation to total adult arrests Negro adult arrests showed an increase from 1930 to 1937 despite a general reduction in the number of Negroes arrested.

This is especially true in East Orange where Negro arrests were 12.2 per cent of all adult arrests in 1930 and 31.8 per cent of all adult arrests in 1937. Similarly in Trenton an increase is shown in the number of Negro adult arrests. In 1930 there were 599 or 12.1 per cent Negro arrests of total arrests while in 1937 the number had increased to 876 or 20.5 per cent of the total arrests.

It can be said, however, that all arrests in the ten cities studied have declined from 1930 to 1937 although several cities show higher arrests in 1937 than in 1934.

Negro adult arrests have also declined in these same cities, but at a much slower rate than adult arrests of other races, consequently resulting in an increasing ratio of Negro adult arrests to total adult arrests from 1930 to 1937. Thus it is seen that the relative upward trend of Negro arrests is not separately confined to either adults or persons under 21, although it appears most acute in the latter group. Special attention should therefore be given to the p roblem of reducing arrests in all age groups.

The types of offenses with which Negroes are charged are given in the following table:

OFFENSES OF ADULTS ARRESTED BY POLICE
BY RACE AND BY PERCENTAGE DISTRIBUTION
TOTALS FOR TEN SELECTED CITIES
1937

ADULT OFFENSES	ALL RACES		NEGRO		OTHER	
	Number	per cent	Number	per cent	Number	per cent
All Offenses	31,232	100.0	6,692	100.0	24,540	100.0
Criminal Homicide	314	1.0	64	1.0	250	1.0
Robbery	204	.6	78	1.2	126	.5
Assault	3,139	10.1	1,165	17.4	1,974	8.0
Burglary	403	1.2	139	2.1	264	1.1
Larceny	1,086	3.5	387	5.8	699	2.8
Larceny, auto	120	.4	38	.6	82	.3
Embezzlement & Fraud	712	2.3	70	1.1	642	2.6
Receiving Stolen Property	136	.4	19	.3	117	.5
Forgery Counterfeit	49	.2	11	.2	38	.2
Sex Offenses	1,006	3.2	331	4.9	675	2.8
Narcotic Violation	23	.1	7	.1	16	.1
Possession Weapons	144	.4	82	1.2	62	.3
Non-Support Neglect	945	3.1	191	2.9	754	3.1
Liquor Violation	406	1.3	238	3.6	168	.7
Motor Vehicle Violation	6,799	21.7	681	10.2	6,118	24.9
Disorderly Conduct	12,661	40.5	2,445	36.5	10,216	41.6
Gambling	869	2.8	206	3.1	663	2.7
All Other	2,110	6.7	525	7.8	1,585	6.5
Federal Violation	30	.1	3	.0	27	0.1
Not Recorded	76	.2	12	.2	64	.3

Source: Police records, Juvenile Delinquency Commission.

Assault is the major offense for both Negroes and other adults. Of all the offenses committed by the Negro in 1937, 17.4 per cent were assults while assaults represented 8 per cent of offenses committed by adults of other races. The Negro committed 1,165 offenses of assault while other races committed 1,974 offenses of assault. The charges for minor liquor violations were distributed among Negroes approximately five times as frequently as among other groups. The charges for carrying concealed weapons were also relatively high for the Negro.

The Negro committed such offenses as assault, burglary, larceny, and auto thefts relatively twice as frequently as other groups. It was also found that out of a total of 1,006 sex offenses the Negro committed 331 or 32.9 per cent of the total. Negro women appear to be chiefly responsible for the frequent arrests for this offense. Likewise Negro women were more frequently referred on charges of assault, sex offenses, and larceny than on any other offense. It would seem therefore, that except for their too frequent convictions for sex offenses, Negro women appear to commit the same types of offenses as men.

A close examination of the figures given here in regard to the offenses committed by Negroes in these ten urban centers indicates that the economic and social circumstances under which Negroes live in these communities are reflected in the types of crime they commit. For example, such offenses as larceny, burglary and robbery, three crimes involving property alone, account respectively for 9 per cent of the total offenses committed by Negroes yet only 4.4 per cent of the total offenses committed by other races.

Poverty is one of the important causal factors in producing this type of criminal behavior. While the causes for assault and sex offenses may have some economic foundation, it is safe to say that for the most part they are the result of the thwarting of normal individual impulses and desires; expressing themselves in lawless behavior.

As the investigations of the problems of delinquency and crime among Negroes progressed the conditions uncovered became more shocking. In gathering and studying the statistics on prison population it was alarming to find that for the single year of 1939 Negro adults represented 29.1 per cent of the total commitments to state institutions for adult offenders.

TOTAL AND NEGRO POPULATION IN INSTITUTIONS FOR ADULT OFFENDERS
SHOWING PERSONS IN INSTITUTION, IN COMMUNITY
ON PAROLE AND ADMISSIONS
During Year Ending June 30, 1939
New Jersey 1939

	Under Supervision June 30, 1939								
	IN INSTITUTIONS			IN COM.			ADMISSIONS		
	T	N	%N	T	N	%N	T	N	%N
ALL INSTITUTIONS	3775	1077	28.5	3859	863	22.4	1634	476	29.1
STATE PRISON	2035	670	32.9	645	203	31.5	750	238	31.7
RAHWAY	879	254	28.9	1278	234	18.3	220	63	28.6
ANNANDALE	532	115	21.6	1679	327	19.5	498	99	19.9
CLINTON WOMEN	329	38	11.6	257	99	38.5	166	76	45.8

Source: Dept. Institution and Agencies. Division of Research and Statistics.

An examination of the figures in the above table will show that in 1939 the percentage of Negro adults committed to the four state institutions ranged from 19.9 per cent to 45.8 per cent of the total commitments. The age and sex of the offender and the type of crime committed determined to which institution the offender was sent.

Men were committed for the more serious offenses to the State prison in Trenton, New Jersey. As of June 30, 1939 Negroes represented 32.9 per cent of inmates in this institution, actually 670 out of a total inmate population of 2,035. At the same time, Negroes represented 31.5 per cent of persons on parole from this institution and 31.7 per cent of admissions for year preceding the above date.

Males between the ages of sixteen and thirty, who have been convicted of crimes, punishable by imprisonment in the State Prison, were committed to the Reformatory at Rahway with indeterminate sentences. In June 30, 1939 Negroes represented 254 of the total of 879 inmates or 28.9 per cent. Negroes represented also 234 of the 1,278 persons under supervision in the community, actually 18.3 per cent. At the same time they comprised 28.6 per cent of the admissions for the twelve months preceding June 30, 1939.

The New Jersey Reformatory at Annandale receives for an indeterminate period, any male person between the ages of 16 and 26 who has been convicted of a crime punishable by imprisonment in the State Prison, who had not previously been sentenced to a State Prison,

penitentiary, or other reformatory, in this or in any other State. Negroes comprised 21.6 per cent of the inmates or 115 out of 532 on June 30, 1939. They comprised 19.5 per cent of persons on parole or 327 out of 1,679. Out of total admissions over the twelve month period, Negroes represented 19.9 per cent or 99 out of 498 persons.

Women offenders more than sixteen years of age were committed to the Reformatory for Women. Women committed to the New Jersey Prison were transferred to the reformatory after they passed through the Clearing House for women offenders at Trenton. Women committed directly to the institution receive indeterminate sentences under which consideration for parole is based upon individual needs and adjustment. On June 30, 1939 Negroes represented 11.6 per cent of the inmates or 38 out of a total of 329. They comprised 38.5 per cent of the parolees or 99 out of 257. Out of 166 total admission for the year preceding June 30, Negroes represented 45.8 per cent.

The Commission is convinced that the responsibility for the prevailing high rate of delinquency and crime in the State should not be placed wholly upon the individuals who committed the acts that have made them offenders. The State and local governments are equally responsible for this problem. In their failure to provide an equal opportunity for Negroes to participate in the benefits of available services and an equal chance to make a

livelihood and enjoy a certain measure of social and economic security, they have neglectfully paved the way for this problem to breed and spread. Regardless of what type of preventative and educational program, and improved correctional methods are inaugurated, if in the plans provision is not made for corrections of the basic and fundamental causal factors, the volume of delinquency and crime will remain a high social cost to the State and a threat to the general public welfare.

CIVIL RIGHTS

The Civil Rights Act attempts to secure for all persons regardless of race or color equal rights and privileges in places of public accommodation (Revised Statutes of New Jersey, Title 10, Chapters 1 and 2).

The inclusive character of the provisions may readily be seen from the following:

> "A place of public accommodation, resort or amusement within the meaning of this chapter shall be deemed to include any inn, tavern, road house or hotel, whether for entertainment of transient guests or accommodation of those seeking health, recreation or rest; any restaurant, eating house, or place where food is sold for consumption on the premises; any place maintained for sale of ice cream, ice and fruit preparations or their derivatives, soda water or confections, or where any beverages of any kind are retailed for consumption on the premises; any garage, any public conveyance operated on land or water, and stations and terminals thereof; any public bathhouse, public boardwalk, public seashore accommodation; any theater, or other place of public amusement, motion-picture house, airdome, music hall, roof garden, skating rink, amusement and recreation park, fair, bowling alley, gymnasium, shooting gallery, billiard and pool parlor; any dispensary, clinic, hospital, public library, kindergarten, primary and secondary school, high school, academy, college and university, or any educational institution under the supervision of the regents of the state of New Jersey." (Title 10, Chapter 1, Section 5).

The problem of educational opportunities for Negroes does not seem to be properly grounded on the Civil Rights Act. This matter will be considered under education.

Discrimination and segregation based on race and color are prevalent throughout the State. Reports gathered by the Commission indicate a greater extent of discrimination and segregation in South Jersey. This section includes the following counties:

Burlington, Camden, Ocean, Gloucester, Cumberland, Salem, Atlantic, and Cape May. However the middle and northern counties make a considerable contribution. Restaurants deny service to Negroes. Theatres restrict Negroes to the balconies or, if they allow them in the orchestra, segregate them in one section. A survey of discrimination against Negroes in Newark theatres made by a group indicated that out of thirty-seven theatres surveyed, ten discriminated against Negroes. Methods ranging from gentle persuasion to threats and intimidation were observed in carrying out the discriminatory practices. Hotels generally refuse accommodations to Negroes even when the latter are included in white groups seeking similar accommodations. Negro patients are denied equal accommodations in hospitals which are tax supported and tax exempted. Certain hospitals admit Negroes to accommodation without regard to their color, but deny the accommodations of maternity wards to expectant Negro mothers.

Public agencies and institutions have also refused equal facilities and privileges to Negroes in places of public accommodation. Negro high school students at the Trenton High School were barred from using the swimming pool with their regular classes until the Supreme Court forbade the discriminatory practice. A similar practice prevailed at the East Orange High School until the Supreme Court ruling. Numerous instances have come to the attention of the Commission indicating Negro students are barred from the facilities and activities of public schools and colleges.

The governing body of Long Branch passed two ordinances purporting to provide for the maintenance and regulation of bathing beaches of the City of Long Branch. Both ordinances appeared innocuous. But the administration of the ordinances disclosed that the City Clerk through the issuing of permits restricted all Negroes to one of the four designated sections of the beach. Subsequently in face of litigation the authorities abandoned the discrimination.

These instances mentioned above and many others indicate illegal and undemocratic attempts on the part of public officials to deprive Negroes of the rights and privileges of citizenship, and suggest that more drastic action should be instituted in the courts against those officials individually who initiate such illegal acts in defiance of the law.

The Act provides for a civil penalty and for criminal prosecution. The civil procedure in the enforcement of the Act is unusual and restrictive. The aggrieved party must sue and recover in the name of the State. If judgment is awarded in favor of the plaintiff, the latter is allowed costs and an attorney's fee of not less than twenty and not more than one hundred dollars. The remainder goes to the State. The Act reads as follows:

> "for each and every violation thereof, forfeit and pay the sum of not less than one hundred dollars not more than five hundred dollars, to the state, to be recovered in an action of law, with costs." (Title 10, Chapter 2, Section 6)

> "the aggrieved party shall be paid out of the judgment so recovered, the costs incurred in prosecuting such action, according to a bill of costs to be taxed as hereinafter provided, and also an attorney's fee of not less than twenty dollars nor more than one hundred dollars." (Title 10, Chapter 2, Section 7)

Criminal prosecutions have been few. The institution of such a proceeding is the unusual and the successful culmination of a complaint is the exception. As provided in the statutes, the case is often referred to the Grand Jury for action which is usually the end of the case.

The effort to stamp out discrimination, as far as the law can achieve the result, is hampered by the reluctance of Negroes to institute action which must be pressed in many instances before a hostile court and in an unsympathetic community, callous to their rights and welfare. The provisions of the present Act and the delays attending the trial of such cases does not lend much aid and comfort in overcoming the obstacles.

It is suggested that the Act be amended so that the aggrieved party may sue and recover in his or her name.

SUMMARY AND RECOMMENDATIONS

Summary

The sections in this report to your honorable bodies contains an analyses of the factors underlying the economic social and cultural problems of the State's urban colored population. A following brief summary of its findings is presented before recommending specific legislative proposals for the improvement of these serious conditions:

The "Urban Colored Population"

1. The "urban colored population" representing approximately 84 per cent of the State's Negro population is found concentrated primarily in eighteen of the twenty counties. There are small concentrations in the State's three remaining counties of less than 1,000 Negroes

2. The Negro population of the State according to the 1930 United State Census was 208,828 or 5.2 per cent of the State's general population of 4,041,344. This number was an increase of 133 per cent over the Negro population of 1910, which was 89,760 or 3.5 per cent of the total population.

3. The Negro population increased in New Jersey during the World War and post War periods when northern industries expanded and a labor shortage was created as a result of immigration restrictions shutting off the European supply of cheap labor. Negroes and whites came from all parts of the South seeking better employment opportunities. To some extent their objective was fullfilled, at least for a short period. The ending of the industrial boom created serious economic and social problems that became more intensified as the Negro population increased in size.

Employment and Income

1. Nearly 70 per cent of the Negro labor force is found in menial jobs which relegated him to the place of a marginal worker with insecure jobs and low pay. Discriminatory practices which bar the Negro from employment has denied him the chance to work for representative wages, an opportunity for advancement and the right to become an integral part of the State's labor force.

2. Unemployment struck the Negro workers more quickly and severely than the rest of the State's workers. The Commission's own figures based upon family schedules for 5,303 Negro families in 14 municipalities throughout the State, found that 30 per cent of the families had incomes of less than $600 a year, 75 per cent had incomes of less than $1,200 a year, and only 2.5 per cent had incomes of more than $2,400 a year. Reemployment programs have hardly touched the Negro and it was found that there was practically no replacement of Negroes in private industry.

3. Existing State laws have not protected the Negro in his effort to overcome inequalities in employment opportunities. Public utilities which owe the public a special responsibility has consistently denied employment to Negroes to any extent. Nine of these major corporations employ 45,761 persons but only 629 or (1.4 per cent) Negroes.

4. The existing law designed to protect workers attempting to secure employment on public works contracts has no adequate machinery for its enforcement.

5. Racial discrimination is practiced by State officials in their selection and appointments for public service employment

6. The income for the average Negro family is so frightfully low that it is impossible for them to maintain a decent standard of living.

Relief Problems

1. The percentage of Negroes on relief is higher in proportion to its total population than any other race.

2. The Commission found as of March 28, 1940, that in 14 of the largest municipalities of New Jersey that out of a total of 30,296 relief cases, 9,535 or 31.4 per cent are Negroes. In Newark the largest city in the State with Negroes representing 8.8 per cent of the population, it was found that 39 per cent of the relief cases and persons receiving relief were Negroes.

3. The high percentage of Negroes on relief throughout the State can be largely attributed to the fact that Negroes have been confined to unskilled and semi-skilled jobs where during the period of unemployment Negroes have been the first dismissed. In some instances they have been dismissed to provide jobs for white workers.

Housing Conditions and Housing Problems

1. Because of residential segregationa and low income the Negro in New Jersey is forced to live in substandard housing where he is denied the minimum standards of comfort, health and decency.

2. This residential segregation creates an artificial scarcity of dwellings and a landlord monopoly which boosts rents to levels far above that paid by the white population for similar type of dwellings.

3. While some municipalities are attempting to administer to the housing needs of their Negro population, others by artful subterfuges are denying to either the Negro or to all low income groups the benefits of low cost housing programs.

Health Problems

1. The mortality rate of Negroes in New Jersey is strikingly higher than that of whites, and especially is this true of those ills caused by malnutrition, exposure or congested living conditions.

2. All the Nurse training schools connected with hospitals throughout the State with the exception of one refuse applications from Negroes for admission.

3. Not one of the hundred hospitals studied by the Commission will accept a Negro interne.

4. Because of discriminatory practices on the part of hospital officials, Negro physicians are denied the right to treat their patients in hospitals in some instances. Professional training and experience which work in hospital wards and clinics afford and opportunities to train in hospitals as internes. These three services which are available to white physicians are just as essential to Negro physicians to the maintenance of proper professional morale.

5. Efforts of the Negro community to maintain proper standards of health meet with inadequate support from public and private health agencies.

Education and Educational Facilities

1. It is generally known that the educational system of New Jersey is not an ideal of democratic administration. Factual and statistical data collected by the Commission substantiates the contention that Negroes in a number of communities throughout the State do not enjoy equal educational opportunities accorded them by the law.

2. Facilities and accommodations for Negro children in many of the school districts in Southern New Jersey are woefully lacking, thus imperiling the educational opportunities of thousands of Negro school children from day to day. Overcrowding, transporting children out of their school districts to segregated schools long distantces from their homes, inadequate or no toilet facilities, improvised recreational facilities, are only a few of the serious handicaps facing the negro child in his effort to secure an education.

3. There are definite trends toward the extension of segregated schools and seperate classes into the counties in northern New Jersey.

4. The educational system as it relates to the Negro in New Jersey is so serious and complicated that the findings of the

Commission only scratch the surface. There is an urgent and immediate need for a more comprehensive study of this most acute problem which is not only creating a smouldering resentment among the large masses of Negroes but is affecting the lives of thousands of Negro school children who are the future citizens of the State of New Jersey.

Recreation and Recreational Facilities

1. Throughout the State in most instances authorities were not assuming responsibilities to provide an adequate program of public recreation.

2. Recreational opportunities and facilities available to Negroes in New Jersey varies from the absence of any programs or facilities at all in some communities to make shift or inadequate provisions in other communities.

3. In depriving the Negro citizens of New Jersey the values and advantages to be derived from the worthy use of leisure, the State is not only denying the Negro his right to individual development, but is also jeopardizing the general welfare of all its citizens.

Delinquency and Crime

1. The causes of the high rate of delinquency and crime among Negroes are inextricably interwoven with the problems of unemployment, poor housing, low health standards, inadequate education and recreation opportunities and facilities, all of which create a community situation in which delinquency and crime flourish.

2. Relative to the total rate of crime and delinquency, the trend in the rate of crime among Negroes from 1930 to 1937 was upward.

3. The high rate of delinquency among Negro children is accentuated by the tendency to adjudge border line cases in the absence of special agencies offering services to children before they come before the courts. The low economic status of the Negro family and the evils that grow out of the lack of an adequate program of play and education for this younger age group, also contribute to the high rate.

Recommendations

To meet with legislative and departmental action the conditions cited above, the Commission has made the following recommendations:

1. Amendment of the Civil Service Law to prohibit discrimination on account of race or color, and to provide for the removal of appointive officials violating the prohibition.

2. Amendment of the Civil Service Law to provide against discrimination based on race in the appointment or promotion of eligibles in the labor class of Civil Service.

3. Amendment of the insurance laws to prohibit discrimination on account of race in the issuing of life insurance.

4. Further amendment of the insurance laws to prohibit discrimination because of race in liability insuracne against damage due to automobile accident.

5. Proposals for provisions to be included in a State Labor Relations Act so as to deny the protection of the Act to any union refusing to admit workers to membership on account of race or religion.

6. Proposals for study by the Legislature of regulations providing for a merit system to be instituted as part of the employment practices of public utilities.

7. An amendment of the Civil Rights Act to allow the aggrieved party to sue and recover in his or her name.

8. Recommendations to State and municipal housing officials that instant steps be taken to provide immediately for low-cost housing facilities for Negro families.

9. Recommendations to health officials looking toward the increased of opportunities for the training of Negro physicians, nurses, and public health workers to attack the health problems of the Negro community.

10. Recommendations to the Legislature to provide for the further investigation of the education of Negro pupils in the separate Negro schools and segregated classes in the educational system especially the practices of establishing separate Negro schools and segregated classes, the facilities and accomodations in Negro schools, and the enforcement of the educational law by school authorities.

11. The establishing of a permanent body to secure to the Negro population equal opportunity for self-support and economic and cultural development.

Though this report has been prepared under legislative authorization and is addressed to the members of the Legislature, the Commission hopes that its findings and recommendations will be widely read and accepted by the general public as a challenge. Action open to the Legislature must be through the medium of laws, and laws can never be completely effective until they become an expression of the public will. It is the general public of New Jersey, white and Negro, that stands to gain or lose in solving or ignoring these problems of community relationships. Nearly every American citizen is a member of some minority whether that minority be racial, religious, national, or economic. What attacks the interests of the Negro minority is an attack on the integrity of democratic government, and therefore on the safety of any

citizen whose minority membership might some day be unpopular. To the Legislature of the State of New Jersey, therefore, and through the Legislature to the citizens of the State, the Commission presents this report which, because of limitations of time and funds, is definitely circumscribed in its coverage, and recommends favorable action thereon.

Respectfully Submitted,

CHAPTER 365

An Act creating a temporary commission to continue to examine, report upon and recommend measures to improve the economic, cultural, health and living conditions of the urban colored population of the State, and making an appropriation for the expenses of such commission.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

1. A temporary State commission is hereby appointed to be known as "The temporary commission to continue to examine, report upon and recommend measures to improve the economic, cultural, health and living conditions of the urban colored population of the State."

2. The commission shall consist of three members of the State Senate and two other persons, at least one of which persons shall be of the colored race, to be appointed by the President of the Senate; three members of the House of the Assembly and two other persons, at least one of which persons shall be of the colored race, who shall be appointed by the Speaker of the House of Assembly, and two other persons, at least one of which persons shall be of the colored race, shall be appointed by the Governor of the State, to continue to examine and report upon the economic, cultural, health and living conditions of the urban colored population of the State and to recommend such measures as such committee may deem necessary to improve such conditions and to secure to the urban colored population of the State equal opportunity with the general population thereof for self-support and economic and cultural development to the extent, if any, that such opportunity does not exist.

3. Such commission shall select a chairman and vice-chairman from its own members and may employ counsel and such other assistants as may be needed and may fix their compensation within the amounts made available by the appropriation therefor. Such commission may meet anywhere in the State, may take testimony, subpoena witnesses and require the production of books, records and papers and otherwise have all the powers of a legislative committee under the legislative law.

4. The chairman and four other members shall constitute a quorum for the transaction of any business.

5. In case of a vacancy, by death, resignation or otherwise, the vacancy shall be filled by the person who appointed the said member of the commission.