

The
Federal-State-Municipal
Employment Service
of
New Jersey

An Analysis of
Its Organization and Operation

By
MARY LADAME

and
Recommendations of Committee
on Study of Public Employment Offices

The Advisory Committee on Employment Problems

To

The New Jersey Department of Labor

Trenton, New Jersey

July, 1931

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ADVISORY COMMITTEE ON EMPLOYMENT PROBLEMS

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LETTER OF TRANSMITTAL

June 29, 1931.

Mr. Willard I. Hamilton, Chairman
Advisory Committee on Employment Problems

Dear Sir:

The Advisory Committee on Employment Problems at its first meeting on November 5th, appointed a Committee on Study of Public Employment Offices, with the direction that this Committee survey the existing situation and submit recommendations for the improvement of the service.

In conformity with this direction your Committee submits herewith its recommendations and the report of Miss Mary LaDame who was retained to make the survey on which, together with the Committee's knowledge of existing situations in New Jersey, the recommendations are based.

Very truly yours,

Joseph D. Sears, Chairman
Chester I. Barnard
Francis B. Davis
Henry J. Gottlob
Samuel P. Leeds
Wesley A. O'Leary
Geraldine L. Thompson

NEW JERS^E

ENT OF LABOR

Appointed November 6, 1930, by Commissioner of Labor Charles R. Blunt

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COL. JOSEPH D. SEARS, <i>Vice Chairman</i> Past State Commander of the American Legion	SAMUEL H. LIBBY Personnel Director, General Electric Co., Bloomfield
STANLEY S. HOLMES, <i>Vice Chairman</i> Works Manager, Western Electric Co.	THOMAS L. MARTIN New Jersey Rehabilitation Commission
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ARTHUR E. BARLOW President Chamber of Commerce, Newark	WESLEY A. O'LEARY Assistant Commissioner of Education, Trenton
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WILLIAM BILLMAN Secretary New Jersey Manufacturers Association	ARTHUR A. QUINN Member of Senate, Middlesex County President New Jersey State Federation of Labor
J. PHILIP BIRD President New Jersey Manufacturers Association	HUGH V. REILLY Secretary State Federation of Labor
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HON. MAY M. CARTY Assemblywoman	C. C. TESTERMAN President Union Printers League of New Jersey
HENRY R. COULOMB President New Jersey State Bar Association	MRS. GERALDINE L. THOMPSON Monmouth County Organization for Social Service, Red Bank
MRS. G. W. B. CUSHING President Consumers League	DOUGLAS THOMSON Mayor of Englewood
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CHANNING RICE DOOLEY Personnel Manager, Standard Oil Co.	JAMES WILSON President Chamber of Commerce, Paterson
EDWARD W. DUFFIELD President Prudential Insurance Co.	ARTHUR HOWLAND YOUNG Chairman New York State Advisory Committee on Employment Problems
W. C. DURANT Motor Car Manufacturer	
THOMAS B. EAMES Vice-President State Federation of Labor	
H. J. GOTTLB President Newark Typographical Union	
THOMAS L. HANSON Public Utility Commissioner	
GEN. W. C. HEPPENHEIMER President Chamber of Commerce, Jersey City	
HENRY W. JEFFERS President Walker-Gordon Milk Co.	
SAMUEL KENWORTHY President State League of Municipalities	

INTRODUCTION

SCOPE AND METHOD OF THE STUDY

In the early part of November, 1930, Colonel Charles R. Blunt, Commissioner of Labor of the State of New Jersey, appointed an advisory committee to assist him in the formulation and execution of a program designed, first, to meet the current unemployment emergency and, second and more specifically, to improve the public employment service. This committee was officially named the Advisory Committee on Employment Problems to the New Jersey Department of Labor. With Mr. Willard I. Hamilton, President of the New Jersey State Chamber of Commerce as chairman, the Committee consists of forty-one members, representing various interests—organized employers, organized employees, the State Civil Service Commission, public education, welfare agencies, and other groups, as well as individuals with a contribution to the problem.

Two sub-committees were formed: one the Committee on Emergency Relief Measures, with Mr. Stanley S. Holmes, as chairman; the other, the Committee on the Study of Public Employment Offices, with Colonel Joseph D. Sears, as chairman. The other members of the Committee on the Study of Public Employment Offices are: Mr. Chester I. Barnard, Honorable Francis B. Davis, Mr. Henry Gottlob, Mr. Samuel P. Leeds, Dr. Wesley A. O'Leary and Mrs. Geraldine L. Thompson.

Immediately after its appointment, the Committee on the Study of Public Employment Offices decided to make a study of the Federal-State-Municipal Employment Service of New Jersey. After estimating the probable cost of such a study, it procured funds to defray it. With these in hand, the next task of the Committee was to select the personnel. Accordingly, Miss Mary LaDame, the Executive Secretary of the New York State Advisory Council on Employment Problems, was requested to submit a memorandum covering the details of such a study. This memorandum presented at a meeting of the Committee held in Atlantic City on November 21, 1930, resulted in the adoption of the following resolution:

THAT the chairman be authorized to engage the services of Miss Mary LaDame, Executive Secretary of the New York State Advisory Council on Employment Problems, to conduct a survey of the Federal-State-Municipal Employment Service of the State of New Jersey and to make a report thereof as outlined in her memorandum of November 21, 1930, to the Committee on the Study of Public Employment Offices.

Three days later, on November 24, 1930, the investigation was formally begun. Miss Marion Brainard and Miss Bessie M. Blum assisted in the study. The former conducted interviews in the community survey; the latter served as editorial assistant.

The Subject of Inquiry

In 1915 the State of New Jersey enacted a law for the establishment of "free labor bureaus." This law was the direct result of the urgent necessity demonstrated by the severe unemployment of 1914-15 for adequate state-wide machinery to assist workers in finding employment. Shortly after the enactment of this law, the Federal-State-Municipal Employment Service of New Jersey was created and responsibility for its administration delegated to the Bureau of Employment of the State Department of Labor.

In the period which has since elapsed, several catastrophic events have occurred, each of which has made extraordinary demands on the Service. First, there was the entrance of the United States into the World War and the great need for recruiting workers; second, the armistice and the consequent demobilization; third, the unemployment crisis of 1921-22; and fourth and last, the current industrial depression which began in the autumn of 1929. As measured by its preparedness more effectively to meet the demands made upon it by the present emergency, the Service found that it had made little progress. What, then, could be done to insure its development and improvement? Intelligently to answer this question required first of all an analysis of its present organization and methods of operation.

Among the various problems entailed in such an analysis are those concerned with the following: the relation of the State to the Federal Government, to the municipal authorities and to the private organizations co-operating in the conduct of the Service; the functioning of the administrative office of the Bureau of Employment; the geographical distribution of the local employment offices; the personnel; the premises of the offices; the procedures for securing and recording orders; interviewing applicants and reporting statistics of performance; the type of applicants served; the cost of operating the service; and, finally, the effectiveness of its performance as a whole.

To insure the collection of information on all the problems entailed in the organization and operation of the Service, a schedule of investigation was prepared.

Sources of Information

Documentary data, visits to each of the offices of the Service as well as to others outside it, and interviews with employees of the Service and representatives of various interested groups in each of the centers where there is a local office constitute the sources from which the information required by the schedule of investigation was gathered.

Practically all the documentary material available concerning the Bureau of Employment has been examined. This has included the laws affecting the Bureau, the annual reports of the Department of Labor from 1915 to 1929 inclusive, the Industrial Bulletin published by the Department, instructions issued by the Director of the Bureau to both the public and the private employment offices, documents from the office of the State Civil Service Commission, agreements with city authorities and chambers of commerce, and other comparable data. Also, the appropriations and expenditures of the Bureau, covering the eleven year period from July 1, 1919, to June, 1930, have been analyzed.

In addition, the Industrial Directory of New Jersey, published by the Department of Labor, population statistics and maps of the State have been studied. Furthermore, attention has been given to reports and other data concerning the offices maintained by municipalities and other co-operating agencies.

The visits made included a number to the administrative office and at least one and, in some instances, several to each of the local offices of the Service. During the visits to the local offices, premises, equipment and examiners were observed in the process of taking orders from employes and interviewing applicants. Also, with the exception of the two employes engaged in the work of wage collection and two others who were absent when the inspection of their offices took place, every member of the staff of the Service was personally interviewed. In addition, all employes, except those of the municipal and Urban League offices in Newark, filled out questionnaires.

Finally, in each community where one of the permanent offices is located, and to a certain extent in those centers where the emergency offices are operating, interviews were held with employers, officials of chambers of commerce, representatives of labor unions, officials connected with the public schools, welfare organizations, non-profit-making employment bureaus, the temporary committees set up for unemployment relief and other organizations. The total number of such persons interviewed was approximately two hundred.

The Report

The information gathered from the foregoing sources has been organized into two parts. Part One consists of a summary and recommendations; Part Two of a detailed analysis of the organization and operation of the Service, and a brief statement of its origin and development.

Part One

SUMMARY AND RECOMMENDATIONS

OUTSTANDING FACTS

I. Organization and Development

The Federal-State-Municipal Employment Service of New Jersey consists of 13 local employment offices of which nine are permanent and four are emergency offices.

State administration of the Service is vested in the Bureau of Employment of the State Department of Labor. The Bureau was created following the legislative enactment of 1915 establishing "free employment bureaus by the Department of Labor . . . as the Commissioner of Labor may deem advisable." This act carried no appropriation.

Beginning in 1916 co-operative relations were established by the Bureau of Employment with the Federal Government and municipalities in the development of a state-wide system of public employment offices. Private organizations have participated in their administration since 1919.

II. Joint Administration

The State controls and largely maintains five of the nine permanent offices and assists in the co-ordination and supervision of the other four permanent and the four emergency offices.

The Federal Government supplies to all offices forms, stationery and the franking privilege, pays in full or in part the salaries of three employes and publishes monthly statistical and other reports on the work of the Service and on employment conditions.

Municipalities assume the chief responsibility for the operation of five of the 13 offices. Also the governmental authorities of the cities in which the five "State" offices are located make some contribution to their support.

Private organizations, particularly local chambers of commerce, co-operate in the maintenance of the Service through contribution to "State" offices and the maintenance of others affiliated with the Service.

Experience in the United States ~~you indicate~~^{and an Archival Copy from the New Jersey State Library} indicates that the state is the most feasible political unit for administering a public employment service. Exclusively municipal offices usually have been closely associated with relief and, therefore, in general unsatisfactory. Joint state-city administration has been most effective where it has been limited to the defrayment by local authorities of the fixed charges entailed in the operation of their local office and to representation on a local advisory committee.

III. Need and Distribution of Local Offices

Of the 13 local offices, at least three do not meet the criteria established for determining the need of a particular center for an employment bureau. Two are the emergency offices in Hillside and Irvington, and the third is in Morristown. Also the need for an office in East Orange is questionable.

The present distribution of offices leaves three sections of the State unprovided for.

IV. Type and Organization of Local Offices

All local offices extend their service to any applicant legally eligible for employment. The exception is the office conducted by the Urban League of New Jersey, which is exclusively for Negroes.

With the exception of the municipal office in Newark, each local office is headed by an examiner-in-charge. Since the death of the superintendent of the Newark office two years ago, no successor has been appointed. Absence of authority and leadership in this office has proved a severe handicap to its effective operation.

The offices conducted by municipalities are closely associated with their public alms departments. This association prevents them from functioning effectively.

All the offices except the one in Morristown and the Urban League have more than one employee on the staff. The employees of the Newark office number 15. Special provision has been made for serving juniors in the Jersey City office, farm workers in the Municipal office in Newark, and handicapped clients of the Rehabilitation Commission in all the offices.

Observation of the work of the Junior Division of the Jersey City office indicates that:

No provision has been made for any organized study of the occupations in which boys and girls are or may be employed with a view to determining the suitability of such occupations.

The school records of the applicants do not receive the attention they deserve.

No experimental work is being carried on in testing vocational aptitudes.

V. Premises and Equipment

The location of the offices, except in Passaic and Camden, is in general central. Their quarters on the whole are far from adequate.

Although the layouts of the offices have been designed with a view to providing at least some privacy of interview with applicants, examiners do not always avail themselves of the opportunity afforded. Adequate equipment is lacking, particularly filing-equipment.

Consideration of the physical facilities of the offices raises the question as to whether the best service can be rendered employers and applicants if all applicants are dealt with in one building.

VI. Placement Process

No regulations have been established limiting the service of each office to applicants and employers residing within a particular area.

Soliciting of employers' orders is infrequent and unsystematic.

Examiners refer applicants to employers when their qualifications do not correspond with the requirements of the positions in question.

It is the tendency of examiners to record too few specifications on order forms.

VII. Advisory Committees

The efforts of the late Colonel Lewis T. Bryant, Commissioner of Labor, to establish after the armistice permanent local advisory committees in connection with the local offices of the Service "were defeated," it is stated, "by the unwillingness of employers to agree to representation of labor on these committees."

VIII. Personnel

The employees in the Service number 51. Of these, only 34 are selected according to State Civil Service requirements.

The three positions in the Service which have been classified by the State Civil Service Commission are (1) Director of the Bureau of Employment, (2) Senior Employment Examiner and (3) Employment Examiner. The titles of positions in the municipal offices subject to State Civil Service Law do not correspond with this classification.

The State Director receives a salary of \$3,600; the senior employment examiners from \$2,100 to \$2,160; and the employment examiners \$1,800. Nor do the salaries of employees of the Service paid from other sources than the State correspond with those paid by the State.

Of the salaries established by the State Civil Service Commission, it is generally agreed that the salary for the position of Director is not commensurate with the abilities required by it. Nor is the salary allotted to the position of Senior Employment Examiner sufficient to command the leadership necessary to direct a local office of the Service.

A training program is essential to the economical and effective instruction of new employees, to the development of the other employees of the Service and to the recruiting of volunteers.

Eighty-six per cent of the State employees and three of the four State-Federal and State-Municipal employees are 40 years of age and over.

IX. The Administrative Office and Its Functions

The State Bureau of Employment, in addition to its work in connection with the employment service, is responsible for two other functions: the regulation of private employment agencies and the collection of wages claimed. These last two functions, when connected with the administration of a public employment service, are inconsistent with its best interests.

A Director, an assistant in charge of wage collections and two stenographers make up the staff of the Administrative Office of the State Bureau of Employment. This personnel is not sufficient to perform the work of the office.

State administration of the employment service includes among other responsibilities those for clearance, publicity, statistics and supervision.

Clearance, among the offices of the Service, of unfilled orders and unplaced applicants has been carried on only informally.

The Service has received a fair amount of publicity through various media. There is, however, need of a co-ordinated program of publicity planned in advance for a period of from three to six months.

Statistics of performance are typical of those found in other public employment offices. A more meticulous definition of terms and procedure is required if these statistics are to be accurate and uniform.

Evidence indicates the need of a more intensive inspection and supervision of the offices.

X. Performance

For the year ending June 30, 1930, the Service made approximately 100,000 placements. Of those for men and boys 54 per cent are classified as "unskilled" and of those for women and girls 87 per cent as "domestic."

XI. Cost of Operation

The total cost of operating the Service for the year ending June 30, 1930, is estimated at between \$100,000 and \$110,000. Of this the State spent \$44,733. The per capita cost of placements made by the Service on the basis of *State appropriation* has been computed as 35 cents as against \$2.69 in Pennsylvania, \$2.16 in Massachusetts, \$1.94 in Illinois and \$1.77 in New York.

XII. Status

A majority of the one hundred employers interviewed have secured workers from the Service, though mainly unskilled. About 50 per cent of this majority expressed themselves as well satisfied with the results. And almost all agreed that if the Service can be divorced from politics and operated in accordance with the principles of scientific management, it can be of genuine assistance. In particular, they emphasized the need for co-ordination of the demand for and the supply of labor through an "employment clearing agency."

Trade Unions co-operate with the Service when occasion arises and have taken action to promote its development.

Representatives of social agencies interviewed stressed the need of the Service for a better trained and more experienced personnel, the segregation in separate quarters of the more highly trained applicants, and freedom from political control.

Interviews with school officials revealed their conviction that the placement of boys and girls up to 21 years of age can be more efficiently carried on by the schools than by the Federal-State-Municipal Employment Service.

XIII. Other Employment Agencies

One hundred and eighty-five private employment agencies are operating in the State. Employers' associations, the Y. M. C. A., Y. W. C. A., Y. M. H. A., and Y. W. H. A. also conduct placement services though in some instances informally. In addition, there is the community employment bureau in

Montclair, and the Essex County Junior Employment Service. Furthermore, the Attendance Departments of the public schools in Jersey City and Newark find employment for boys and girls. Finally, the United States Employment Service operates for the veterans of the State a placement office in Newark.

XIV. Obsolete Legislation

The law of 1915 creating "free labor bureaus" makes their establishment and maintenance a permissive rather than a mandatory function of the Commissioner of Labor. The question arises as to whether the law should be amended to be made mandatory.

An act of 1918 created in the Department of Labor a Migrant Welfare and Employment Bureau, not only to aid migrants in securing employment but also to promote proper housing and living conditions among them. This latter function more logically belongs to the Bureau of Hygiene and Sanitation.

In 1919 another law was enacted creating a bureau of employment to "provide opportunities for suitable employment for soldiers and sailors after their demobilization." This law is now obsolete.

RECOMMENDATIONS

It is recommended that

- I. The establishment and operation of an adequate public employment service in New Jersey be a responsibility of the State rather than of local governments.
- II. It be the function of such a Service
 - a. To determine the scope of its placement work in relation to the adequacy of existing employment facilities, both commercial and non-commercial.
 - b. To assume leadership in improving and co-ordinating the work of public and non-commercial employment agencies, including those maintained by employers and labor unions.
 - c. To serve as the authoritative source of information on employment throughout the state so as to assist in stabilizing employment.
- III. The Service continue to be administered by the Bureau of Employment of the State Department of Labor.
- IV. The Bureau of Employment divide the State into nine employment districts with the main office for each district in the centers listed below. Further, that each of these offices be responsible for serving the employment needs of its respective district, and that branch offices be developed in accordance with needs.

Districts	Centers
Northeastern I	Newark
Northeastern II	Jersey City
Northeastern III	Paterson
Northwestern	Phillipsburg
North Central	New Brunswick
East Central	Asbury Park
West Central	Trenton
Southeastern	Atlantic City
Southwestern	Camden

- V. Systematic effort be made to secure the co-operation of employers and the community at large; and that to this end (1) a State-wide committee and, if practicable, local committees, representing citizens in each center where an office is maintained, be asked to co-operate with the Bureau; (2) a program be developed to inform the public of the purpose, policies and performance of the Bureau.
- VI. Standards governing personnel, premises and placement procedure be established to which the office of any outside organization shall subscribe, in order to be eligible for affiliation with the State Service.
- VII. Systematic clearance among the regular and affiliated offices of the Service be established and, as a preliminary requisite to effective functioning, that each local office be assigned a specific area to serve.
- VIII. A manual of policies and practices governing the local offices of the Service as well as the Administrative Office and including specifications of the duties of each position in the Bureau be prepared, reviewed annually, and revised in accordance with current needs.
- IX. A program for training the personnel of the Service, particularly new employes, be instituted.
- X. A technique of supervising the local offices be developed, with provision for periodic conferences with the staff of each office, and the heads of all the offices.
- XI. The position of "Assistant Director" of the State Bureau of Employment be created, and that there be included in the duties of this position the supervision of private employment agencies.
- XII. A new position providing for the duties entailed in the direction of a local office be created, the requirements of which shall be such as to insure the selection of qualified candidates with sufficient leadership to command the confidence of the community.

- XIII. The following scale of minimum salaries be adopted:
Director of the State Bureau of Employment..\$5,000
Assistant Director (new position to be created) 3,600
Executive in charge of a local office (new position to be created)..... 3,000
Senior Interviewer 2,400
Junior Interviewer 1,800
- XIV. Emphasis be placed upon the suitability and attractiveness of the quarters provided for the local offices.
- XV. The Commissioner of Labor call a conference of representatives of the public schools and other interested groups to discuss the development of an adequate program for the placement of boys and girls up to 21 years of age.
- XVI. For the scientific study of the problem involved in the operation of the Federal-State-Municipal Employment Service of New Jersey, one of the local offices of the Service be operated as a "master" or demonstrating office for the purpose of developing and determining the most effective methods of management; that, if necessary, funds from private sources be accepted for this purpose and that such legislation as may be necessary to enable the Commissioner of Labor to accept funds from private sources be enacted.
- XVII. A minimum of \$200,000 per annum be recognized as the amount necessary to effect the development of the Service as herein recommended.
- XVIII. The law of 1918 creating in the Department of Labor a Migrant Welfare and Employment Bureau and the law of 1919 creating a Bureau of Employment for Soldiers and Sailors be repealed.

Part Two

THE FACTUAL ANALYSIS

ADMINISTRATION OF THE FEDERAL-STATE-MUNICIPAL EMPLOYMENT SERVICE OF NEW JERSEY

The Federal-State-Municipal Employment Service of New Jersey consists, at present, of thirteen employment offices. Of these, nine are considered more or less permanent and four have been established to cope with the present unemployment emergency. In addition, there is a State Administrative Office. The location of the offices is as follows:

State Administrative Office
1060 Broad Street, Newark

Local Employment Offices

ATLANTIC CITY	17 S. North Carolina Avenue
CAMDEN	Fifth Street and Taylor Avenue
JERSEY CITY	571 Jersey Avenue
MORRISTOWN	10 Park Place
NEWARK	46 Franklin Street
	58 West Market Street
PASSAIC	80 Third Street
PATERSON	229 Ellison Street
TRENTON	109 West State Street
Emergency Offices	
EAST ORANGE	
ELIZABETH	19 Harrison Street
HILLSIDE	147 Elizabeth Avenue
IRVINGTON	1284 North Broad Street
	1127 Clinton Avenue

As the name of the Service indicates, three different ranks of government participate in its maintenance and operation. In addition, non-governmental groups co-operate or assist in the conduct of certain local offices of the Service. But the participation of none of these ranks of government nor of the non-governmental groups has been standardized in accordance with any accepted principles. It varies for each in connection with particular offices. The State, however, may be said to serve as the keystone of the arch. Notwithstanding the fact that certain municipalities and local organizations defray practically all expenses incurred by their respective local office, no one of the nine permanent offices, with the exception of the municipal office in Newark, is desirous of asserting its autonomy. They regard themselves as an integral part of the Federal-State-Municipal Employment Service.

Just what responsibility the State government accepts, and how the Federal Government, municipal authorities and non-governmental groups participate in the carrying on of the Service, will be set forth in the following paragraphs.

Responsibility of the State Government

In varying degrees, control and direction of five of the nine permanent offices—namely, those in Atlantic City, Camden, Jersey City, Paterson and Trenton—are assumed by the State government. This control and direction include: selection of certain employees of each of these offices, and in some instances their entire staff; defrayment of the salaries of such employees; selection of premises; arrangement of space; payment of rent, light, heat, service and, except in two of the five offices, telephone charges; provision of office supplies; distribution of forms furnished by the United States Employment Service; monthly allowance of \$9.00 for advertising; publication every two weeks of the "Employment Bulletin" and distribution of it to employers in the locality of each of these offices; instruction and supervision of staff; and collection of statistics.

With the other four permanent offices—namely, in Morristown, in Newark, where there are two, and in Passaic—as well as with the four emergency offices, the State maintains a co-operative relationship. It distributes, where acceptable, forms supplied by the United States Employment Service; provides, in some instances, telephone service and the \$9.00 per month allowed for advertising; distributes, except in Newark, the "Employment Bulletin" to local employers; collects statistics; and links these offices with the other five into a state-wide system.

The Role of the Federal Government

Through the United States Employment Service, a division of the United States Department of Labor, the Federal Government provides the Federal-State-Municipal Employment Service of New Jersey with most of the forms used for record-keeping and also the franking privilege, including stationery. In addi-

tion, the United States Employment Service pays the total salary of one of its representatives assigned to the Camden office and the greater part of the salaries of the examiner-in-charge of the Paterson office and the examiner assigned to the Junior Division of the Jersey City office. Finally, much of the office furniture and other equipment used by the Federal-State-Municipal Employment Service is that inherited from the United States Employment Service.

In return for the assistance rendered by the United States Employment Service, the Federal-State-Municipal Employment Service furnishes to the former monthly statistical reports on the employment work of the local offices and monthly information on employment conditions in the centers where they are located.

The Participation of Local Governments

Of the nine permanent offices, one of the two in Newark and that in Passaic are supported almost exclusively by their respective municipal authorities. In the Newark office, only two of the fifteen employees are appointees of the State and on its payroll. One of these is the examiner-in-charge of the Domestic and Industrial Department of the Women's Division and the other is the examiner-in-charge of Farm Labor. The Newark office supplies its own premises and has designed its own forms, using only such as are required by the United States Employment Service in reporting statistics. Only rarely does the Newark office use the franked stationery.

In Passaic, the municipality supplies the quarters for the office and pays the salaries of the two members of its staff. Also, it defrays any other expenses except those already specified as covered by the State of New Jersey and the United States Employment Service.

Also, the local authorities of Atlantic City, Camden, Jersey City, Paterson and Trenton contribute to the support of their respective offices. In Atlantic City and Camden they defray the expenses of the telephone service and in Jersey City the salaries of two full-time representatives assigned to the office. One is Commander of the Jersey City Post No. 85 of the American Legion and the other a former local teacher who serves as a liaison officer between the school system and the Junior Division of the employment service. In Paterson, the municipality defrays 65 per cent of the salary of one of the two women employees and in Trenton almost 70 per cent of the salary of the examiner-in-charge of the local office.

Of the four emergency offices, those in Elizabeth, Hillside and Irvington are distinctly municipal. Each is located in the city or town hall.

The Participation of Non-Governmental Groups

In the five of the nine permanent offices, local chambers of commerce have actively co-operated in the conduct of the offices.

Two of the three employees of the Atlantic City office have been paid by the Chamber, and in Morristown the office is housed in the quarters of the Chamber and until recently the salary of the assistant in charge of the office was defrayed by it. This salary is now paid by the Community Chest.

In Jersey City, the Chamber of Commerce mimeographs the semi-monthly bulletin issued by the local office of the Service.

In Paterson, for a considerable period of time, the secretary of the Industrial Department of the Chamber of Commerce devoted a part of each working day to the local office of the Service. More recently, it had the advantage of the assistance for a few hours each morning of one of the Chamber's employees. Also, the Chambers of Commerce of Trenton and Elizabeth have maintained a co-operative relationship with their local offices.

The emergency office in East Orange is financed by four organizations: The Chamber of Commerce and Civics, the Red Cross Chapter of the Oranges, the Welfare Federation, and the Woman's Club of Orange.

Finally, the Urban League of New Jersey operates in Newark, as part of its regular service, an employment office for Negroes which is affiliated with the Federal-State-Municipal Employment Service. The League furnishes space, equipment, and pays the salary of the worker in charge.

EXPERIENCE IN THE ADMINISTRATION OF PUBLIC EMPLOYMENT OFFICES IN THE UNITED STATES

Independent Federal and Independent Municipal Administration

Public employment offices in this country have been administered by the Federal Government, by the states and by municipalities singly, and by any two or by the three of these units of government jointly. Independent operation of placement offices by the Federal Government in states where a state service has already been in existence has resulted in duplication of effort, dual authority and confusion generally. Nor has such independent operation of placement offices by the Federal Government instituted during the war, altogether ceased. A current illustration of it is afforded by the Veterans' Division of the United States Employment Service, which maintains an office in Newark as well as in other large centers throughout the country.

Practically the same conditions, which have characterized Federal operation of placement offices, have obtained where municipalities have conducted them. According to the study, "Public Employment Offices," published by the Russell Sage Foundation, "exclusively municipal employment offices have in general been far from satisfactory. . . . Originating for the most part as a relief agency, underfinanced, inefficient, and understaffed, the municipal employment office with few exceptions has made little contribution toward effective public employment office

administration and, therefore, toward any permanent or widespread organization of the labor market."*

Under the circumstances, in a nation-wide public employment service, the State has come to be generally accepted as the most practicable unit of administration.

Federal-State Administration

During the war and since, most of the states have operated their public employment offices in co-operation with the United States Employment Service. The form of this co-operation, as exemplified in New Jersey, is typical of that which prevails in other states. Assignment by the Federal Service of employees selected and paid by it to the state services, without reference to the requirements and the best interests of these services, is at variance with accepted principles of sound administration. Such assignments have not only disaffected the staffs of the state services but also have subjected these services to unfavorable criticism.

State-Municipal Administration

Co-operation of the states with municipalities in the maintenance and operation of public employment offices antedates that with the Federal Government. Among the first states to provide for such local participation were Wisconsin and Ohio. Wisconsin, however, may be said to be the leading exponent of local participation. In 1919, as a result of several years of experience with this form of joint administration, Wisconsin amended the statute on public employment offices as follows:

"No local free employment offices shall be established by the industrial commission in any county, city, town or village to be maintained in whole or in part by public funds unless such county, city, town or village shall jointly or severally agree to furnish as a minimum in the joint enterprise, suitable quarters for such office, which must be approved by the industrial commission, and to pay all expenses for such quarters, such as rent, heat, light, furniture, telephone rental, and janitor service. The industrial commission may defray all other expenses in connection with such offices."

In other words, the participation of municipalities and other local authorities in the administration of the local offices of the state employment service in Wisconsin has been defined in accordance with specific principles. As applied in the Milwaukee office, these provide, *first* of all, for the appointment of a local advisory committee on which the local authorities have representation and, *second*, for the defrayment by these authorities of the fixed expenses entailed in the maintenance of the office.

The personnel, then, of the offices is under the control of the state of Wisconsin, paid by the state and selected according

*Harrison and Associates, "Public Employment Offices," New York, Russell Sage Foundation, 1924, pp. 114-115.

to State Civil Service requirements. Over it the municipalities have no jurisdiction except such as may be exercised by their representatives functioning as members of local advisory committees.

Application to New Jersey of the Wisconsin principle of local participation would radically modify the administration of the offices now operated by the cities of Newark, Passaic, Elizabeth and Irvington. But whether the Wisconsin principle could be effectively applied in New Jersey is questionable. Indeed, there are some students of the problem who believe that any participation by local governments in the administration of a state employment service, except that entailed in their representation on local advisory committees, is an obstacle to its effective development.

The Co-operation of State Services with Private Organizations

After the curtailment of the United States Employment Service in 1919 several local chambers of commerce throughout the country assisted in the maintenance of their local state employment offices. How this co-operation has worked out, no record is available to indicate. Hence, no standards exist against which the experience in New Jersey can be evaluated.

ORIGIN AND DEVELOPMENT OF THE FEDERAL-STATE-MUNICIPAL EMPLOYMENT SERVICE OF NEW JERSEY

As already indicated the establishment of "free labor bureaus" by the Department of Labor of the State of New Jersey in the offices of the department "or elsewhere as the Commissioner of Labor may deem advisable" was authorized by an act of the legislature approved March 10, 1915. Patently, the act is permissive. Whether or not it should be mandatory is a question which merits serious consideration. Experience points in both directions. In New York State, for example, the law is permissive; in other states, it is mandatory.

In its definition of purposes, the act goes beyond those usually specified in other state laws providing for the establishment of public employment offices. According to these laws, the offices are to bring together employers seeking employees and persons seeking employment. In addition, the New Jersey act stipulates that the Department of Labor is authorized to establish labor bureaus for the following purposes: "To supply such information as may enable persons to secure industrial and agricultural training and employment; to investigate the extent and causes of unemployment in the State of New Jersey, and, as far as possible, to suggest remedies therefor; to adopt the most efficient means within its power to avoid unemployment; to provide employment and to prevent distress from involuntary idleness; and to keep a record of all labor disturbances or strikes brought to its attention."

Also, the act authorized the Commissioner of Labor to appoint advisory committees "who shall serve without pay to aid in carrying on this work in the various parts of the state."

Furthermore, the act gives the Commissioner of Labor authority "to co-operate with any other public employment bureaus, whether operated by voluntary, charitable or eleemosynary organizations or by municipalities in this or other states or by states or by the United States Government."

No special appropriation, however, was provided by this act. It merely specifies that the Commissioner of Labor may, for the purposes of carrying it out, "use such offices, employes or funds at his command, or fees received by him, as may be available for that purpose."

Beginnings

During 1915 and early 1916, such funds as were available permitted only brief surveys of other state employment offices reputed to be effective and conferences with representatives of the United States Department of Labor, of municipalities in the State of New Jersey, local chambers of commerce, and other local groups.

By July of 1916, however, co-operative relations had been established by the Federal and State Governments with the municipal employment office in Newark, which had already been operating some seven years or more. Several months later, offices were opened in Jersey City and Orange. Subsequently, with the creation of the United States Employment Service in January, 1918, the New Jersey Service rapidly expanded. Expansion was still in process when in March of 1919 the sudden retrenchment of the United States Employment Service necessitated curtailment of a number of the offices throughout the country. With the assistance, however, of municipalities, local chambers of commerce and other interested groups, a number of the offices in New Jersey were continued. Accordingly, by the end of 1919, most of the fifteen local offices of the Federal-State-Municipal Employment Service were being supported by non-governmental organizations.

Related Legislation

In the course of these developments, three laws were enacted which had and, since they are extant, still have a bearing on the original act that created the State Service. One of these, approved March 4, 1918, provides for the creation within the Department of Labor of a "migrant welfare and employment bureau." According to the duties specified, the Bureau "shall investigate the conditions under which migrants are living and working in this State, shall instruct them in the rules of sanitation and sanitary living, shall endeavour to procure proper housing facilities and assist in securing suitable employment for migrants." A year later in March, 1919, another law was enacted creating a state employment bureau "to provide oppor-

tunities for suitable employment for soldiers and sailors of the United States after their discharge from the Service."

To secure employment for migrants is assuredly a logical function of the Bureau of Employment. But, whether the other duties specified in the first of these two acts should be delegated to the Bureau is indeed questionable. They would seem more properly to belong to the Bureau of Hygiene and Sanitation. And, since the conditions which led to the law in relation to the employment for soldiers and sailors no longer obtain, consideration of the repeal is pertinent.

The third act, passed in 1918, provides for the regulation of private employment agencies by the State. Previously from 1907 on, this function had been performed by municipalities. As already indicated, responsibility for the administration of this new law was assigned to the Bureau of Employment.

Any applicant for a license to conduct a private employment agency was required by this law to submit with his application a schedule of proposed fees. To test the constitutionality of this provision, Rupert Ribnik, at the instigation of the national association of private employment agencies, now known as "The National Employment Board," applied for a license and submitted a schedule of proposed fees. These were deemed excessive by Commissioner of Labor Andrew F. McBride, and the license was refused. Thereupon, Mr. Ribnik took legal action to compel the Commissioner to issue him a license. Though the constitutionality of the law was upheld by the local courts, it was denied by the Supreme Court of the United States. In July of 1928, the State law governing private employment agencies accordingly was amended.

The Last Decade

The year 1920 marked the appointment of Russell J. Eldridge, the present director of the Bureau of Employment, to this post. He succeeded Joseph Spitz who had resigned to accept an appointment with the State Rehabilitation Commission. Previously, for two years, Mr. Eldridge had been on the staff of the Bureau in charge of the regulation of private employment agencies.

The end of the year 1920 also witnessed the beginning of a severe industrial depression and its accompanying unemployment. During this depression the Service, in co-operation with other agencies, both public and private, made an effort to relieve the situation. But an institution which has been largely dismantled is in no position to assume the leadership its function may demand. And, though the unemployment emergency stirred the public consciousness to a realization of the need for an adequate public employment service, the awareness of this need more or less vanished with the passing of the depression. One gain for the Service, however, may be credited to this period. This was the establishment of a special division for juniors in the Jersey City office.

With the death in 1923 of Colonel Lewis T. Bryant, for more than nineteen years Commissioner of Labor, the employment service suffered a severe loss. To few public officials has the public employment service had the economic and social significance it had to Colonel Bryant. His successor in 1924 assigned to the Bureau of Employment the handling of wage claims and collections. Inasmuch as the organization and performance of this function has since required much of the time and attention of the Director, the administration of the employment service has necessarily suffered.

In 1929, shortly before the current industrial depression began to make demands on the employment service, Colonel Charles R. Blunt, the present Commissioner of Labor, was appointed to this position for a term of five years. In view, however, of the meager appropriations to which the Service has long been subject, it has not been prepared to meet these demands.

As in the crises of 1914-1915 and 1921-1922, a wave of emergency employment bureaus more or less has flooded the country. In a number of instances, these have been established by mayors' committees for unemployment relief. Some of these committees have functioned in co-operation with the public employment offices of their state; others have not. The latter apparently have been anxious to take advantage of the political benefits to be derived from the independent operation of a placement bureau. Irrespective, however, of their co-operation or lack of it with the public employment service of their state, some of these bureaus have done effective work, though necessarily of a relief nature.

Nor has New Jersey escaped the establishment of emergency bureaus. As already indicated, four have become an integral part of the Federal-State-Municipal Employment Service; others have established a more informal relationship to it; and some have chosen to ignore it. Local committees, however, which have formulated and executed programs without inviting the participation of the Federal-State-Municipal Employment Service have failed to co-operate with a public institution which must needs enlist their support if it is to fulfill its function. Also such committees have deprived themselves of the practical assistance the Service might have rendered. Previous experience, during times like these, has indicated the impracticability of registering the unemployed of the community in fire houses, police stations and school houses by debutantes, and other amateur workers!

In any event, the present emergency has demonstrated, perhaps more convincingly than ever before, the need of an adequately financed State Bureau of Employment with sufficient control and leadership to insure an effective state-wide public employment service in New Jersey. The appointment by Commissioner Blunt of the present Advisory Committee on Employment Problems to the New Jersey Department of Labor and its undertaking of this study represent an effort to meet this need.

THE STATE ADMINISTRATIVE OFFICE

The responsibility assumed by the State for the administration of the Federal-State-Municipal Employment Service, as previously stated, is vested in the Bureau of Employment of the New Jersey Department of Labor. At the head of the Bureau is a director who reports directly to the Commissioner of the Department. The latter serves as Federal Director of the United States Employment Service for New Jersey, and the former as Assistant Federal Director.

Administration of the Federal-State-Municipal Employment Service is not, as already indicated, the only function which the Bureau of Employment is called upon to perform. It is responsible for the discharge of two other functions: first, the regulation of private employment agencies and, second, the handling of claims for the collection of wages. With these, however, this study is concerned only as they affect the administration of the employment service.

In addition to the director, the central staff of the Bureau consists of an assistant in charge of wage claims and two stenographers. The director, with the aid of his secretary, has not only to perform all the duties entailed in administering the employment service but also to supervise the work on wage claims. Furthermore, he has to license and inspect the private employment agencies in the State—at present 185—and to prosecute violations of the law governing them. In the winter months, the State examiner-in-charge of farm labor in the municipal office in Newark assists with the work of regulating the private employment agencies.

For each of the three functions comprised in the Bureau's administrative work, the administrative office needs to formulate policies and devise specifications covering a wide range of duties and problems. To repeat, this study has concerned itself only with those pertaining to the employment service.

For the more immediate processes entailed in placement work and record-keeping, some policies and procedures have been established. These, together with certain rules and regulations, have been issued in the form of correspondence with local offices. But progressive management requires the formulation of policies and specifications governing every aspect of the work of the Service and the compilation of them as a manual of instruction and information.

In connection with clearance and publicity, policies need to be established and programs developed.

Also, specifications defining the responsibilities and duties entailed in the various positions in the administrative office and in the local offices would contribute to a more scientific approach to the management of the Service.

In addition to formulating policies and procedures and to seeing that they are carried out, the administrative office has also been responsible for performing certain other executive functions inherent in the operation of a state-wide employment service. In an informal way it has relayed unfilled orders for workers sent in by one office to other offices. Also, as already indicated, it has prepared and distributed semi-monthly bulletins to employers in each of the centers where there is a permanent local employment office and has released news stories, given public addresses through its director and utilized other means of publicizing the Service. Finally, the Bureau has distributed (1) weekly statistical reports to local offices showing the performance of each; (2) monthly reports to the Bureau of Statistics and Information of the State Department of Labor; (3) monthly reports to the United States Employment Service.

Effort by the adult division of the New York State Employment Service effectively to perform these various functions has resulted in provision for an administrative staff consisting of a director, two administrative assistants, a clearance secretary, three stenographers, and a statistical clerk. On this basis, administration of the New Jersey Service would seem to require the following: a full time director, one general assistant, one clearance secretary, one stenographer and one statistical clerk.

Consideration of an adequate staff for the administration of the employment service raises question as to the continued allocation of the regulation of private employment agencies and the collection of wages claimed to the Bureau of Employment. Some states have deemed it advisable to allocate these two functions elsewhere in the Department of Labor than in the Bureau of Employment. They have respected the argument, and the organized opposition which has supported it, that it is unfair competition to the private employment agencies to be regulated directly by the administrative head of the public employment service. As to wage collections, it presents a problem distinct from that of an employment service and entails a function in some measure, at least incompatible with it. Employers, for example, investigated by the Bureau of Employment in relation to wage claims are not likely to recruit workers from it nor to be favorably disposed toward it.

If, however, in New Jersey it seems feasible for the Bureau of Employment to continue to be responsible for the regulation of private employment agencies and the collection of wages claimed, extra staff assistance is required. It may be that the present supervisor of wage claims and his stenographic assistant are sufficient effectively to perform the administrative duties entailed in the collection of wages claimed. For the regulation of private employment agencies, however, an additional executive beyond those above recommended is necessary. It has been suggested that he be made Assistant Director of the Bureau.

Geographical Distribution

Of the thirteen local offices making up the Employment Service, ten are in the northern part of the state, one in the central, one in the southern and one in the southwestern sections.

Essential to the effective development of any state-wide employment service is the division of the state into specific areas to be served by each office.

When in 1918 the United States Employment Service stimulated the establishment of local offices, the State of New Jersey was divided into districts each with its own office. Since that time, however, a number of the offices have ceased to operate. The only practical realignment of the area, to be served by each of the present local offices, has made it necessary to leave parts of the state unassigned to any particular office. Furthermore, despite any instructions to local offices to extend or to limit their service to a specific area, there is little evidence to indicate that these instructions are being followed.

With few exceptions, it is said, a large percentage of the applicants registered and the orders received by the offices come from the immediate environs in which they are located. At the same time, several of the offices reported extra-local business. Just how much and in what occupations, it is not possible to state as the records do not distinguish between local and extra-local work. They do, however, indicate that all the permanent offices have registered and placed farm workers. The municipal office in Newark, through the special examiner-in-charge of farm labor assigned there by the State, has placed farm workers all over the State.

The centers in which the permanent and emergency offices are located, the area assigned to each, and the population of these centers and areas are shown in the following table:

TABLE I. Population of Centers Where Local Offices of the Service Are Located and of Areas Assigned to Them

Center	Area Assigned	Population of Center 1930	Estimated Population of Area 1930	Population of Center 1930	Estimated Population of Area 1930
Permanent Offices					
Atlantic City	Atlantic, Cape May and Cumberland Counties.	66,198	224,204		
Camden	Salem, Gloucester and Camden Counties, and Burlington County, lying south of the railroad line connecting Burlington, Mount Holly and Hanover.	118,700	415,248		
Emergency Offices					
East Orange	The Oranges and Maplewood.	68,020	162,697		
Elizabeth	Union County except the town of Hillsides.	114,589	287,608		
Hillside	Hillside Township territory.	17,601	17,601		
Irvington	Town of Irvington,	56,733	56,733		

Center	Area Assigned	Population of Center 1930	Estimated Population of Area 1930
Jersey City	Hudson County, sharing Kearny, Harrison and Arlington with the Newark office. Also includes Cliffside, Edgewater, Little Ferry and Ridgefield in Bergen County.	316,715	718,000
Morristown	Morris County.	15,197	110,445
Newark	Essex County exclusive of the Oranges and Maplewood but sharing Bloomfield, Montclair and western Essex towns with the Irvington office. Shares Kearny, Harrison and Arlington in Hudson County with Jersey City office. For camp labor serves outlying sections, especially parts of Somerset, Union and Middlesex Counties. Farm Division covers all needs from Somerset, Warren, Middlesex, Monmouth and Ocean Counties.	442,337	605,200
Passaic	City of Passaic, Clifton and western part of Bergen County.	62,959	184,400
Paterson	Sussex County, Passaic County north of the City of Passaic, Bergen County excluding towns of Edgewater, Cliffside, Ridgefield and Little Ferry.	138,513	595,975
Trenton	Burlington County lying north of the railroad line connecting Burlington, Mount Holly and Hanover, and including these towns. Mercer County, extreme western corner of Monmouth County and Hunterdon County.	123,356	263,421
East Orange	The Oranges and Maplewood.	68,020	162,697
Elizabeth	Union County except the town of Hillsides.	114,589	287,608
Hillside	Hillside Township territory.	17,601	17,601
Irvington	Town of Irvington,	56,733	56,733

Fifty thousand represents the population below which, it is generally agreed, no particular city needs an employment office. Of the foregoing cities, the population of two is less than 50,000. Four have a population of between 50,000 and 100,000; four between 100,000 and 200,000, and two over 300,000.

In addition to the factor of population, the need of any given locality for an office may be measured roughly by (1) its multiplicity of employment centers; (2) the dispersion of such centers; (3) the flow of labor into and through it.

Of the eight centers in which permanent offices are located, seven seem unqualifiedly to satisfy all these criteria. The one center which may be questionable is Morristown.

Morristown is a residential rather than a manufacturing town, with few places of employment outside of household service and gardening. Under the circumstances, it is in no sense a labor market. Also it is comparatively near the emergency office in East Orange and not far distant from the permanent office in Newark. On the other hand, it is the county seat and a shopping center for more than 25,000 people, and eleven private agencies operate there. It is doubtful, however, if these factors at this stage justify the State in maintaining there a local public employment office. But, if the Community Chest and the Chamber of Commerce wish to defray the major expenses of such an office—well and good!

Of the four cities, in each of which an emergency office is located, only Elizabeth completely meets the four criteria indicated. In regard to East Orange, on the other hand, as the center for the area included in the five political units represented by East Orange, Orange, South Orange, West Orange and Maplewood, question arises as to the need for an office. This area is residential, though several large factories are located in it. Its population is 162,677.

The offices in Hillside and Irvington have been established much more as emergency relief measures than as permanent institutions. Hillside, which has a small population and only few industries, could well be served by Elizabeth, were there a more adequate office there. And, although Irvington is industrial and residential, it would seem to be too near Newark to require a separate employment office.

Other Possible Centers

But the problem of the distribution of offices throughout the state requires further the consideration of other population centers than those in which an office already exists. Among such centers, only three have a population of 50,000 or more. These are Bayonne, Hoboken and Union City. All three are located in the district covered by the Jersey City office.

All centers, then, with a population of 50,000 or more are already included within the areas served by the present offices. Three sections of the state, nevertheless, remain unprovided for:

(1) the southern part of northern New Jersey, near New Brunswick and Perth Amboy; (2) the central part of the Atlantic Coast; and (3) the northwestern part of the state.

Since New Brunswick and Perth Amboy are in close proximity, undoubtedly one office could serve both adequately.

As a center for an office serving the northwestern part of the state, Phillipsburg would seem to be the logical choice. Although its population is only approximately 20,000, it is the largest center in that section and has particularly good transportation facilities, affording flow of population through it. In 1919 Phillipsburg had a local office as part of the state-wide service.

Also, the central part of the Atlantic Coast near Asbury Park cannot be practically served by either the Trenton or the Atlantic City offices. A branch of the Service in Asbury Park would fill this lack.

In considering further, then, the better distribution of local offices, it is evident that a very large percentage of the State's need for local offices of the Service is concentrated in the northeastern section. Under the circumstances, the question arises as to whether this section could not be best served by dividing it into three districts with a main office in each of the following centers: Jersey City, Newark, Paterson. Any other offices in these districts would be branches of the main office. Branch offices might then be located in the following places:

Elizabeth
Passaic, and possibly
East Orange and Morristown

The remainder of the State, then, that is, the northwestern, central and southern sections, could be supplied by the offices already in existence or suggested by this report, namely:

1. Asbury Park
2. Atlantic City
3. Camden
4. New Brunswick
5. Phillipsburg
6. Trenton

Each of these offices could also be considered as a principal district office, and such subsidiary or branch offices gradually established as the need may arise.

With the rapid changes in industrial development everywhere, any plan for the distribution of local offices of the employment service of any state must be elastic to meet the needs of the community it serves.

Type and Organization

All the local offices of the Service, except one, may be classified as "general" offices. This means that the services of these offices are available to all employers and to applicants of either sex or of any occupation, race or religion. The exception is the

office conducted in Newark by the Urban League of New Jersey, which is exclusively for Negroes.

Each local office, except one, is headed by an Examiner-in-Charge. The exception is the municipal office in Newark. Since the death of the superintendent there two years ago, no successor has been appointed. Nor, it is reported, has the city commissioner, responsible for its administration, given it the attention it requires. Absence of authority and leadership in the largest office of the Service has been conspicuous in the present unemployment emergency. Indeed, it has been a severe handicap to the community and the Service as a whole.

In five of the nine permanent offices—Atlantic City, Camden, Jersey City, Paterson and Trenton—the examiners-in-charge are directly responsible to the State Director of the Bureau of Employment. In the municipal offices of Newark and Passaic, however, they report to one of their respective city commissioners. In Newark the Director of the Department of Public Works has jurisdiction over the employment office; in Passaic, the Mayor. Each of these offices is closely affiliated with its city's alms department and hence tied up with relief. Such an affiliation experience has conclusively proved to be an insuperable handicap to the effective development and use of any employment office.

The executive secretary of the Morristown Chamber of Commerce supervises the young woman assigned to the work of the employment service. Likewise, the executive secretary of the Newark branch of the Urban League of New Jersey is responsible for the performance of his assistant in charge of the employment office.

In each of the emergency offices maintained by local authorities, the superintendent is responsible to a local official. In Elizabeth, the superintendent of the office reports to the mayor. In Hillside, the town clerk, who in addition to his regular duties performs those connected with the employment service, is responsible to the Township Committee. In Irvington, the employment office is operated as an adjunct to the Department of Revenue and Finance. Payment of tax bills, it became evident, was dependent on the employment of taxpayers; hence the creation of an employment service as a means of securing the taxes. In East Orange, a committee consisting of representatives of the organizations sponsoring the office, the mayors of the five communities served by it, and others, are responsible for its operation.

As in Newark and Passaic, all these offices are conducted in close co-operation with the alms department of their respective local governments.

The Number of Employes

Necessarily, the size of the staffs of the offices varies. In the permanent offices, the number of employes ranges from one in the Morristown and Urban League offices to fifteen in the municipal office in Newark.

Among the emergency offices, the one in Elizabeth and the one in Irvington each has a staff of two full-time employees. In Irvington, the head of the office is a deputy tax collector. The reason for the assumption of double responsibility here has already been pointed out. In East Orange, the staff consists of two full-time employees and other assistants loaned part-time by the Chamber of Commerce. The office in Hillside, as previously indicated, is in charge of the town clerk.

The Division of Labor

In each case the organization of the work of the office depends on the size of its staff. Where there is but one employee, no division of labor is possible. Where there are at least two, and one of them a woman, the work lends itself to organization into two divisions: one for men and boys and the other for women and girls. This separation of work applies to all offices with two employees or more, except those in Elizabeth and Irvington. Here both employees are men, and no separate provision has been made for the sexes.

Both the municipal office in Newark and the Jersey City office admit of more specialization. In Newark, the men's division is organized into four departments as follows: (1) unskilled workers; (2) skilled workers; (3) clerical, mercantile, technical and professional workers and junior boys; (4) farm labor. The women's division, on the other hand, is subdivided into three sections as follows: (1) day workers; (2) hotel, restaurant, domestic and industrial workers; (3) office, mercantile, professional workers and junior girls. Jersey City alone of all the offices maintains besides the men's and women's divisions a special division for juniors.

In connection with the office of the Urban League in Newark a training demonstration has recently been established. This provides for an intensive three weeks' course of instruction for women household workers. After completion of this course, graduates are certified for employment by the employment office but requested to return one evening a week for a period of twelve weeks to the training center. On each of these evenings, instruction is based on the problems which applicants have encountered during the week in question.

Special Groups

The Junior Division of the Jersey City office serves boys and girls up to 21 years of age. Two members make up the staff of this division. One, a Federal-State employe, interviews the boys and girls 16 years of age and over; the other, a municipal employe, representing the public schools, interviews those between 14 and 16 years of age.

General observation, inspection of records and interviews with the two members of the staff indicate that:

1. No provision has been made for any organized study of the occupations in which boys and girls are or may be employed with a view to determining the suitability of such occupations.
2. No experimental work is being carried on in testing vocational aptitudes.
3. The school records of the applicants do not receive the attention they deserve.

As previously indicated, a special examiner for farm labor has been assigned to the Newark office. From here he also supervises this work in the Paterson, Trenton and Camden offices.

For the year ending June 30, 1930, the Service placed 1,387 "farm, poultry and dairy workers" in employment throughout the State. No particular provision, however, is made by the Service for transporting farm or other workers.

A third group which has received special attention is the handicapped. An agreement has been made with the Rehabilitation Commission by which handicapped applicants referred by it receive priority of consideration for any opening for which they are qualified.

Premises and Equipment

All the offices, with the exception of that in Passaic, are centrally located. They occupy space on either the main thoroughfare of their respective center or on a street adjacent or near to it. Hence, they are easily accessible to transportation facilities. In Passaic the remoteness of the office from the commercial district of the city is a handicap to its development. The proximity, too, of the Camden office to the railroad and the resulting dinginess of the surroundings make the location undesirable.

While the location of the offices, except in Passaic and Camden, is in general satisfactory, their quarters are more questionable. Where the chambers of commerce contribute to the support of the Service, they are businesslike and well-kept. In Atlantic City, they are located on the second floor over store space, and are commodious, well-lighted and ventilated, orderly and clean. The Morristown office is housed with the Chamber of Commerce on one of the upper floors of a new office building and the East Orange office in store space in a recently constructed building.

In Camden, Jersey City and Trenton, on the other hand, the offices are located in buildings occupied exclusively by the State Department of Labor and the State Rehabilitation Commission. In Camden and Jersey City, the structures are of brick, of a design not effectively adaptable to use as an employment service. They are dark, in need of repair and ill-cared for. In Trenton, the premises of the office consist of part of the ground floor of a well-designed old colonial residence and, in addition, a shed for

unskilled men applicants. The quarters here, however, are also in urgent need of repair.

In close proximity to the city hall, the building occupied by the municipal office in Newark was at one time used as a factory. It is far from adequate as quarters for a bureau of employment.

The Urban League office occupies space in the headquarters of the League on the ground floor of an apartment house.

The Passaic office is housed in the basement of the public library and the Paterson office on the ground floor of a low, new, brick structure.

All the emergency offices, except that in East Orange, are quartered in their respective city or town halls. Of such premises, the study of "Public Employment Offices," published by the Russell Sage Foundation, already referred to, states: "On the assumption that popular opinion does and would connect the public employment office housed in a city hall or capitol with politics, and that any space in such a building would therefore be rendered unsatisfactory, Wisconsin has decreed that no public employment office under the jurisdiction of the State and the city in which it is established shall be housed in a city hall, a county court house or the state capitol" (p. 519).

Layout

Only five of the thirteen offices provide a separate entrance for women and girl applicants. These are in Atlantic City, Camden, Elizabeth, Jersey City, Paterson and Trenton. And in Jersey City juniors have separate space in the quarters occupied by the office. Two other offices, however,—namely, the municipal office in Newark, and the office in Passaic—have arranged within their quarters for the segregation of applicants according to sex. The other five offices, that of the Urban League in Newark and those in Morristown, East Orange, Hillside and Irvington make no such provision.

According to the usual layout, the desk of the examiner is at one end of the room and chairs for waiting applicants at some distance opposite. Nor are chairs provided in all the waiting rooms. In the men's department of the Camden office, failure to provide them is conspicuous.

In East Orange, it is the policy of those in charge to discourage applicants from waiting at the office. In lieu, the Red Cross Motor Corps has volunteered to notify applicants of possible vacancies and to drive them either to the employment office or directly to the employer.

On the whole, the layouts have been designed with a view to affording privacy of interview between examiners and applicants.

Equipment

Again, in those offices to whose support the chambers of commerce do not contribute, the equipment is far from adequate. Chairs, desks and filing equipment are, in many instances, in need of repair. In two or three of the offices, members of the

staff complained at lack of sufficient filing equipment. In one office, placards were being cut up to serve as indices and in others shoe boxes took the place of filing cabinets. Furthermore, forms which may be had on request from the United States Employment Service were lacking.

Consideration of the physical facilities of the offices raises the following far-reaching questions:

- A. Can the best service be rendered employers and applicants if all applicants are dealt with in one building?
- B. Will skilled, clerical and professional applicants frequent an office where unskilled workers predominate?
- C. Can the office gain the co-operation of employers and applicants if its premises, layout and equipment are not modern, attractive and well kept?

Office Hours

Most of the offices are open from 8:00 A. M. to 4:00 P. M. from Monday to Friday, inclusive, and from 8:00 A. M. to 12:00 noon on Saturday. Some close during the luncheon period and some for a short time in the morning for the purpose of ventilating the rooms.

The needs and convenience of the employers and applicants of a community are the important criteria for determining the schedule of the hours of its public employment office and the comfort of the staff a secondary consideration. If, then, readiness for business at seven o'clock rather than at eight means better service to its clients, seven o'clock is the logical hour for the office to open.

THE PLACEMENT PROCESS

Almost all employers' orders for workers are received over the telephone. These are recorded at the time of receipt on the form provided for this purpose and by the examiner-in-charge of the group of applicants applied for. Inspections of these records indicate that they contain too few specifications to serve as an intelligent memorandum for the referral of applicants.

Until employers' orders have been filled or when they are no longer active, they are kept in a small file box on or in a drawer of the desk of the examiner. In some offices, such orders are filed alphabetically; in some, occupationally; and in others, they are so few as to require no method of arrangement.

Contrary to instructions, some examiners call out their orders at specified hours.

To determine whether vacancies are still open, members of the staff telephone employers each day during the less busy hours. Also, they frequently telephone the employers before referring the applicants.

When an order becomes inactive, it is removed from the desk of the examiner and filed alphabetically in such filing equipment as may be provided for this purpose. Inactive orders for men and boys are filed separately from those for women and girls,

and are maintained for varying periods by the different offices. Apparently, the supply of filing cabinets is at least in some instances the determining factor.

Comparatively recently, an employer's ledger card has been introduced. This provides on its face for the name and address of the employer and other data in respect to employment in his plant. On the reverse side, provision is made for recording chronologically the orders received from the employer and the number of applicants referred and placed by the Service. These cards are also filed alphabetically. Some of the offices have had opportunity hardly more than to begin to use these cards. Hence, they have been able to make little progress in recording on them the history of their employers' orders for the period stipulated by the Director of the Service.

Visits to employers by examiners on the staffs of the offices have been generally accepted as essential to progressive administration. They serve not only as a means of informing employers about the purpose and policies of the offices in order to get their business, but also as a method of informing the examiners, who made the visits, of the conditions of employment in the plants concerned.

All the examiners seemed to recognize the value of field visits, and in some cases they had agreed upon particular afternoons for this purpose. But in practically none of the offices were visits carried on systematically. The pressure of work, some stated, prevented leaving the office. Others felt that employers did not like to be "bothered." While these reasons in a measure hold, lack of initiative and indifference are perhaps the chief factors for failure systematically to carry on field work.

Telephone communication with employers was accepted as the alternative to field visits.

Receiving, Registering, Interviewing and Referring Applicants

Usually, applicants enter the waiting room, are seated or stand, according as seats are available, and wait for the examiner to act. Now and then, an applicant, particularly if only a few others are present, will approach the examiner's desk, ask one or more questions and be governed by the answers. Applicants are requested to register. In some offices, signs are posted to this effect; and in others the examiners request the applicants who have not already registered to do so.

Since no regulations have been established limiting the service of each office to applicants as well as employers residing within a particular area, any applicant is eligible for registration at any office. Thus, no attempt has been made to avoid duplication of effort in this respect by the offices.

A registration is active until an applicant has been placed. It then becomes inactive, though some offices make no distinction in filing between active and inactive applicants. If, subsequent to placement by the office, the applicant returns in search of renewed employment, his application is counted again as a regis-

tration. No provision is made for "renewal" or "re-application."

Two ways of registering are in operation. In some offices, applicants make out their own registration cards; in others, the examiner fills them out. In nearly all cases, the examiner makes out the index card. The questions asked by the examiner during registration of the applicant, or after examination of the record made out by the applicant, constitute the interview.

The registration cards are not filed according to a uniform system. In some offices, the index cards are filed alphabetically and the registration cards occupationally; in others, the method is vice versa. All files are maintained indefinitely.

At the time of registration, the examiner looks over the orders to see if there is a vacancy for which the registrant may qualify. In referring applicants to employers, the examiner makes out the regular introduction card, usually giving the applicant directions as to how to reach the employer. He then records the name of the employer, to whom he has referred the applicant, on the designated space on the applicant's registration form and the applicant's name on the proper space on the employer's order form.

The aim of all the infinite detail inherent in the running of an employment office is, on the one hand, to place applicants satisfactorily and, on the other hand, to fill employers' orders satisfactorily. However equal in theory the emphasis on these functions may be, in actual practice it is toward the placement of applicants that most of the time and energy of the office is directed. Under the circumstances, it is evident that all applicants must be properly registered. The best environment for interviewing is an important consideration. The asking of questions by the interviewer and the answering of them by the applicant, it is agreed, cannot be effectively carried on in public. This demands privacy. And while in general the layouts of the offices have been designed to insure privacy of interview, examiners do not always take advantage of the opportunity thus afforded.

Determining the Results of Referral

The card given by the office to the applicant, introducing him to a prospective employer, provides for its return to the office by the employer, with a record as to whether he employed the applicant. When this card is received, the result of the referral indicated on it is transferred in terms of a code to the proper spaces on both the order form and the applicant's card. Some offices file the returned postal; others do not.

If the introduction card is not returned by the employer, the office, usually, through the assistant who referred the applicant, telephones the employer to ascertain the result of the referral. Contrary to the practice in some states, the report received is not recorded on a special form used as a substitute for the introduction card.

ADVISORY COMMITTEES

As already indicated, the New Jersey statute providing for "free labor bureaus" authorizes the appointment of advisory committees. During the war and the post war period such committees, under the title of "community labor boards" were established in most, if not all the centers where offices of the Bureau were located. But these boards did not continue to function.

According to the Director of the State Bureau of Employment, "The efforts of the Commissioner of Labor to establish permanent committees were defeated by the unwillingness of employers to agree to representation of labor on these committees." "However," he continues, "the co-operation and support of both groups was insured by an invitation to both to have their representatives function directly in connection with the operation of each bureau. This has resulted in the presence in the offices of the various employes of chambers of commerce and the employment through Civil Service regulations, of various examiners sponsored by organized labor. There is no doubt, however, but that organized committees would now be of assistance in developing the various possibilities in the operation of the system."

Experience in New York, Wisconsin, and Illinois, as well as elsewhere, has demonstrated the value to a state employment service of advisory committees, both state-wide and local.

PERSONNEL

The employes in the Federal-State-Municipal Employment Service, with the exception of those engaged in the plant maintenance, number 51. Of these, 18 are employed exclusively by the State; 22 by municipalities; one by the United States Employment Service; and six by private organizations. In addition, two are employed jointly by the State and the Federal Government, and two by the State and municipal authorities.*

Selection

The 18 State employes are selected according to State Civil Service requirements; likewise are the municipal employes in the offices of such cities as have adopted the Civil Service Law, namely, Jersey City, Newark, Paterson, Trenton and Elizabeth, as well as the State-Municipal employes in these offices. But over members of the staff jointly employed by the State and some source other than the municipalities which have adopted the Civil Service Law, or exclusively employed by private organizations, the State Civil Service Commission has no control. In the following offices, therefore, employes are not governed by any civil service law, either State or Federal: Atlantic City**, East

*See Table II—Appendix A.

**With the exception of an employe who is paid by the State and who, accordingly, is subject to State Civil Service requirements.

Orange, Hillside, Irvington, Morristown, Passaic. Nor is the one employe of the United States Employment Service, assigned to the Camden office, subject to Federal Civil Service regulation.

In the absence then of any unified control, wide variations exist in methods of selecting employes of the Service and determining their qualifications and rates of compensation.

Standards, governing employes performing the same tasks, are essential to the development and maintenance of an effective personnel. And, while the result of Civil Service regulations may be questionable, it is generally agreed that they are preferable to the absence of such regulations.

In addition to positions entailing clerical work, operation of the switchboard and supervision of wage collections, the positions in the Federal-State-Municipal Employment Service classified by the State Civil Service Commission are three: (1) State Director of Employment, (2) Senior Employment Examiner and (3) Employment Examiner.

Only the latter two positions apply to local offices. In the municipal office in Newark, however, this classification apparently fails to hold. The positions there are classified as "clerk," "junior clerk" and "employment examiner." In explanation of this exception to the Civil Service classification, it was stated that municipalities which have adopted the Civil Service Law are nominally subject to the regulations of the State Civil Service Commission. In actual practice, however, the latter acts only in an advisory capacity to these municipalities.

The minimum qualifications for the three positions established by the State Civil Service Commission are as follows:

STATE DIRECTOR OF EMPLOYMENT

MINIMUM QUALIFICATIONS: Education equivalent to that represented by graduation from a standard high school, three years of experience as Senior Employment Examiner, or such other combinations of education and experience as are considered equivalent by the Civil Service Commission; wide knowledge of labor conditions in the State, and of business and industrial concerns throughout the State; knowledge of approved methods and practices of personnel administration and of the problems involved in the administration of public employment bureaus; administrative ability; resourcefulness; tact; judgment; good address.

SENIOR EMPLOYMENT EXAMINER

MINIMUM QUALIFICATIONS: Education equivalent to that represented by graduation from a standard high school, two years of experience as Employment Examiner, or such other combinations of education and experience as are considered equivalent by the Civil Service Commission; knowledge of approved personnel methods and practices and of labor conditions in the community; supervisory ability; resourcefulness; judgment; firmness; tact; good address.

EMPLOYMENT EXAMINER

MINIMUM QUALIFICATIONS: Education equivalent to that represented by graduation from a standard high school, one year of experience in employment work in an industrial or business concern, or such other combinations of education and experience as are considered equivalent by the Civil Service Commission; intelligence equivalent to that represented by a score of 105 on the Army Alpha Test; knowledge of approved personnel methods and practices and of labor conditions in the community; resourcefulness; judgment; firmness; tact; good address.

In order to select employes with the qualifications specified above, the Civil Service Commission gives each candidate a written examination. This is usually supplemented by an interview and an oral examination. Both examinations are administered by the staff of the Commission. In New York the State Civil Service Commission utilizes the services of lay specialists in the conduct of a great many of its examinations. This practice, when applied to candidates for positions in the State Employment Service, has resulted in the selection of particularly well-qualified applicants. It is also followed in New Jersey but not in connection with the personnel of the Bureau of Employment.

Among the offices of the New Jersey Service in which the personnel is not subject to the State Civil Service Law, and in whose support the local chambers of commerce participate, appointments are usually the result of a group decision. When such is not the case, they are determined by the predilection of the immediate executive in charge.

Salaries

The salary rates of full-time employes of the Service range from \$936 to \$3,600. Since, however, there are several grades of positions in the Service, these rates can be intelligently gauged only in relation to the positions to which they apply.*

For the three positions in the Service outside of those concerned with clerical work and wage collection, the State Civil Service Commission has established the following salary schedule:

State Director of Employment.....	\$3600	3900	4200	4500
Senior Employment Examiner.....	\$1800	1920	2040	2160
Employment Examiner	\$1500	1620	1740	1860

At present the State Director of Employment is receiving \$3,600, the minimum rate; four of the six "senior employment examiners," \$2,160 each; two, \$2,100 each; and the six "employment examiners," \$1,800 each.

In the municipal office in Newark, the salary rates of the 13 employes paid by the city are somewhat higher than those paid by the State, though nominally, as already indicated, they too are

*See Table III—Appendix A.

subject to State Civil Service requirements. One clerk recorded as assigned to this office, but who apparently is employed elsewhere, is listed at \$3,500; five clerks at \$2,500 and less than \$2,600; one clerk at \$2,000 and less than \$2,500; five clerks at \$1,500 and less than \$2,000; and the remaining two at less than \$1,500. Also the two municipal employees assigned to the Jersey City office are paid a higher rate of compensation than the State employees.

In Passaic the examiner-in-charge of men and boy applicants, and nominally the head of the office, receives \$2,500 a year, a higher rate than is paid to any of the employes in a corresponding position under the jurisdiction of the State Civil Service Commission.

The lowest salary rate, \$936, paid to any employee of the Service, clerical or otherwise, applies to the placement secretary in the Morristown office and the clerk in the Elizabeth office.

The examiner paid by the United States Employment Service receives \$1,860, or \$60 more than the examiners paid by the State. But the \$2,160 salary of the "vocational examiner" assigned the Junior Division in Jersey City, who is paid jointly by the United States Employment Service and the State, is identical with that paid by the State to its senior employment examiners. Of the two employes paid jointly by the State and municipal authorities, one, the employment examiner in the Trenton office, receives the same rate as do the senior employment examiners paid exclusively by the State. The other employe, however, a woman examiner in the Paterson office receives but \$1,326. This salary is less by \$474 than corresponding examiners paid exclusively by the State.

The four employes of the following offices failed to report their salaries: East Orange, Hillside, where it will be recalled the City Clerk performs the duties entailed in the work of the Service, and the Urban League office in Newark. Hence data on their salaries are not available for inclusion here.

Of the salaries established by the State Civil Service Commission, certainly that for the position of "State Director of Employment" is not adequate for the abilities required by it. Five thousand dollars represents the minimum salary which the responsibilities of this position and the abilities required to meet them demand. Nor is the salary of "senior employment examiners" sufficient to attract individuals who are capable of directing a local office and possessed of the calibre and leadership necessary to develop its potentialities in the community.

Increases in Salaries

Of the 18 employes of the State Bureau of Employment, only one has failed to receive an increase in salary and that one has been in the service of the Bureau less than a year. On the other hand, nine of the employes have received four or more increases. Also, comparatively recently, increases have been

granted those employes paid jointly by the State and the Federal government or by the State and municipal governments.

Since the employes of the municipal office in Newark failed to fill out the questionnaires and since the information was not requested of the State Civil Service Commission, data on the increases in the salaries of these employes are missing. In Passaic, however, records indicate that in 1929 the municipality granted increases to the two employes of the office there. Among the emergency offices, the question of salary increases is not pertinent, as the offices have been in existence so short a time.

Inquiry addressed to the Chief Examiner of the State Civil Service Commission as to the basis for granting increases to State employes revealed the existence of a rating-scheme. This provides in each department for quarterly reports made by the rating officers designated by the head of the department. The points on which employes are rated are as follows:

1. Quality of work
2. Quantity of work
3. Personality
4. Discipline
5. Attendance.

As with rating-schemes generally, there was little if any evidence to indicate that the operation of this particular scheme was effective.

Promotion and Transfer

Of the 18 employes of the State Bureau of Employment, eight have been promoted to their present positions from a lower rank. Since, outside of the administrative office, there are but two classes of position—"senior employment examiner" and "employment examiner"—the opportunity for promotion is unquestionably limited.

Occasionally, to meet some emergency, employes have been transferred from one office to another. But no conscious policy of transferring employes to other positions with the idea of training them to perform the duties entailed has been adopted. In practice, absences and the necessity of relief during lunch hours have made it necessary for one employe to take another's place. Thus, in many of the local offices, as well as in the administrative office, each employe is acquainted with the work of his immediate associate.

Provision within the Bureau of Employment for at least one extra worker, who could be transferred by the chief to meet the temporary needs likely to arise in the various offices, might insure better continuity of service to both employers and applicants.

Training

When a new employe is appointed to any of the State offices of the Service, he is usually assisted in learning the duties entailed in his position by a more experienced employe in the same

office. Or he may be assigned to ~~Yankee~~ the office to help him know the work for which he is to be responsible is being carried on elsewhere.

In the municipal and other offices affiliated with the Service, the State Director of Employment himself gives instructions in relation to the use of the forms supplied by the United States Employment Service and the State Bureau of Employment. But any more organized provision for the training of the employees of these offices by the State Bureau of Employment is lacking. Experience in New York State during the war, in developing one office of the State Service as a training center, proved the value of such training in raising the standards of operation throughout the entire Service of that state.

Also, a training program is essential to the recruiting of volunteer workers—and volunteers can be used effectively in a public employment service. Universities, colleges and special schools adjacent to public employment office centers need to make use of the offices for experimental field work for students. In such field work, the students not only can aid in the performance of the many tasks entailed in the operation of a public employment office, but also they can secure and promote an understanding and appreciation of its significance as a public institution. Also, such student volunteers become a source from which to recruit future employees of the Service.

Actual experimentation with volunteers in the New York State Employment Service during the past year substantiates their potentiality for assisting in the development of the Federal-State-Municipal Employment Service of New Jersey.

Labor Turnover

Among the 14 non-clerical employees of the State Bureau of Employment, labor turnover within recent years has been negligible. Nine of these 14 employes have been in the employ of the Bureau ten years or more, and four, five years but less than ten.

Of the four members of the staff jointly employed by the State and other units of government, one has been in the employ of the Service over ten years, one, five years and less than ten, and two less than five years.

These records of length of service do not admit of any far-reaching inferences without comparative data on those who have left the employ of the Service. Two former employes, whose present positions indicate a superior degree of competency, stated that the low salaries paid by the Service and hence the absence of that challenging association and leadership which promotes personal development and economic advancement, had made it practically impossible for them to remain with the Service.

Twelve or 86 per cent of the State employes, and three of the four State-Federal and State-Municipal employes are 40

years of age or over. Finally, the one **Federal** employe is over 70 years of age and has been in the Service over eight years.

Since workers of 40 years of age and over apparently are finding it more and more difficult to find positions, it is unlikely that any of those of this age or over, now in the Service, will resign to accept other opportunities. Only some other reason, it seems reasonable to assume, will cause their retirement.

Nor was it found that any removals had been made in the Bureau of Employment. According to the Civil Service Law, the State Civil Service Commission "shall enumerate in its rules the reasons which shall be considered just cause for the removal of a permanent employe holding a position in the classified service after the completion of the working test period. It shall also prescribe by rule a procedure based upon this section and in accordance therewith for handling such removals from the State classified service."

The need, then, for fresh stimulus and new vitality in the personnel of the Service demands consideration of younger men and women for any vacancies or new positions which may develop. Wasteful as too great turnover of employes may be, too little turnover, particularly in Civil Service, has undoubtedly proved equally, if not more, uneconomic.

Need for the Adoption of Standards Governing Personnel

With the personnel of the Service so variously controlled, differences in the name and requirements of positions, methods of selection, salaries and methods of follow-up are inevitable. But the existence of these differences in the administration of the personnel employed by the State and that employed by such municipalities as have adopted the Civil Service Law challenge the Civil Service Commission to establish standards for the latter.

Over the remaining employes in the various offices of the Service the State Civil Service Commission has no authority. As one means, however, of developing at least a minimum standard of personnel administration, the State Bureau of Employment might well require co-operating offices to subscribe to certain conditions as a prerequisite to affiliation with the Service.

ADMINISTRATIVE FUNCTIONS

Clearance

Occasionally, local offices of the Service, unable to fill demands for labor from among their own applicants, communicate these demands directly to other offices. In some instances, they notify the Director of the Service who, in turn, circulates the information among the offices. Those which have applicants interested in the openings in question usually get in direct touch with the office holding the openings.

As previously stated, the semi-monthly bulletins made up for each office include a list of the especially well-qualified workers registered for work. But no evidence was found to indicate

that any particular office consulted the lists of registered workers published by the other offices for the purpose of filling positions for which it had no suitable applicants. Nor are records of any interchange of information on unfilled positions and unplaced applicants and the action thereon maintained. Hence, it is impossible to state accurately just how much clearance is effected.

It is apparent, then, that the Service has developed no systematic method of clearing information among its local offices for unfilled demands for work and unplaced applicants.

However limited the scope and results of clearance may be, it is essential to the development and operation of an effective state-wide employment service. Adequate provision for it is an obligation of the administrative office of the State Service. The present staff, however, is already much too overburdened to undertake it. Additional assistance is necessary for the performance of this function.

Very recently representatives of the non-fee-charging employment bureaus in the Essex County area and others interested in their promotion met to discuss the need for clearance among them. As a result, a committee, with the Director of the State Bureau of Employment as chairman, has been appointed to work out the details of an acceptable clearance scheme.

Publicity

Control of all printed publicity by the local offices of the Service is vested in the Director. In other words, the superintendent of any local office must obtain the approval of the Director before releasing information concerning the office to the press.

Newspaper articles and items about the Service as a whole have been less frequent than the news inherent in its work would seem to justify. For instance, the monthly reports of the work of the Service, if accurate, would afford significant data on the condition of the labor market. Particularly in times of widespread unemployment, more frequent reports given out weekly or semi-monthly would be of assistance in determining action for its alleviation. Unfortunately, no routine has been devised by the administrative office, making such reports available periodically to the press of the state.

Twice a month, however, the administrative office publishes a mimeographed bulletin, which it distributes to employers in almost all the centers where the permanent offices of the Service are located.

The heading of the bulletin varies for each of these offices. Besides the names of the various agencies, governmental and non-governmental, participating in the maintenance of the office in question, the heading bears the address and telephone number of the office and the names of the examiners responsible for the various divisions of its work.

Following the heading, there is an editorial or a few paragraphs on the trend of employment or some comparable topic.

To this is appended a list of particularly well-qualified applicants of both sexes registered at the office.

The "Industrial Bulletin," issued monthly by the Department of Labor, includes a report of the work of the Federal-State-Municipal Employment Service and on one of the front or back pages a directory of its offices.

In addition to these two bulletins, the State allows each of the permanent offices \$9.00 per month for classified advertising. The total amount spent by these offices for the fiscal year ending June 30, 1930, amounted to \$344.12. Only the Atlantic City office expended its total allowance of \$108.00.

Public addresses on the work of the Service are given occasionally by the State Director. Seldom, however, do the examiners-in-charge of the permanent local offices or their assistants take any initiative in talking before interested groups.

In general, the emergency offices, and the others in whose conduct the chambers of commerce actively participate, have received newspaper publicity. In order, however, that each local office and the Service as a whole may share in the benefits to be derived from continuous and effective publicity of various kinds, a co-ordinated program planned in advance for a period of three or six months is essential. But to plan such a program and to supervise its execution demands more time than the Director of the Bureau of Employment has available. To discharge these responsibilities he needs either to be released from some of his present duties or to be supplied with additional and competent assistance.

Statistics and Reports

Each office keeps a weekly record of its:

1. Demand for workers..... "Help Wanted"
2. Applications for work..... "Registrations"
3. Applicants referred to vacancies..... "Referrals"
4. Applicants placed in vacancies..... "Placements"

These records are classified according to sex and occupation. They are compiled weekly and sent to the office of the Director of the Bureau. At his office a weekly report is made up showing the work of all the offices according to the above four-fold classification and subdivided according to sex but not according to industry. Also, monthly reports are sent to the Bureau of Statistics and Records of the New Jersey State Department of Labor and to the United States Employment Service. These are arranged in a three-fold industrial classification according to sex: i. e. (1) unskilled, (2) skilled, and (3) clerical and professional for men and boys; and (1) domestic, (2) industrial and (3) clerical and professional, for women and girls.

In addition, the six permanent State offices report an analysis of new placements according to the number of times each applicant is placed up to "four times and over." Formerly these offices also attempted to report the duration of placements. This attempt, however, has been abandoned.

Definitions

From time to time, terms and methods of computing the various statistics required have been defined by the State Director of the Bureau of Employment in letters to the head of each local office of the Service.

The present definitions of the four principal terms, as gathered from correspondence and interviews, are as follows:

"Help Wanted"—is the number of workers requested by an employer.

"Registration"—is the original application for work recorded on the regulation form and the re-application of a registrant following each placement of him by the Federal-State-Municipal Employment Service or by his own efforts. No provision is made for "renewals" or "re-applications."

"Referred"—an applicant is counted as "referred" when he is given a card at the employment office introducing him to a prospective employer or in an emergency when he is instructed over the telephone by the office to call upon a particular employer.

"Placed"—an applicant is recorded as "placed" after he has been referred to an employer and information has been received by the office that he has been employed.

On the whole, understanding of these definitions by the employes of the offices was uniform, but practical application of them gave evidence of some variation.

While undoubtedly there has been a definition of the terms in the three-fold occupational classification—"unskilled," "skilled," "clerical and professional" for men and boys, and "domestic," "industrial," and "clerical and professional" for women and girls—no record of such was found.

As in other state employment services, a much more meticulous definition of terms and methods of procedure is required if the statistics of performance are to be precise, accurate and uniform. To meet this need the International Association of Public Employment Services has requested the Committee on Governmental Labor Statistics of the American Statistical Association to make a study of public employment office statistics in this and other countries and, on the basis of this study, to recommend a technique. Under the circumstances, it seems superfluous for this report to include any such recommendations.

Forms

All offices of the Service, except the municipal office in Newark, use the forms issued by the United States Employment Service. These the State supplements with special forms for recording telephone communications with employers, field visits, a ledger account of transactions of individual employers with the Service, requisitions for farm labor and other data. Some of these, however, are mimeographed sheets larger than standard size. Consequently, they do not fit the standard correspondence or filing cabinets even where such are available.

Study of the forms and their use indicate that they admit of improvement. In view of the study of public employment office statistics now under way by the Committee on Governmental Labor Statistics of the American Statistical Association, changes in the forms may well await the conclusions of this study.

Supervision

In a state-wide employment service where the local offices are not maintained by one authority but by several, and those both public and private, the need for supervision becomes of especial importance. Necessary as freedom is for experimentation, it is desirable only beyond a certain point. Up to that point standard practice is essential if the offices are to function as an integral part of a state-wide system. But the maintenance of standard practice is not an automatic process. Stimulus and assistance on the part of superior executives are required if the staffs of local offices are to attain this end.

In the offices maintained by municipalities, the mayor, city commissioner, or other responsible officials give the offices little attention, except, perhaps, to use them for the promotion of their own or their party's political advantage. On the other hand, the executive secretaries and officers of chambers of commerce manifest a genuine interest in the operation of the offices which they help to maintain.

But, in the last analysis, the largest responsibility for supervision and leadership devolves in all cases upon the Director of the Service. The usual technique for discharging this responsibility consists in: (1) an analysis of the reports of the work of the offices and of the individual employes; (2) personal inspection; and (3) staff conferences.

Reports on the work of the offices in terms of registration, referral and placement of applicants and "help wanted" are sent to the Director weekly. He, in turn, distributes monthly to all offices a summary showing the performance of each. Also, a weekly record is required by him of each examiner's telephone calls to employers, made for the purpose of soliciting orders, for verifying placements or for determining the activity of orders.

To what extent these reports are regularly studied and analyzed, it is impossible to state. Evidence, however, indicates that some which challenged inquiry were followed up.

It is the objective of the Director to visit the offices in Jersey City and Paterson weekly and those in the southern part of the State once a month. The others he visits as time permits. In considering the time available for such visiting, it should be recalled that the Director is also responsible for the regulation of private employment agencies and the collection of wages claimed, and that most of the duties in connection with the regulation of private employment agencies he performs personally.

The need for more intensive inspection of the offices is essential to the maintenance of standard practice and to the develop-

ment of more effective performance. As a means to this end, apparently few, if any, staff conferences have been held. Of their need and desirability the executive of one of the co-operating organizations expressed himself vigorously.

Also, local committees attached to the offices of state services provide another instrument for improving their management and promoting their status in their respective communities.

PERFORMANCE

According to the reports of the State Bureau of Employment for the fiscal year ending June 30, 1930, the Federal-State-Municipal Employment Service made approximately 100,000 placements. The exact number was 99,849.*

For men and boys the placements represent 53.5 per cent of the registrations for this group; for women and girls, 60.8 per cent. These percentages exceed those of the adult division of the New York State Service, for the same period for men and boys by 1.5 per cent and for women and girls by 2.8 per cent.

Among the men and boys placed, 54 per cent were unskilled; as against 60 per cent in New York State; 42.5 per cent skilled and 3 per cent clerical and professional workers.** Among the women and girls, 87 per cent were domestic, as against almost 75 per cent in New York State; 9 per cent industrial and 4 per cent clerical and professional workers.***

Of the applicants placed by the six State offices, 33 per cent of the men and boys and 53 per cent of the women and girls were placed four times and over.****

COST OF OPERATION

The total cost to the State of operating the State Bureau of Employment for the fiscal year ending June 30, 1930, amounted to \$44,733.47.

Of the total cost of the Bureau, \$9,242.79, or a little over a fifth, was expended on the administrative office. This expenditure covers the administrative work not only for the employment service but also for that entailed in the regulation of private employment agencies and the handling of wage claims.

Of the local offices classed as "state offices," that in Jersey City, expending \$10,679.60, ranks highest in cost to the State; Paterson, expending \$7,992.57, second; and Camden, expending \$6,359.06, third. While the expenditures made by the State for the Atlantic City and Trenton offices are about equal, each approximating \$5,500, the total cost of operating the former is considerably greater than that of the latter. In Atlantic City, it will be recalled, the Chamber of Commerce has contributed the salaries of two members of the staff of that office as well as cer-

*See Table V—Appendix A.

**See Table VI—Appendix A.

***See Table VII—Appendix A.

****See Table VIII—Appendix A.

tain other expenses, the total amounting, it was stated, to about \$2,000 per year.

Almost four-fifths of the State's total expenditures for the entire Service are for salaries; the remainder for maintenance and operation.

It is estimated that the municipal office in Newark costs \$35,000 and that in Passaic about \$5,000. In Morristown, the cost of operating the office, as now conducted, is probably \$1,500 a year.

On the basis of present operations, the offices in Elizabeth and Irvington each involve a cash expenditure of around \$4,000 a year. In Hillside, the maintenance of the Service entails no extra cost on the part of the township since the town clerk performs all the duties entailed in carrying it on. In East Orange, the Chamber of Commerce and Civics, the Red Cross, the Welfare Federation and the Woman's Club have contributed \$500 a month for a period of five months for the maintenance of the local office.

For salaries, either in full or in part, paid to employes in offices of the State Service, the United States Employment Service expended \$5,520.

It is estimated that for the year ending June 30, 1931, the expenditures incurred by municipalities in maintaining their own local offices or in contributing to those largely financed by the State will amount to between \$55,000 and \$60,000, and by chambers of commerce and other private organizations to about \$10,000.

For the year ending June 30, 1931, the total cost of the Service, then, exclusive of the forms, stationery and free postage contributed by the United States Employment Service, is estimated at between \$100,000 and \$110,000.

The Per Capita Cost of Placement

Frequently, the comparative efficiency of state employment services and their individual offices is measured by their per capita cost of placement. This measurement, since it is subject to large error, is likely to be misleading. The majority of placements of one office, for example, may have been among mechanically skilled and technical workers. As a result of discriminating selection, these placements may have been unusually satisfactory to both the employers and applicants in question.

On the other hand, almost 100 per cent of the placements of another office may have been among day workers. In all probability they required comparatively little judgment on the part of the examiners and the results to both employers and applicants may have been indifferent. Yet the per capita cost of placing the latter was much less than that for the former. But from the point of view of the value of the service rendered the community, the placement of skilled and technical workers is probably much the more significant.

It is evident, then, that the per capita cost of placement can be intelligently interpreted only in relation to the occupations in which applicants were placed, the training, and experience of these applicants and the duration of their placements.

In the absence, however, of adequate comparable data on all these items, the cost of the placements made by the public employment services of the nine chief industrial states on the basis of both state appropriations and total appropriations for the services, gives some idea of the ranking of New Jersey. The Director of the Bureau of Employment of the Federal-State-Municipal Service of New Jersey has computed this cost from information assembled from publications of the United States Bureau of Labor Statistics and of the United States Employment Service. According to this computation, the per capita cost of placement in New Jersey, on the basis of *state* appropriation is 35 cents as against \$2.69 in Pennsylvania, \$2.16 in Massachusetts, \$1.94 in Illinois and \$1.77 in New York.* On the basis of total appropriation, the per capita placement cost in New Jersey is 86 cents, as against \$2.81 in Pennsylvania, \$2.25 in Massachusetts, \$1.94 in Illinois and \$1.82 in New York.

Attention must be called to the fact that the total appropriation recorded for New Jersey, \$86,050 is not identical with the total cost of operation. The latter is estimated at between \$100,000 and \$110,000.

On the basis of population, the per capita cost of maintaining the Service in New Jersey is less than one cent, in Illinois 3.5 cents, in Massachusetts 1.7 cents and in New York and Pennsylvania 1.03 cents.**

STATUS

In order to determine the efficiency of the Federal-State-Municipal Employment Service and the attitude and relation of New Jersey employers, trade unions, public education officials, and social agencies toward it, approximately two hundred interviews were conducted.

Employers

Of these two hundred interviews, exactly one hundred were held with employers whose working forces numbered approximately 59,622 men and 35,358 women, or a total of 94,980 employees. The results of these conferences with employers may be summarized as follows:

1. The majority recruit most of their employees through direct application or their employed personnel.
2. The majority have dealt with the Federal-State-Municipal Employment Service, but mainly for unskilled workers.

*See Table IX—Appendix A.

**See Table X—Appendix A.

3. Labor unions, employers' associations, commercial and non-profit-making agencies are considered better sources of supply for skilled, office and professional workers.
4. About 35 per cent of the employers interviewed have a real need for outside sources from which to recruit employes.
5. About 50 per cent of the employers interviewed are completely satisfied with the service obtained from the local offices of the Federal-State-Municipal Service.
6. The majority of employers interviewed believe if the Service can be divorced from politics and operated efficiently, the offices could be of assistance to both employers and employes, particularly to
 - (a) the smaller firms continuously
 - (b) larger firms in an emergency
 - (c) individual workers generally
 - (d) domestic help in particular.
7. The establishment of a clearing-house for placement and other employment problems would result in a great saving of time to both employers and employes.

Of particular interest from the point of view of the employers' attitude toward the Service is a report made by the "Special Committee to Study the Industrial Placement Problem" in the Newark district, made to the Board of Directors of the Newark Chamber of Commerce in 1929. The findings of this committee, as itemized in its report, are as follows:

- "1. There is lack of confidence on the part of industrial employers in the ability and efficiency of the local Municipal Employment Bureau (Newark) operated under joint Federal, State and Municipal auspices.
- "2. Private industrial employment agencies are looked upon with disfavor because of the fee system and the impossibility of co-ordinating their placement efforts.
- "3. There is an unecomonic and unnecessary burden placed upon the employer in interviewing applicants who for various reasons are not employable.
- "4. The lack of co-ordination of employe placement agencies of all kinds results in seekers of jobs being sent to various plants only to be told there is no employment. Unquestionably, such unco-ordinated placement work does not strengthen our labor market; rather, it tends to unfavorably affect the mental attitude and the physical condition of the seeker of work.
- "5. In addition to the Municipal Bureau and private agencies, practically every social agency, the Chamber of Commerce, the Employers' Association, etc., are called upon to do employe placement work. Because of the absence of a centralized clearing agency equipped with a trained staff, each of the aforementioned agencies are obliged to make contact with employers resulting in duplication of

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work and unnecessary expense to the employer and the inquiring agency."

The report states that employment managers favor the creation of a centralized and efficiently organized employment clearing bureau, scientifically and economically managed. The present facilities do not provide any such bureau. Hence, the committee recommends "the creation of a single centralized employment clearing agency to serve Essex County and West Hudson."

No specifications are contained in the report as to the organization and financing of this proposed "employment clearing agency." Experience, however, indicates that employment bureaus operated by associations of employers are usually regarded as too partisan to perform a disinterested and community-wide employment service.

Just what is intended in the recommendation therefore by "a single centralized employment clearing agency" is not altogether clear. Centralized control of a service for the North Jersey area is unquestionably to be desired. But whether such a service should be under one roof is another matter. If it is to recruit only one group of applicants, for example, men and boys desiring work in the skilled trades, well and good! But experience has shown that a general bureau which is designed to serve all groups of applicants is not effective in recruiting many, outside of the unskilled.

Trade Unions

Representatives of six Central Labor Councils or corresponding organizations were interviewed. In general, each local union has its own business agent who conducts the employment work of the union. Employers in need of union workmen apply to these business agents. Nor does a union man in need of employment make application to the Federal-State-Municipal office until he has interviewed his local business agent. As these agents are constantly in close touch with the working conditions in the district, it is usually only for out-of-season work that a union man might seek assistance from the public employment office.

Naturally, union business agents are glad to co-operate with the local Federal-State-Municipal Employment office when they are asked by that office to recommend a union man for a particular job or when they themselves have no available applicants for the openings. These occasions offer almost the only opportunities for any active co-operation. In some of the State offices friendly relations with the unions are assured through the employment on the staff of the office of a representative of organized labor.

Briefly, the interviews with representatives of labor unions indicate that:

1. The unions furnish an organized source for recruiting employees.

2. Many employers of union labor use this source as their first method of recruiting employees.
3. Union workers seek assistance in securing employment from agencies other than their union only in emergencies.
4. The unions co-operate with the Federal-State-Municipal Employment Service and have taken action designed to promote its development.

Social Agencies

Impressions of the Federal-State-Municipal Employment Service were gathered from 33 representatives of social agencies. On the whole, their criticism of its personnel was much freer than that of the employers interviewed.

In a few of the communities, the criticism on the part of the social agencies related to the lack of consideration which employes of the local offices show toward the particular problems of the individual in search of employment. This attitude cannot fail to antagonize and prevent applicants from returning to the office. On the other hand, it is recognized that some examiners have so great a desire to be helpful and encouraging that they antagonize employers by sending them men and women who are not at all suited to their needs or by referring applicants when it is known that there is no work. This procedure which wastes the time of both employer and employee results from lack of discrimination on the part of examiners. Appointment to the staff of the offices of trained personnel workers with placement experience would obviate this difficulty.

The executives of social agencies, who were interviewed, believe that the Service, to function efficiently and to attract all classes, will need to have offices providing for a segregation of different types of workers. It is their emphatic belief also that an organization, which is built up to serve an industrial and business need, must be divorced from politics.

In Newark the executives are not so much interested in extending the functions of the present municipal employment office as they are in establishing an employment clearing-house which will co-ordinate the work of all the non-profit-making and, if possible, also the commercial agencies. These executives are convinced, however, that to build up such a clearing-house through the already established municipal office would be impossible. This office is at present too controlled by local politics and its operation is too confined to municipal jobs to enable it to serve as an effectual base for the development of an adequate community employment bureau.

Summarizing the information gathered from the survey of social agencies, it reveals that:

1. With the exception of some of the Y. M. and Y. W. C. A. and Y. M. and Y. W. H. A. groups, the social agencies do not operate employment bureaus.

2. All the social agencies do, however, considerable casual placement.
3. This group is of the opinion that the Service, except in Newark, functions chiefly as a clearing-house for unskilled labor of both sexes.
4. The group is in agreement as to the desirability of building up the Federal-State-Municipal Employment offices to serve as efficient clearing-houses for all community employment problems but it is convinced that this result cannot be obtained
 - (a) under political control
 - (b) with the present untrained personnel
 - (c) with the present premises and equipment.

Schools

Since many employers make extensive use of schools and colleges as a means of recruiting employees, it seemed advisable to know how the schools are assisting in the vocational adjustment of the pupils. Therefore, ten interviews were held either with school superintendents or with those engaged in vocational counseling or placement.

While many placements are made by all the school systems, only three have definitely organized employment bureaus or departments where special workers devote time to placement work. In the other schools, this function is managed by the principals and commercial teachers.

The Attendance Departments of Newark and Jersey City are doing vocational placement. Although the Jersey City School Board has delegated one of its former teachers to act as a liaison officer between the schools and the Junior Division of the local office of the Federal-State-Municipal Employment Service, the Department of Attendance seems to find it necessary or desirable to place the school pupils in business and industry directly through the Attendance Office. Also, the Department of Attendance of Newark is running, unofficially, a Junior Employment Service, apparently because the other placement facilities of the community are found to be inadequate.

Only one County School vocational plan, that of Essex County, was studied. The Board of Education of this county operates both the Essex County Vocational Schools and the Essex County Junior Employment Service. The students of the County Vocational Schools are recruited from the grammar schools and high schools.

The Essex County Junior Employment Service is organized to aid all juniors in the county between the ages of fourteen and twenty-one. After twenty-one they are served by other placement bureaus. Though the Essex County Service may continue to assist them for a short time, very rarely is any assistance necessary.

The staff of this Service is in constant touch with all schools, social and business organizations in the county, as well as with employers.

Many of the employers interviewed say that, where it is possible to use the inexperienced worker, they have made extensive use of the schools and the Essex County Junior Employment Service in recruiting employees for both offices and plants. The instructors know the students and their abilities so much better than it is possible for any other type of employment agency to know its clients, that the selection of applicants for the particular job is usually most satisfactory.

Summarized briefly, interviews with representatives of the public schools tend to show that:

1. Vocational placements are made through all the schools by one or more of the following:
 - (a) principals
 - (b) commercial teachers
 - (c) employment bureaus or departments
 - (d) departments of attendance
2. Local employers recognize the schools as an effective means of recruiting employees.
3. School officials are convinced that the placement of boys and girls up to 21 years of age can be more effectively carried on by the schools than by a public employment service. First of all, the schools know the students better than a public employment service can know them and second, the schools need the first-hand contact with industry inherent in a placement service as an essential guide in the planning of their curricula.

OTHER EMPLOYMENT AGENCIES

Among the employment bureaus in New Jersey other than those of the Federal-State-Municipal Employment Service, some are operated privately for profit. Others are maintained by employers' associations, social agencies and public authorities and for the most part do not charge fees.

The private employment agencies are by far the most numerous and are distributed in 59 different centers throughout the State. Altogether they number 185.* Of these 107 are for domestics, 18 for nurses, 17 for commercial workers, 16 for hotel workers, and the remaining 27 for other groups of applicants. Of the 17 private agencies for commercial workers, several are maintained by the typewriter companies.

Newark claims the largest number of private employment agencies located in any one city—29 or 15 per cent of the total number in the State.* Morristown has 12 or seven per cent and

*See Table XI—Appendix A.

Jersey City ten or five per cent. The remaining offices are located in 56 of the other centers in the State.

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Both the Employers' Association of North Jersey and the Employers' Association of Hudson County carry on placement work for their members without fee to applicants.

Other membership organizations which operate employment services, in some instances organized and in others more or less informal, are the Y. M. C. A., the Y. W. C. A., the Y. M. H. A. and the Y. W. H. A. Some charge fees to applicants; others do not.

Recently a community placement service known as the Bureau of Occupations has been established in Montclair. This is financed by membership fees and private contributions, and makes no charge to applicants.

As already indicated, boys and girls in Essex County up to 21 years of age are served by the Essex County Junior Employment Service. The Attendance Department, however, of the Newark Public Schools, also places boys and girls. A similar function is performed by the Attendance Department of the Jersey City Schools.

Finally the Veterans' Division of the United States Employment Service, housed in the quarters of the Veterans' Bureau in Newark, places discharged soldiers and sailors throughout the State.

APPENDIX A

TABLES

TABLE II
Source of Salaries of Employes According to Location of Offices

Office	SOURCE OF SALARIES						Total
	State	City	Federal Government	State and City	State and Federal Government	Private Organizations	
Administrative	4	...	...	...	...	...	4
Atlantic City	1	...	...	...	...	2	3
Camden	3	...	1	...	...	...	4
Jersey City	5	2	...	...	1	...	8
Morristown .....	...	...	...	...	...	1	1
Newark, City	2	13	...	...	...	...	15
Newark, Urban League .....	...	...	...	...	...	1	1
Passaic	2	...	...	...	...	...	2
Paterson	2	...	...	1	1	...	4
Trenton	1	...	...	1	...	...	2
East Orange .....	...	...	...	...	...	2	2
Elizabeth	2	...	...	...	...	...	2
Hillside	1	...	...	...	...	...	1
Irvington	2	...	...	...	...	...	2
Total	18	22	1	2	2	6	51

TABLE III
Positions of Employees According to Location of Offices

Office	State Director	POSITIONS								Total
		Supervisor Wage Collections	Senior Employment Examiner	Supervisor Placement and Vocational Guidance	Vocational Examiner	Employment Examiner	Clerk	Junior Clerk	Clerk Stenographer	
Administrative	1	1	..	..	..	..	..	..	2	4
Atlantic City	3	..	..	..	3
Camden	1	..	..	..	2	..	..	..	4
Jersey City	2	1	1	1	3	..	..	1	8
Morristown	1	..	..	..	1
Newark, City	2	..	..	..	3	6	1	1	15
Newark, Urban League	1	..	..	1	1
Passaic	2	..	..	..	2
Paterson	2	..	..	2	..	..	..	4
Trenton	2	..	..	..	2
East Orange	2	..	..	..	2
Elizabeth	2	..	..	..	2
Hillside	1	..	..	..	1
Irvington	2	..	..	..	2
Total	1	1	7	1	1	26	6	1	3	51

TABLE IV
Salaries of Employees According to Positions

Salaries	State Director	POSITIONS								Total
		Supervisor wage claims	Senior Employment Examiner	Supervisor Placement and Vocational Guidance	Vocational Examiner	Employment Examiner	Clerk	Junior Clerk	Clerk-Telephone Operator	
Less Than \$1000.....	2*	1	..	..	4
\$1000 & LT 1200.....	1	..	1	..	4
1200 & LT 1400.....	1	..	..	3	2
1400 & LT 1600.....	1	..	..	1	1
1600 & LT 1800.....	2	..	..	..	1
1800 & LT 2000.....	1	9	1	..	..	4
2000 & LT 2200.....	1	4	..	..	..	10
2200 & LT 2400.....	7	..	..	..	..	..	..	12
2400 & LT 2600.....	1	..	..	..	1	..	4	..	..	6
2600 & LT 2800.....	1	..	..	..	..
2800 & LT 3000.....
3000 & LT 3200.....
3200 & LT 3400.....
3400 & LT 3600.....	1	..	..	..	..	1	4	..	..	..
No Report	1	..	..	1	..	..	5
Total	1	1	7	1	1	25	7	1	3	51

* One of these two examiners is employed part time.

TABLE V

**Registrations and Placements by the Local Offices of the Service
According to Sex, for the Year Ending June 30, 1930**

Cities	REGISTRATIONS			REPORTED PLACED		
	M.	F.	Total	M.	F.	Total
Atlantic City..	6,630	7,468	14,098	3,713	4,801	8,514
Camden	6,945	8,903	15,848	2,802	4,502	7,304
Jersey City	6,375	7,949	14,324	2,777	4,082	6,859
Morristown ..	692	508	1,200	158	254	412
Newark	19,889	47,039	66,928	11,725	29,447	41,172
Passaic	2,513	9,755	12,268	1,476	6,081	7,557
Paterson	12,618	21,396	34,014	7,849	14,127	21,976
Trenton	5,761	4,548	10,309	3,112	2,318	5,430
Elizabeth** ..	1,196	216	1,412	79	20	99
Hillside*	51	11	62	17	2	19
Irvington*	1,037	184	1,221	413	94	507
STATE	63,707	107,977	171,684	34,121	65,728	99,849

* 3 Months.

** 2 Months.

TABLE VI

**Registrations and Placements of Men and Boys by the Local
Offices of the Service According to Occupational Classi-
fications for the Year Ending June 30, 1930**

	REGISTRATIONS			REPORTED PLACED		
	Unskilled	Skilled	Clerical and Professional	Unskilled	Skilled	Clerical and Professional
STATE	29,301	30,454	3,952	18,606	14,507	1,008
Cities						
Atlantic City..	3,268	3,098	264	2,227	1,475	11
Camden	3,933	2,657	355	1,635	1,084	83
Jersey City	3,092	2,605	678	1,615	947	215
Morristown	151	423	118	18	99	41
Newark	9,508	9,411	970	6,225	5,203	297
Passaic	1,503	924	86	1,081	382	13
Paterson	4,949	6,779	890	4,015	3,598	236
Trenton	2,575	2,882	304	1,696	1,358	58
Elizabeth** ..	193	877	126	16	62	1
Hillside*	6	42	3	12	4	1
Irvington*	123	756	158	66	295	52
Grand Totals	63,707			34,121		

* 3 Months.

** 2 Months.

TABLE VII

Registrations and Placements of Women and Girls by the Local Offices of the Service, According to Occupational Classifications for the Year Ending June 30, 1930

	REGISTRATIONS			REPORTED PLACED		
	Domestic	Industrial	Clerical and Professional	Domestic	Industrial	Clerical and Professional
STATE	82,515	14,297	11,165	56,924	5,912	2,892
Cities						
Atlantic City..	4,821	1,936	711	3,794	869	138
Camden	6,673	1,210	1,020	3,900	391	211
Jersey City	3,357	3,252	1,340	2,700	1,108	274
Morristown	114	70	324	87	46	171
Newark	39,317	3,083	4,639	26,695	1,572	1,180
Passaic	7,896	1,099	760	5,516	444	121
Paterson	16,801	2,851	1,744	12,318	1,193	616
Trenton	3,491	575	482	1,947	229	142
Elizabeth**	15	142	59	.....	17	3
Hillside*	1	8	2	1	1	....
Irvington*	29	71	84	16	42	36
Grand Totals	107,977			65,728		

* 3 Months.

** 2 Months.

TABLE VIII

Placements by Local Offices of the State Bureau of Employment According to Sex and Times Placed for the Year Ending June 30, 1930

Local Bureau	MEN				WOMEN			
	Times Placed				Times Placed			
	1	2	3	4 & over	1	2	3	4 & over
Atlantic City	36	17	10	37	23	17	16	44
Camden	91	2	1	6	23	12	5.6	59.4
Jersey City	56	13	5	26	33	4	3	60
Passaic	69	12	2	17	87	....	7	6
Paterson	40	10	12	38	14	8	6	72
Trenton	36.6	4	3.5	55.9	20.9	9.5	6.7	62.9
State	49.7	10	7.3	33	31.6	8	7.4	53
					1	2	3	4 & over
					%	%	%	%
Junior Bureau—Jersey City—								
Included in above totals							85	9
							3	3
Newark—Not included in above totals							Farm Hands Only	Industrials Only
							76	4
							1.7	18.3

TABLE IX

Placements, State Appropriations, Total Appropriations and Per Capita Costs of Placements of Nine State Employment Services, According to State for Latest Fiscal Year

State*	Placements**	State*** Appropriation	Per Capita Cost of Placement According to State Appropriation	Total*** Appropriation	Per Capita Cost of Placement According to Total Appropriation
Ohio	172,970	\$ 86,960	.50	\$156,824	.90
California	148,824	90,835	.61	93,710	.629
Illinois	136,942	266,080	1.94	266,080	1.94
New Jersey	99,839	34,940	.349	86,050	.86
New York	93,575	166,280	1.77	171,560	1.82
Wisconsin	75,689	50,000	.66	58,081	.785
Connecticut	40,078	48,114	1.20	50,000	1.225
Pennsylvania	37,257	100,000	2.684	108,300	2.81
Massachusetts	33,567	72,500	2.16	75,381	2.245

* Arranged according to Number of Placements.

** United States Employment Service, Monthly Reports from July, 1929, to June, 1930.

*** United States Department of Labor, Bureau of Labor Statistics, Monthly Labor Review, Vol. 32, No. 1, January, 1931, page 22.

TABLE X

Population of Nine States, Appropriations for Their State Employment Services and Cost of Service Per Capita of Population According to State for Latest Fiscal Year

	Population 1930*	State Appropriation**	Cost per capita of Population
New York	12,619,503	\$166,280.00	.0131
Pennsylvania	9,640,802	100,000.00	.0103
Illinois	7,607,684	266,080.00	.0349
Ohio	6,639,837	86,960.00	.0103
California	5,672,009	90,835.00	.0160
Massachusetts	4,253,646	72,500.00	.0170
New Jersey	4,028,027	34,940.00	.0086
Wisconsin	2,930,282	50,000.00	.0170
Connecticut	1,604,711	48,114.00	.0299

* Arranged according to Population.

** United States Department of Labor, Bureau of Labor Statistics, Monthly Labor Review, Vol. 32, No. 1, January, 1931, page 22.

TABLE XI

Private Employment Agencies Licensed in New Jersey According
to Workers Served and Location During Year
Ending June 30, 1930

	LOCATION OF AGENCY		TYPE OF AGENCY						Total	
	Nurses	Hotel	Domestics	Farm	Marine	Office and Commercial	Beauty Shop	Commissary Labor Camps	Factory and Labor	
Asbury Park	2	3	1	..	..	..	..	..	..	6
Atlantic City	5	4	..	..	..	..	..	..	..	9
Atlantic Highlands....	..	1	..	..	..	..	..	..	..	1
Bayonne .....	..	1	..	..	..	..	..	..	..	1
Bloomfield .....	..	2	..	..	..	..	..	..	..	2
Bradley Beach.....	..	1	..	..	..	..	..	..	..	1
Burlington .....	..	1	..	..	..	..	..	..	..	1
Caldwell .....	..	1	..	..	..	..	..	..	..	1
Camden	1	..	..	..	..	..	..	..	..	1
Coytesville (Inter-State Park)	..	..	..	..	..	..	1	..	..	1
Deepwater .....	..	..	..	..	..	..	1	..	..	1
East Orange .....	..	5	..	..	..	..	..	..	..	5
Elizabeth .....	..	2	..	..	2	..	..	..	..	4
Englewood .....	..	4	..	..	..	..	..	..	..	4
Elk Township .....	..	..	1	..	..	..	..	..	..	1
Fanwood .....	..	..	..	..	..	..	1	..	..	1
Glassboro .....	..	5	..	..	..	..	..	..	..	5
Hackensack .....	..	2	..	..	1	..	..	..	..	3
Hillside	1	..	..	..	..	..	..	..	..	1
Hoboken .....	..	1	1	2	1	..	..	..	..	5
Irvington	1	..	2	..	..	..	..	..	..	3
Jersey City	1	1	5	..	3	..	..	..	..	10
Lakewood .....	..	2	..	..	..	..	..	..	..	2
Little Ferry .....	..	..	..	..	..	..	1	..	..	1
Long Branch .....	..	1	..	..	..	..	..	..	..	1
Madison .....	..	1	..	..	..	..	..	..	..	1
Maplewood .....	..	1	..	..	..	..	..	..	..	1
Metuchen .....	..	..	..	..	..	..	1	..	..	1

TABLE XI (Continued)

	LOCATION OF AGENCY		TYPE OF AGENCY						Total	
	Nurses	Hotel	Domestics	Farm	Marine	Office and Commercial	Beauty Shop	Commissary Labor Camps	Factory and Labor	
Millburn .....	..	..	..	..	1	..	..	..	..	1
Montclair .....	..	..	..	..	..	..	1	..	..	9
Morristown	1	..	..	..	..	..	..	..	1	12
Newark	2	..	..	14	1	..	7	1	4	29
New Brunswick .....	..	..	..	..	..	..	..	..	..	1
North Plainfield .....	..	..	..	..	1	..	..	..	..	1
New Durham .....	..	..	..	..	..	..	..	1	..	1
Ocean City .....	..	..	..	1	1	..	..	..	..	2
Orange .....	..	..	..	..	4	..	..	..	..	4
Passaic	1	..	..	..	2	..	..	..	..	3
Paterson	2	..	..	1	..	..	1	..	..	4
Perth Amboy .....	..	..	..	..	1	..	..	..	..	1
Phillipsburg	1	..	..	..	..	..	..	..	..	1
Plainfield	2	..	..	..	3	..	..	..	..	5
Point Pleasant .....	..	..	..	..	1	..	..	..	..	1
Princeton .....	..	..	..	..	1	..	..	..	..	1
Red Bank	1	..	..	..	1	..	..	..	..	2
Rutherford	1	..	..	..	..	..	..	..	..	1
Rumson .....	..	..	..	..	1	..	..	..	..	1
Sayreville .....	..	..	..	..	..	..	..	1	..	1
South Orange .....	..	..	..	..	4	..	..	..	..	4
Spring Lake .....	..	..	..	..	1	..	..	..	..	1
Summit	1	..	..	..	6	..	..	..	..	7
Trenton	1	..	..	1	..	..	..	..	..	2
Union City .....	..	..	..	..	..	..	1	..	..	1
Vaux Hall .....	..	..	..	..	2	..	..	..	..	2
Weehawken .....	..	..	..	..	..	..	..	1	..	1
Westfield	3	3
West Orange	2	2
Wharton	1	..	1
Wildwood	2	..	4	6
Totals.....	19	16	107	7	2	17	1	10	6	185

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