

THE EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
DURING THE ADMINISTRATION OF PRESIDENT LYNDON B. JOHNSON
NOVEMBER 1963 - JANUARY 1969

November 1, 1968

VOLUME II: DOCUMENTARY SUPPLEMENT

PART 1

UNITED STATES GOVERNMENT

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

Memorandum

TO : *See Addressees Below

DATE: August 31, 1965

In reply refer to:

FROM : Walter Davis *WD*
Deputy Executive Director

SUBJECT: Personnel

The Executive Director has asked me to help expedite the consideration of applications for employment with the Commission. Pursuant to this assignment, I have held discussions with Mary Valentino and John Eberle in an attempt to learn the present status of our staffing program. These discussions made clear that it would be very helpful if Mary Valentino had copies of all applications which have been forwarded to any official of the Commission.

It is, therefore, requested that as soon as possible you forward to Mary Valentino the original or a copy of any application in your possession which should be considered for possible appointments.

Upon receipt of these applications, an accelerated program of processing applications will be developed.

In this connection, if there are any applications on which you want advance notice before the applicant is advised as to his/her prospects, please let me know. Your cooperation in this matter will be greatly appreciated.

*Attachment

* Copies to:

Chairman Roosevelt
Vice Chairman Holcomb
Commissioner Hernandez
Commissioner Jackson
Commissioner Graham
Mr. N. Thompson Powers
Mr. John H. Royer, Jr.
Mr. Charles Duncan
Mr. George Holland
Mr. Herman Edlesberg
Dr. Alfred W. Blumrosen
Mr. Robert Gale
Mr. William J. Kendrick
Mr. John Eberle
Mr. Charles Markham
Mrs. Valentino

Memorandum

TO : See Addressee List Below

FROM : Commissioner Aileen C. Hernandez

SUBJECT: Merit Employment Councils

DATE: March 16, 1966

In reply refer to:

Since the subject has been set for an agenda item, I am suggesting the following policy decision on merit employment councils:

1. The Equal Employment Opportunity Commission encourages business groups throughout the nation voluntarily to form councils for the purpose of implementing Title VII.
2. The Equal Employment Opportunity Commission urges Plans for Progress and other organization (for example, the Urban League) to stimulate the formation of such councils and to give guidance and assistance to them in developing meaningful programs to integrate minority and women workers more fully into the work force.
3. The Equal Employment Opportunity Commission will provide materials and speakers, wherever practicable, to assist in the programs of these groups.

The intent of this statement is to lower the priority given to EEOC participation in the formation of merit employment councils -- not because I do not feel that such councils can serve a useful purpose, but because I believe the Commission's limited facilities should be focused in other ways for the time being.

It is my considered opinion, and I hereby seek Commission concurrence, that among the top priorities of the Technical Assistance Office at this time should be:

1. To maximize the results of individual cases by a planned program of technical assistance to designated respondents;



March 16, 1966

2. To initiate affirmative action contacts with new and expanding industries on a planned basis so that assistance can be given in integrating work forces before hiring patterns have been set.

ACH:es

TO: Chairman Roosevelt
Vice Chairman Holcomb
Commissioner Graham
Commissioner Jackson
Executive Director
General Counsel
Technical Assistance
EXSEC

Addition to Item 2, Page 1

To achieve this, EEOC will initiate plans to convene a meeting jointly sponsored by Plans for Progress, the Urban League and EEOC for the purpose of evaluating existing and projected merit employment programs. Other organizations (like NAM, Chambers of Commerce, etc.) involved in promoting similar programs will also be invited to participate.

Addition to Page 2

3. To draft, for Commission consideration, a proposed policy statement on merit employment councils, including specific guidelines for meaningful programs by these councils.



INSTITUTE OF LABOR AND INDUSTRIAL RELATIONS
UNIVERSITY OF MICHIGAN - WAYNE STATE UNIVERSITY

A STUDY OF PATTERNS OF DISCRIMINATION IN EMPLOYMENT

for the

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
WASHINGTON, D. C.

Participating State and Municipal Agencies:

California
District of Columbia
Louisville
Massachusetts
Michigan
Missouri

New Jersey
New York City
Ohio
Philadelphia
Wisconsin

SEPTEMBER, 1966

INSTITUTE OF LABOR AND INDUSTRIAL RELATIONS



UNIVERSITY OF MICHIGAN-WAYNE STATE UNIVERSITY

ANN ARBOR

DETROIT



~~So. State Files~~
~~Room XXX~~
~~North Mack Building~~
~~Detroit, Michigan 48202~~

A Study of
PATTERNS OF DISCRIMINATION
IN EMPLOYMENT
for the
EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
by the
INSTITUTE OF LABOR AND INDUSTRIAL RELATIONS
Wayne State University -- The University of Michigan

Detroit, Michigan
September 1966

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TABLE OF CONTENTS

LIST OF TABLES AND CHARTS	i
I INTRODUCTION	1
II GOALS and OBJECTIVES	7
III CHRONOLOGY of ACTIVITIES	9
IV COMMENTS on the STANDARD INTERVIEW SCHEDULE	15
V FINDINGS	
A. Introduction	22
1. District of Columbia	24
2. Louisville	53
3. Massachusetts	68
4. Missouri	
Service Establishments	97
Public Utilities	111
5. New Jersey	125
6. New York City	139
7. Ohio	153
8. Wisconsin	179
B. Introduction	194
1. California	195
2. Philadelphia	201
3. Michigan	
VI UNION REPORT	210
VII SUMMARY FINDINGS	215
VIII SUMMARY and CONCLUSIONS	236
IX RECOMMENDATIONS	245
APPENDIX	
1. Background Memorandum	249
2. List of Participating Agencies	253
3. Characteristics of Labor Force	255
4. Interview Schedule for Employees	257
5. Interview Schedule for Unions	282

LIST OF TABLES AND CHARTS

PAGE

TABLE #1 - RACIAL AND OCCUPATIONAL DISTRIBUTION
OF WORK FORCE

District of Columbia	27
Louisville	57
Massachusetts	71
Missouri	
Service Establishments	100
Public Utilities	114
New Jersey	128
New York City	142
Ohio	158
Wisconsin	183

TABLE #2 - TITLE OF RESPONDENT

District of Columbia	28
Louisville	58
Massachusetts	72
Missouri	
Service Establishments	101
Public Utilities	115
New Jersey	129
New York City	143
Ohio	159
Wisconsin	184

TABLE #3 - PLACE OF INTERVIEW

District of Columbia	29
Louisville	58
Massachusetts	73
Missouri	
Service Establishments	101
Public Utilities	115
New Jersey	129
New York City	143
Ohio	159
Wisconsin	184

TABLE #4 - CLASSIFICATION OF JOBS EVER HELD BY NEGROES

District of Columbia	30
Louisville	59
Massachusetts	74
Missouri	
Service Establishment	102
Public Utilities	116
New Jersey	130
New York City	144
Ohio	160
Wisconsin	185

TABLE #5 - WHEN NEGROES WERE FIRST HIRED

District of Columbia	31
Louisville	59
Massachusetts	75
Missouri	
Service Establishments	102
Public Utilities	116
New Jersey	130
New York City	144
Ohio	161
Wisconsin	185

TABLE #6A - PLANS FOR PROGRESS OR OTHER SPECIAL PROGRAMS

District of Columbia	32
Louisville	60
Massachusetts	76
Missouri	
Service Establishments	103
Public Utilities	117
New Jersey	131
New York City	145
Ohio	162
Wisconsin	186

TABLE #6B - SPECIAL PROGRAMS FOR RECRUITMENT OF
NEGRO AND NONWHITE EMPLOYEES

District of Columbia	32
Louisville	60
Massachusetts	76
Missouri	
Service Establishments	103
Public Utilities	117

TABLE #6B - Continued.

New Jersey	131
New York City	145
Ohio	162
Wisconsin	186

TABLE #6C - TYPES AND SOURCES OF RECRUITING NONWHITE EMPLOYEES

District of Columbia	33
Louisville	60
Massachusetts	77
Missouri	
Service Establishments	103
Public Utilities	117
New Jersey	131
New York City	145
Ohio	163
Wisconsin	186

TABLE #6D - PLANS FOR CHANGING PRESENT EMPLOYMENT POLICY

District of Columbia	34
Louisville	61
Massachusetts	78
Missouri	
Service Establishments	104
Public Utilities	118
New Jersey	132
New York City	146
Ohio	164
Wisconsin	187

TABLE #7 - PRIMARY SOURCE OF EMPLOYEES RECRUITMENT

District of Columbia	35
Louisville	61
Massachusetts	79
Missouri	
Service Establishments	104
Public Utilities	118
New Jersey	132
New York City	146
Ohio	165
Wisconsin	187

TABLE #8 - MINIMUM EDUCATIONAL REQUIREMENTS

District of Columbia	39
Louisville	62
Massachusetts	83
Missouri	
Service Establishments	105
Public Utilities	119
New Jersey	133
New York City	147
Ohio	168
Wisconsin	188

TABLE #9 - APPRENTICE TRAINING PROGRAMS

District of Columbia	40
Louisville	62
Massachusetts	84
Missouri	
Service Establishments	105
Public Utilities	119
New Jersey	133
New York City	147
Ohio	169
Wisconsin	188

TABLE #10A - TYPES OF PROMOTION PROCEDURES

District of Columbia	41
Louisville	63
Massachusetts	85
Missouri	
Service Establishments	106
Public Utilities	120
New Jersey	134
New York City	148
Ohio	171
Wisconsin	189

TABLE #10B - TYPES OF SENIORITY PROCEDURES

District of Columbia	42
Louisville	63
Massachusetts	86
Missouri	
Service Establishments	106
Public Utilities	120

TABLE #10B - Continued.

New Jersey	132
New York City	148
Ohio	171
Wisconsin	189

TABLE #10C - DOES SENIORITY SHIFT BETWEEN JOBS

District of Columbia	43
Louisville	63
Massachusetts	87
Missouri	
Service Establishments	106
Public Utilities	120
New Jersey	134
New York City	148
Ohio	172
Wisconsin	189

TABLE #11 - USE OF TESTS IN HIRING AND UPGRADING

District of Columbia	44
Louisville	64
Massachusetts	88
Missouri	
Service Establishments	107
Public Utilities	121
New Jersey	135
New York City	149
Ohio	173
Wisconsin	190

TABLE #12A - CONTRACTS WITH ANY TYPE OF CIVIL RIGHTS AGENCY OR ORGANIZATION

District of Columbia	45
Louisville	64
Massachusetts	89
Missouri	
Service Establishments	107
Public Utilities	121
New Jersey	135
New York City	149
Ohio	174
Wisconsin	190

**TABLE #12B - CONTACTS WITH THE STATE OR MUNICIPAL
CIVIL RIGHTS AGENCY**

District of Columbia	46
Louisville	65
Massachusetts	90
Missouri	
Service Establishments	108
Public Utilities	122
New Jersey	136
New York City	150
Ohio	175
Wisconsin	191

**TABLE #12C - ASSESSMENT OF EFFECTIVENESS OF FAIR
EMPLOYMENT PRACTICES LEGISLATION FOR
RESPONDENT COMPANY AND GENERALLY**

District of Columbia	47
Louisville	65
Massachusetts	91
Missouri	
Service Establishments	108
Public Utilities	122
New Jersey	136
New York City	150
Ohio	176
Wisconsin	191

**TABLE #13 - USE AND ASSESSMENT OF PUBLIC AND PRIVATE
AGENCIES AS SOURCE OF NEGRO REFERRALS**

District of Columbia	51
Louisville	66
Massachusetts	95
Missouri	
Service Establishments	109
Public Utilities	123
New Jersey	137
New York City	151
Ohio	177
Wisconsin	192

TABLE #14 - ASSESSMENT OF UNION INFLUENCE ON COMPANYS
EQUAL EMPLOYMENT OBJECTIVENESS

District of Columbia	52
Louisville	67
Massachusetts	96
Missouri	
Service Establishments	110
Public Utilities	124
New Jersey	138
New York City	152
Ohio	178
Wisconsin	193

PREFACE

This study, conducted by the Institute of Labor and Industrial Relations at Wayne State University, Detroit, Michigan, with the cooperation of eleven state and municipal civil rights agencies, was made possible by a grant from the Equal Employment Opportunity Commission.

In addition to providing the funds, valuable assistance was rendered by members of the Commission staff and we wish to express gratitude to Commissioner Aileen Hernandez, Alfred W. Blumrosen and Herbert A. Belkin for their aid and encouragement in the early stages of the study and to Ben Segal from the time he assumed the position of Chief of Liaison.

Members of the Institute staff who provided invaluable guidance and cooperation include Ronald W. Haughton and Charles M. Rehmus, Co-Directors; Louis A. Ferman, Research Director; Mrs. Bonnie DeAthos, Miss Elizabeth Brumage, and Mrs. Billie Wint of the secretarial staff.

Walter R. Greene and Joseph Schore of the Equal Employment Opportunity program for the Department of Defense were extremely generous in serving as consultants thereby contributing to the effectiveness and validity of the field operation.

Finally, this study would not have been possible without the commitment and effort of the directors and, in some cases, other administrative personnel in the eleven participating agencies. By contributing their expertise, they provided the necessary guidance and support to the investigators and study supervisors. Several agencies also made available additional funds from their own budgets in order to enhance both the scope and quality of the study. It is the hope of the project staff that the findings contained in this report will benefit their programs and that of other public civil rights agencies who were not able to participate directly in this project. It is also hoped that the Equal Employment Opportunity Commission will continue to provide financial assistance and support to state and municipal agencies and thereby advance the cause of merit employment and expanding job opportunities for all Americans.

--Frances R. Cousens

INTRODUCTION

The present document is the third and final report of a study undertaken by the Wayne State University - The University of Michigan Institute of Labor and Industrial Relations. The study was begun in August, 1965 and was funded by a grant of \$165,000 from the United States Equal Employment Opportunity Commission. It was designed as a pilot study for the purpose of obtaining insights into the employment practices of a number of selected industries located throughout the country rather than utilizing the more traditional type of social science research approach which attempts to corroborate or reject one or more hypotheses. Further, a distinction can be made between research projects having data collection as the prime responsibility and the present one which mandates plans for utilization of data as an additional and integral ingredient.

The impetus for this project was indirectly provided by a 1964 study of the New Jersey Division on Civil Rights by Alfred W. Blumrosen, then with the Rutgers University Law School and Leonard Zeitz of their Department of Sociology.¹

The findings in the New Jersey study matched a growing consensus on the part of intergroup relations professionals about state and municipal Fair Employment Practices and Civil Rights agencies, namely, that an orientation focused on receiving and processing complaints by aggrieved individuals generally has had little effect on overall patterns and practices of manpower utilization and employment discrimination. Further, a significant segment of the Negro community is increasingly losing confidence in the effectiveness of these agencies for the reasons that the claims process is exceedingly slow and even when an allegation of discrimination is supported by investigation, there is only slight probability that the claimant will obtain the job he originally sought.

Although the Wayne State University division of the Institute was made the prime contractor and given responsibility for selecting the staff to design and direct the project, the field research activities were conducted by one or more individuals employed by and working under the direction of a public state or municipal fair employment or civil rights agency. For this

¹Alfred W. Blumrose, "Antidiscrimination Laws in Action in New Jersey: A Law-Sociology Study" and Leonard Zeitz, "Survey of Negro Attitudes Toward Law," Rutgers Law Review, Vol. 19, No. 2, Winter 1965

reason, more than 70 percent of the total grant was made available to such agencies under subcontracts with Wayne State University. The consensus of agency directors attending the conference in Washington, D.C. on August 19-20, 1965, called by the Equal Employment Opportunity Commission to discuss Title VII of the 1964 Civil Rights Act, was that it would be more productive to limit the number of agencies in order to achieve greater depth. The determination was then made to select twelve agencies which would receive an allocation for active participation in the data collection aspect of the project.

The process of selecting this number from a total of approximately 100 existing public agencies required the establishment of criteria which were considered relevant. Among these were the following:

- a. the desire of the agency to participate and a commitment to provide all necessary guidance and assistance;
- b. enforcement powers in the area of employment practices and, if possible, a professional staff of sufficient size and tenure;
- c. the presence of an industry of general importance which was also important to the economy of the agency's jurisdictional area and/or had been significant in its complaint experience;
- d. the quality of the tentative proposal submitted by the director;
- e. obtaining a desirable geographic mix. In order to obtain such a geographic distribution, no more than one agency in a state was chosen; as a result, despite an excellent proposal from Pittsburgh, for example, this agency was denied the opportunity to participate for the reason that Philadelphia had been selected.

On the basis of these factors, eleven agencies were selected to investigate a primary and secondary industry, and it was understood that the California Fair Employment Practices Commission would continue with its investigation of testing programs used by employers to screen applicants. Prior to embarking on the field work the Illinois Commission withdrew from the project, leaving a total of eleven. These are enumerated in the Appendix on page

One of the stipulations in the contract between the Equal Employment Opportunity Commission and Wayne State University and subsequently in the subcontracts with the participating agencies was that each would receive up to \$11,000 for the purposes of employing a full-time investigator and covering all other administrative costs connected with the project. Some agencies found it necessary to supplement this amount with additional funds from their budgets whereas others were able to conduct the project for less than the sum allocated.

Although some agencies found it necessary to employ two or more professionals on a part-time basis, it was clearly understood that none of these individuals was to engage in routine or other agency activities in addition to or not directly related to the study. All but one or two directors followed this dictum. Those who did not found that the quantity of work and/or the quality of the project was impaired to some degree, thus substantiating the judgment of Equal Employment Opportunity Commission personnel in establishing this edict.

The recruitment of competent investigators provided the agencies with a problem inasmuch as the ideal person to undertake such a task would be one with knowledge and experience in both research methodology and intergroup relations. At present individuals with expertise in either are in such great demand that they are not readily available; and less so for temporary short-term assignments. The problem challenged the creativity of agency administrators and was resolved in various ways; where feasible, by assigning a senior member of the agency's staff to conduct the project and using the allocated funds to replace that person; by obtaining the services of an academician on leave from a local college or university on a full time basis or by using more than one such person to work part-time on the project in conjunction with a teaching load. One agency employed a doctoral student who had completed his course work but had not yet embarked on his dissertation. Such individuals are often available for short-term research projects in communities with universities which have graduate programs in behavioral science disciplines. In one instance, the project director assisted in arranging a leave for an individual from another state agency to work with the civil rights commission for the duration of the project. Unfortunately, valuable time was lost because three investigators had to be replaced.

It should be clearly noted here that although the competence of the investigator was a crucial factor in the quality of the data

obtained, it was really necessary for the director or another ranking official of the agency to be actively involved in such a study. Where such a commitment existed throughout the study, the results were significantly better and, it may be presumed, will better serve the long-range interest of the agency beyond the immediate purpose of the present study.

After the investigators had been recruited, they met with the project staff and several resource persons from the Equal Employment Commission and from the community on the Wayne State University campus in late November, 1965, to become more fully oriented to the goals and objectives of the study. Time was also spent in modifying the tentative interview schedules and discussing generally the methodology to be followed. Some three months later, in mid-March, the project staff again had an opportunity to meet individually with each investigator to discuss experiences in gaining entree to the selected companies and obtaining statistical and other types of information from respondents, general acceptance and cooperation accorded the investigator by respondents, and instructions for preparation of the interim report for submission to the Equal Employment Opportunity Commission on May 1.

A final meeting with investigators as well as agency representatives took place at a debriefing session on the Wayne State University campus, June 9-10. Resource people from the E.E.O.C., other compliance programs, and the community also attended. Most of the agencies were represented by the head of a compliance division or another official at that level. At this conference, experiences were exchanged by the investigators, and the entire group had an opportunity to meet four officials of the Equal Employment Opportunity Commission: Herman Edelsberg, Executive Director; Ben Segal, Chief of Liaison; Charles Markham, Director of Research; and John Wagley, Assistant to Mr. Segal.

At the beginning of the study it was possible to establish only a few explicit guidelines. The original charge from the E.E.O.C. is attached as part of the appendix. As a result, many inferences on the part of the project directors were necessary. By the time of the debriefing session, all concerned were better able to enumerate the end products of the study which they envisaged and deemed desirable. Of these, the greatest emphasis was placed on affirmative action, i.e., the ways in which each participating agency visualized using the information to achieve greater equality of employment opportunity and the utilization of larger numbers of Negroes and other nonwhites in their respective areas

of jurisdiction. For this reason, it was particularly important to have top agency representation present inasmuch as the plans and decisions about affirmative action would ultimately be theirs. However, all agencies were requested to include a section on affirmative action as an integral portion of their final report.

Throughout the field work aspect of the study, duplicate copies of completed interviews were received in the project office. In order to maintain anonymity of those interviewed, the name of each respondent company was systematically removed from the face sheet. On the basis of data contained in the interviews, including the important interviewer's comments and impressions, a series of tentative codes was established for selected items which were considered most important in revealing data about the following: a company's patterns of recruitment, hiring, upgrading and other relevant aspects of its personnel process; needed statistical information regarding size and occupational characteristics of the total work force; number and distribution of nonwhite employees. It is on the basis of these data that the present report was prepared. It is important to note that this was done only for the eight agencies using the interview schedule prepared by the project staff. Michigan, Philadelphia and California devised their own research instruments, ones which would be more meaningful and productive for their industries and the area of testing respectively.

Early in the project, the decision was made that each agency would prepare its own interim and final reports. In the traditional type of study, i.e., where a single area is explored, the director is usually responsible for the final report of findings, albeit the understanding that the individual conducting the interview is best able to communicate impressions of the respondent and climate of the interviewing situation. In this study, comprising as it does twelve distinct industries as areas of concern, with a number of characteristics indigenous to each, a composite report would have been much less meaningful, analogous to a comparison of potatoes and onions whose similarity is limited only to the facts that both grow underground and are edible. All employers have certain common characteristics in that they hire workers and are in business to show a profit. However to attempt a comparison, say, between financial institutions with predominantly white collar work forces and manufacturing concerns where blue collar jobs are in the majority would have been of relatively little value.

Another factor which figures importantly in employment patterns is the community in which the establishment is located. The investigator as a resident of the locality knows and can provide the subtleties of community life relevant to the study. This decision proved to be a judicious one, making possible both a composite report having greater objectivity and a series of individual reports containing important impressionistic views and conclusions.

--Frances R. Cousens

GOALS AND OBJECTIVES

The major objectives of the study as jointly defined by the Equal Employment Opportunity Commission and the project staff were (a) the development and refinement of a method of approach for identifying patterns of discrimination in employment; and (b) the development of techniques for utilizing the information obtained in the expansion and improvement of employment opportunities for all minority group individuals, particularly Negroes and other nonwhites. The former was to be the responsibility of the project staff and the investigators; the latter the obligation of the respective agency directors.

It has been noted by a number of observers that, for the most part, state and municipal agencies charged with protecting citizens' rights against discrimination in employment have relied chiefly on complaints by aggrieved individuals. The consensus has been that such reliance and orientation is not a viable approach for a broadly-based attack on the problems encountered by minority group job seekers. What is needed, in addition to processing of formal complaints, are pattern-centered or survey methods of assessing the overt manifestations of an employer's employment policies and their implementation at various levels within the establishment.

Because of the importance of this objective, the legal right to conduct such investigations was made a major criterion in selection of the agencies to participate in the study. In addition, these agencies could, within their present statutory powers and normal range of activities, engage in many types of affirmative action, the need and extent to be dictated in part by the data which had been collected.

A second objective, agreed upon by most of the agency representatives who attended the August 1965 meeting in Washington was the systematic sharing of both the substantive content and methodology of the present study with the many other public agencies whom it was not possible to select for direct participation. Thus, it was hoped that what could be learned about a given industry in one state or city would contribute to an understanding of that industry in another geographic area. Furthermore, the accepted social science research methodology utilized in this pilot study, i.e., selection of a sample, the interview schedules for both employers and union officials and the method of analyzing and interpreting the raw data, would all be useful. Should any other agency wish to replicate the study of any given industry, it would be possible to proceed with a minimum of preliminary effort.

A final objective was to contribute to an expanded and improved relationship and cooperation between the federal Commission and the state and municipal agencies in effectuating equal employment opportunity. The Equal Employment Opportunity Commission, provided for by the Civil Rights Act of 1964 and created at the beginning of fiscal 1965 can bring to the problem a national perspective and the stature of Congressional action; the state and local agencies, in existence for periods ranging up to twenty years, can contribute experience of greater longitude and the intimate knowledge of their respective jurisdictional areas. Together, they can bring greater expertise to bear on the problem than any one agency, thus making the sum in actuality greater than its parts.

It is to be hoped that the above objectives have been or will subsequently be served by the study; a more accurate assessment must wait for future activities by these agencies at all levels of government. What is already apparent, however, is that it is possible for a representative of a state or municipal agency to gain entree to company and union officials for the purpose of collecting statistical and attitudinal data. Agencies which have been reluctant to attempt such activity should be encouraged to proceed in this direction and thereby enlarge their previously more narrow approaches to fair employment practices through an almost total reliance on receiving and processing formal allegations of discrimination.

--Frances R. Cousens

CHRONOLOGY OF ACTIVITIES

Pursuant with the goals and objectives of the study articulated by the Equal Employment Opportunity Commission and discussed earlier in this report, the project staff conducted the following chronology of activities:

1. A letter was sent to every state and municipal fair employment or civil rights agency for whom an address was available in order to inform them of the study and to invite them to indicate a desire to participate.
2. A meeting was held with agency directors and other representatives during the Title VII conference scheduled by the E.E.O.C. in Washington on August 19-20, 1966. At this time, there was an opportunity to discuss the study and exchange ideas about effective methods of conducting the field work phase and utilization of data by all public agencies, whether or not they participated directly in collecting the information. Early consensus developed at this meeting that the funds made available for the study be used by a smaller number of agencies in order to achieve greater depth with the clear understanding that all reports issued, the methodology, and experiences in conducting the study would be shared with all. In this way, any agency not participating directly could, at the completion of the study, replicate the investigation of any of the industries and benefit from the methodology employed and other experiences of the participating agencies.
3. During the week of September 13 a total of 42 letters were addressed to public agencies for the purpose of soliciting informal proposals which would contain a primary and secondary industry in their respective areas and some rationale for this selection, i.e., whether the industries named were important to their jurisdiction and/or had figured significantly in the agency's claims experience. A completed questionnaire containing information about the agency had to accompany the proposal.
4. Proposals and questionnaires were received from 22 and carefully scrutinized in order to select the twelve agencies which could realistically be funded for the desired in-depth investigation, estimated to be \$11,000

per agency. On the basis of a number of variables, discussed in greater detail on page , eleven were selected to investigate a primary and secondary industry, and the California F.E.P.C. enabled to continue their study of testing.

5. At a meeting with public agency representatives attending the NAIRO conference in Chicago during mid-October, the project staff, a Commissioner and two members of the E.E.O.C. staff discussed the projected study and informed the group which agencies had been selected. It was again pointed out that all public agencies would receive reports of the findings and generally share the study experience.
6. The twelve agencies selected for direct participation were instructed to submit a more detailed proposal and proceed to obtain the services of a full-time investigator, the latter in consultation with the project staff.
7. Soon after this meeting, the Illinois Commission asked to withdraw from the project.
8. At the end of November the investigators attended a briefing session at Wayne State University for discussion of the study objectives and tentative instruments.
9. Interview schedules and manuals were prepared for both employers and union officials, duplicated and sufficient quantities mailed to eight of the participating agencies. The other three chose to devise their own instruments which, in their opinion, would serve their respective studies more effectively and were permitted to do so after submitting them to the project office.
10. Equal in importance to a competent investigator is access to the industry to be investigated. Most of the agencies released news stories of their participation in the project and/or notified potential respondents by means of letters, meetings, or similar devices. The Michigan Commission prepared a brochure with questions and answers about the study for distribution to building contractors, union officials, and other interested groups. In Philadelphia, the agency worked through the organization of hospital administrators; New Jersey enlisted the

aid of the Public Service Commission; in D.C. the investigator was able to gain access to bank officials and their counterparts in the other financial institutions surveyed and the Missouri study director attended a conference of restaurateurs in order to learn more about this industry. In almost every case, the participating agencies exhibited creativity and aggressiveness and succeeded to varying degrees in gaining access and cooperation from those whom they interviewed. The industry leaders were not helpful in all cases, however. In one instance, the management organization threatened to be a deterrent rather than a help and had to be dealt with by the agency administration in order to protect the validity and reliability of the study. Neither did community leaders prove to be universally helpful. Whereas in Washington, a letter from the District equivalent of a city's mayor succeeded in providing essential access to bank presidents, in another city a similar letter from the mayor was ignored by such a large number of company presidents that the effect on respondents in the sample was negligible.

11. The field work was begun in December and January. A sample was drawn and interviews conducted using either the standard questionnaire devised by the project staff or one prepared by the agency. As interviews were completed, copies were sent to the project office for reaction and, where necessary, technical assistance.
12. On January 1 a status report was submitted to the E.E.O.C. and copies subsequently distributed to all state and municipal agencies.
13. Early in February, the project director met with members of the E.E.O.C. staff and further refinements and clarification made.
14. Early in March, in the offices of the New York City Commission, the project staff met with all but two of the investigators; (the others were visited later) to share field experiences to that point and to provide suggestions for preparation of the interim report.
15. On May 1 an interim report was submitted to the E.E.O.C. and, as in the case of the earlier document, distributed to all public agencies. This contained a chronology of

the preliminary steps taken by each agency to gain entree and achieve the cooperation of leaders in the industry they were to investigate, and the findings accumulated to that point. The latter were extremely tentative; furthermore, there were sharp fluctuations in the progress made of the investigators. For these reasons, no attempt was made to generalize but, rather, to present a status report for each agency.

16. The cutoff for data collection was June 1 in order to allow investigators sufficient time to prepare for the debriefing session.
17. On June 9-10 a debriefing session was held on the Wayne State campus for all the investigators; agency directors were urged to attend or send a representative to join the discussion of field experiences and hear presentations by the Executive Director, Chief of Liaison, Research Director and Assistant to the Chief of Liaison of the Equal Employment Opportunity Commission.
18. Each agency was instructed to begin work immediately on the coding, tabulation, and interpretation of its findings preparatory to writing of the final report which was due in the project office no later than June 30, 1966. Although additional interviews might have been conducted, in the judgment of the project staff, it would be more productive to spend maximum time on analysis of data already collected than to sacrifice the quality of this crucial aspect for the sake of a few more interviews. Final reports were to be the responsibility of each agency whether it was based on the standard questionnaire or designed for its particular industry.
19. During the remainder of June and throughout July the project office received additional completed interviews but final reports, for the most part, were extremely slow in coming in. Although no records were kept, it can be stated that on June 30, not a single report had been received. The following week, reports were in from only Wisconsin and Philadelphia, the latter having included data on the insurance industry in addition to hospitals which had been their primary area of investigation.

20. For approximately six weeks during July and August, the project office conducted a coding and tabulation operation for a number of items based on raw data in the completed interviews from the eight agencies using the standard questionnaire. Although each agency had been asked to prepare its own final report, it was felt that much could be gained from a comparative analysis of these items between industries studied, in some cases totals for the agency, and finally composite data for all eight agencies. In processing these data, decisions about degree of refinement were made for each agency depending on the nature and variety of industries surveyed. Thus, in Missouri hotels, motels, and restaurants were combined but utilities treated independently, whereas in D.C. where the study included banks, savings and loan companies, and insurance, for some purposes these were combined and at other times treated individually. Similarly, in Ohio machine tool and glass companies were analyzed both separately and together as manufacturing. These decisions were based on the similarities and differences between the industries as learned from the interviews. In Louisville so many disparate types of companies had been visited (retail and wholesale stores, breweries, banks, transportation and communication, and manufacturing) and so few interviews for each that all the companies were combined and treated as a single entity. Besides the qualitative differences between industries which dictated, in large part, the decision on treatment of the data, there was the matter of completeness which provided an additional variable. In many cases, statistical information and/or responses to open-ended questions were missing for such a large number of interviews that separating them into categories would have produced little if any usable and reliable meaning. Therefore, some cells or categories were collapsed in order to produce frequencies of greater statistical significance.
21. The final report of findings submitted by the project staff to the Equal Employment Opportunity Commission is composed of several parts, as follows: (a) individual industry and agency reports of employment statistics and frequency of responses to the selected questions in the standard interview schedule, i.e., the one devised by the project staff and used by eight agencies; (b) a composite report of these industries as well as the analysis and interpretation of the project staff;

(c) the eleven reports prepared by each agency as submitted to the project office.

22. At the debriefing session, the agencies were asked and agreed to submit fifty copies of their respective final reports, inasmuch as the job of preparing a stencil or other master is considered by most typists to be less difficult than producing several carbon copies. This effort by the agencies has served to greatly decrease the amount of work required of the project secretary, and is sincerely appreciated. The fifty copies were distributed as follows: 20 to the E.E.O.C.; 14 to the investigators, most of whom are no longer with the agency for which they directed the project; 11 to the participating agencies; and the remaining five for the co-directors of the Institute of Labor and Industrial Relations, its research Director, and the two project directors.

23. Although the project office had assumed the responsibility of duplicating and distributing approximately 90 copies of the first two reports to all the public agencies, this was not possible in the case of the final report. First, it was several times larger in volume; second, the project office was moved from the Wayne State campus on August 31; with the delay in receiving agency reports, it was a physical impossibility to complete the writing in sufficient time for the composite report to be duplicated in quantity. The E.E.O.C. staff very kindly consented to undertake this responsibility, and therefore only a limited number of copies were prepared, for the E.E.O.C. and to retain in the files of the project office.

--Frances R. Cousens

COMMENTS ON THE STANDARD INTERVIEW SCHEDULE

One of the methodological objectives of the study was to devise a standard interview schedule sufficiently flexible for use in a variety of industries and subsequently, to assess the utility of this instrument and suggest modifications in its design. Investigators for eight of the participating agencies used the standard questionnaire devised by the project staff. The other three agencies found it more feasible to construct their own instruments, although many of the questions in the standard interview schedule were retained. A copy of the standard questionnaire is included in the appendix section of this report.

The standard interview schedule was divided into eight sections, exclusive of a statistics form for data about the number and distribution of white and nonwhite employees in the company at the time of the interview. Each section was designed to elicit information about some particular facet of the company's employment policies and procedures. The sections and general types of information sought were: (1) A face sheet, indicating the following: (a) title and duties of the respondent, (b) the company name and location (deleted before submitting completed interviews to the project office), (c) the company's major product or service; (2) general employment practices and procedures, with emphasis on affirmative action measures undertaken by the company; (3) recruitment programs and procedures; (4) training and upgrading programs and procedures; (5) company-union relationships and agreements; (6) contacts with civil rights organizations and fair employment practices agencies; (7) anticipated changes in employment policies and procedures; (8) a statistics form; (9) interviewer's comments about respondent cooperation, the general tone of the interview, etc.

The statistics form for this study follows the basic format of the Standard Form 40 devised by the President's Committee on Equal Employment Opportunity. Two of the eight agencies using the standard questionnaire found it advisable to develop statistics forms better suited to the industries they were studying. These were New York City (retail trade) and Missouri (hotels, motels, and restaurants). In both cases it was felt that the job categories on the standard form did not adequately reflect the employment structure of the industry. There is little doubt that the form devised by the project staff is more useful for manufacturing concerns; for other types of companies measures similar to these taken by the New York City and Missouri investigators should be considered

Some investigators found it more profitable to send the statistics form with an explanatory note to a company several days prior to the interview. Others obtained the information from the respondent at the time of the interview. There is no clear indication that one technique is best under all conditions; each method has some advantages. If it is believed that sending the form ahead would foster a defensive attitude on the part of respondents or destroy the desired spontaneity in the interview, obviously this technique should be avoided. On the other hand, where no such problem is anticipated, sending the form beforehand serves to cut down the length of the interview session. In addition, having the completed form in hand at the time of the interview permits the investigator to make a quick assessment of the employment picture before launching into the other questions.

Turning now to the question series in the schedule, the following general comments are in order. (1) Although we believe the interview schedule is thorough in its coverage, there is little doubt that its utility is compromised unless the interviewer has some prior knowledge of the employment structure in the type of organization he will be visiting. For example, there are obvious differences between machine tool companies and retail trade establishments, and without such knowledge of features peculiar to an industrial type, an interviewer may lose valuable time and even adversely affect the respondents cooperation by failing to adapt some questions or by stating others inappropriately. Most of the investigators in the current study met with industry representatives before going out to interview. These contacts provided a general understanding about typical features of the employment structure within the particular industry. All attested to the value of these meetings in saving time and contributing an orientation to the general employment situations to which the questions were to be applied.

(2) Although they are grouped by categories, none of the questions should be treated as discrete items of information. The entire schedule is designed as a tool to be used in obtaining the overall picture of a company's employment practices and procedures, with particular reference to job opportunities for nonwhites.

(3) The information obtained by using the standard questionnaire can only provide a profile of the employment pattern in a company or industry, and care should be taken to assess each item in terms of its relationship to the whole.

(4) There is no substitute for the interviewer's skill in using the questionnaire. A thorough acquaintance with its design, the proper wording of the questions, even voice inflection, the use of probes to obtain maximum information, and ability to keep the

respondent interested and the interviewing process flowing smoothly are requisite to its effective use. However adequate the schedule maybe, the interviewer's competence is a critical factor. At a minimum, the interviewer should be thoroughly knowledgeable about the instrument and have used it in a number of practice situations before conducting interviews in the field.

(5) In its current form, questions in the interview schedule are not numbered consecutively throughout. Instead, a new sequence is started at the beginning of each section. We now feel this was a mistake, and coding operations would have been made easier by arranging numbers consecutively for the entire schedule.

Generally speaking, the interview schedule was considered adequate, and comprehensive by the investigators who used it, although their cumulative experiences have suggested some modifications and recommendations for future use. In some cases these suggestions reflect experiences within a particular industry and in others they relate to the instrument without regard to industry type. Both types are considered in the following discussion.

The information sought on the face sheet (page 1) of the questionnaire is fairly standard for this kind of study. However, the experiences of the coders who worked with the completed questionnaires suggest two matters to which interviewers should be especially sensitive: (1) In addition to his official title and major duties, it is important to know where the respondent is located in the company's organization structure. It may be necessary to ask for more information than the questionnaire contains in order to establish this. (2) The major product or service of the company should be carefully specified. The usefulness of this becomes apparent when interviews are grouped according to industrial codes (e.g., the Standard Industrial Code was used in the present study). Incomplete or partial information makes it difficult to classify a company correctly.

Relatively few of the companies surveyed in the present study were members of Plans for Progress. In the questionnaire (page 3), a "no" answer to the question about membership in Plans for Progress is followed by a further question which asks whether the company participates in a similar plan or program. Our experiences show that many respondents apparently struggled to give some type of affirmative answer to the latter question, in many cases naming an almost random assortment of items. This series was designed to uncover other types of affirmative action but in view of the results it would be wise to eliminate all questions but the one dealing with Plans for Progress. This would save time and avoid "coaching" respondents. The meaning of the question should be made explicit to the respondent.

In an industry where any type of special plans or programs for equal employment opportunity are virtually nonexistent, such as the service establishments studied in Missouri, this entire section should be eliminated. Where some program did exist, experience showed that the information was quickly volunteered by the respondent, whereupon the interviewer followed it up by several other questions to get more details. But the series of questions itself is meaningful only if there is an established company commitment to an equal employment opportunity program, and where this is not the case, valuable time can be saved by eliminating irrelevant questions.

The question series on recruitment procedures, which begins on page 6 of the questionnaire, invites both general and specific comments. Generally speaking, the questions are concerned with typical recruitment sources used by a company and any special sources which have been developed to facilitate recruitment of Negro applicants. Our experiences show that although a single enumeration of various sources is useful in itself, the utility of the questions is extended if some probing is done to determine how productive the respondent feels each source or channel of recruitment has been. For example, in the first question in this series (Q. 1, page 6), it is useful to know not only the different recruitment sources used for various job levels in the company but also which sources are used with greatest frequency for each level. To illustrate, if a respondent reports both use of newspaper ads and referrals by present employees, the further question can be asked as to which is considered most productive, in as much as dependence on personal referrals has been shown to be a discriminatory mechanism in companies where the employee base is predominantly white. The same general advice can be applied to questions 4a-4c on page 8, where questions are asked about specific company-community contacts. In short, a simple enumeration is not adequate and more qualitative information is needed.

On page 11, question 10, asks about preferred minimum educational requirements. A simple "yes" or "no" answer to this question is not sufficient. Actually, the omission of follow-up questions was recognized and corrected early. On the basis of experience, two modifications are suggested: (1) It is important to discover not only whether a minimum educational requirement exists but also whether it is a standard which is rigidly applied or at times relaxed. (2) It is also important to find out if and how the educational requirements vary with job levels in the company. Neither point was prescribed in the current study, and analysis of the completed interviews shows that these were serious omissions.

The series of questions on testing (Qs. 11-11c, page 11) are important ones and perhaps the most difficult to administer. Little can be said other than advising the interviewer that he should probe these questions until satisfied that he has a clear picture of the role of testing in the company. At a minimum, probing should be continued until two types of information are obtained: (1) The kinds of tests used to screen applicants for various types of jobs; and, (2) whether the tests used are related to job-performance (typing ability) or to general ability (e.g., the Wonderlic). Also, our experience shows that testing programs are highly informal in some industries, such as the Missouri service establishments and a large number of retail stores in New York City. Where this is the case, these questions should not be forced, since there is the danger of making testing programs appear more formal and important than they actually are.

Few responses were obtained to question 12, page 11, and the question itself seemed to antagonize some respondents. The question contributed little of a useful nature and should be excluded from the instrument.

Questions 13-14j, pages 11-13, deal with the company's use of private and public employment agencies. In constructing the schedule, it was considered important to maintain the public-private distinction, but for a variety of reasons the results were generally obscure and coding made very difficult. One question, 13a, probably should be restated in order to clearly identify companies using only one type of employment agency. Other than this there is little reason to revise the question series, but interviewers are well advised to maintain a clear distinction between public and private agencies throughout.

The series on training and upgrading procedures, which begins on page 14, is one of the most important in the questionnaire. In constructing the schedule it was felt that no standard set of question could be devised which would anticipate all contingencies relevant to promotion and upgrading. A review of this section does not suggest specific changes in the questions, but they would be greatly improved by being adapted for each particular industry. For example, apprentice training programs are not found in all types of companies. In Missouri practically no employee training programs of any type were found in the service industry. Information obtained from banks in Washington, D.C., showed that while employee training programs do exist in the industry, the term, "apprentice training program," is not appropriate to describe them.

Some investigators found that training and upgrading procedures within an industry are generally informal, making some questions in the series irrelevant and some responses brief and lacking in reliability. As in the case of testing, caution must be exercised to avoid making a company's policies and procedures appear more formal than they actually are. In Missouri few standard promotion procedures were discovered in the service industry. In Washington, D.C., many respondents mentioned "ability and merit" to be of greater importance than most of the categories included in question 3, page 15. Investigators who studied manufacturing concerns frequently found the entire series more appropriate with few modifications, whereas in other cases terms, like "seniority," were practically foreign to an industry. In sum, the questions were designed to serve as guides for determining how training and upgrading procedures figure in a company's overall employment picture. The interviewer must accept the responsibility for getting as complete information as possible, adapting questions where necessary and perhaps even registering additional comments on separate sheets.

The question series dealing with company-union relationships (Qs. 8-12, pages 18-19) did not generally elicit significant information. It is possible that the questionnaire could be modified to include only questions 8 and 9, and the general information sought by the questions obtained by probing question 9. The typical responses to these questions in the current study showed a conviction that control over employment functions is a managerial prerogative and unions have little or no effect on the company's equal employment policies. Questions 10-12 had the effect of belaboring a point which the respondent considered closed.

Questions 13-19f, pages 19-21, ask about the company's contacts, if any, with civil rights organizations and/or public fair employment practices agencies. Although responses to the questions varied considerably in the current study, there is little reason to make basic changes in the questions. One possible change would be substituting, "In what ways could such an agency be helpful to your company?", with present question 19f. Our data show that most employers generally have little knowledge about the public fair employment practices agencies in their community or state, and other than the implications of question 19g, specific impressions of the agencies by employers are not obtained by the questionnaire as it now stands.

Questions 20-21a did not prove effective. This series was devised to "round out" the interview on a fairly informal note, but it would appear that the questions are more time-consuming than meaningful. It is possible that the entire series could be boiled down to a single question similar to the present #21, followed by one like the present 20f.

In conclusion, our experience shows that in the hands of a competent interviewer, a standard questionnaire can be useful in studying a variety of industries, although some adaptations in the wording of questions may be necessary to make them more meaningful in particular cases. As is true of most studies, successful use of the schedule is largely dependent on interviewing skills.

--Frances R. Cousens

FINDINGS

INTRODUCTION

Each agency's investigator(s) was asked to prepare an analysis of the data obtained through the interviews. The individual agency reports contain these analyses, and in most cases the reports also include statements prepared by the agency director or another agency official about the utilization of the data for affirmative action.

The project staff also decided to utilize a series of codes and tabulate responses to selected items in the questionnaire for each agency that had used the standard questionnaire. This was done for eight of the agencies, with the Michigan, Philadelphia, and California agencies excepted, in as much as these had decided to develop different interview schedules more suitable for their respective investigations.

In establishing codes for the question series there was no expectation that these tabulation would, or could, substitute for the individual agency reports. Since, the investigators who had actually conducted the interviews were more able to convey ideas and impressions about the community locales, respondent cooperation, and the general tenor of the interviews than is possible for anyone removed from the actual field experiences. Thus, for a more thorough statement about any individual agency's findings about a particular industry, the reader is well advised to refer to that individual report.

In establishing the codes and independently preparing tabulations for selected questionnaire items, the project staff had several objectives in mind: First, a key item in the entire interview schedule pertained to employment data for the company at the time of the visit, and it was of interest to note (a) the extent of cooperation afforded field investigators by employes with respect to such a request, and (b) the comparative distributions of white and nonwhite employees in the workforces of the companies visited. Second, such tabulations were considered necessary for the preparation of general statements to be included in the composite report prepared by the project staff. Third, because the research effort was designed as a pilot study, with one objective being the refinement of methodological approaches, it was felt that this would help to provide suggestions for methods of approach in future studies of this nature.

As noted previously, not all items in the questionnaire were coded and tabulated. In addition to the employment data, twenty different parts of the question series were included in the codes. In some cases, the code developed represented the sum of responses to more than one question bearing on the same general topic, e.g., different

job classifications Negroes have held and sources of recruitment for different job levels in the company.

The process of coding and tabulation was a complicated one for several reasons. In some cases, the interviewer had not obtained, or perhaps because of lack of respondent cooperation, was not able to obtain complete information on a particular questionnaire item. In others, the meaning of the recorded response was somewhat doubtful because the project staff lacked acquaintance with the meaning of a name or phrase indigenous to a particular locale or company, e.g., an agency or organization used by the company as a recruitment source. Also, it is quite possible that the coding operation was complicated by ambiguity in the questions themselves, and for this the project staff assume responsibility in that they originally devised the interview questions. It should be reiterated however that in a pilot study, one of the purposes is the refinement of the research instruments themselves, and such developments are not unexpected. In every doubtful case, the work of each coder was checked by another, and when needed, further discussion and cross-checking by project staff were undertaken before a decision was made on how to record a response.

In the following pages, commentaries and accompanying tables for each of the eight agencies using the standard questionnaire are presented. Only responses to the selected items coded and tabulated by the project staff are represented. A more complete explication of these items and others is available in most of the individual agency reports, and the individual who wishes a more thorough account should refer to them.

--Joe A. Miller

DISTRICT OF COLUMBIA

In the Washington, D.C. study, interviews were conducted in a total of 60 companies comprising 15 companies in the banking industry, 24 in the saving and loan industry, and 21 in the insurance industry. Employment data were obtained from a total of 57 companies; however, one bank was subsequently excluded from the analysis as it employs an all-Negro work force. Also, it will be noticed that the commentary included in this section is sometimes complicated by a high rate of nonresponses in interviews with insurance companies.

The reported employment data show that slightly more than ten percent of all employees in the combined industries is nonwhite. Nonwhite employees account for a little more than five percent of all employees in white-collar jobs. On the other hand nonwhite employees hold 60.9% of all blue-collar jobs. This latter figure is significant inasmuch as in the three industries, nine out of ten jobs are white-collar and only one is blue-collar.

Nearly eighty percent of the interviews were conducted at the company's corporate headquarters. Over three-fourths of the respondents were either presidents, owners, or vice-presidents of their establishments. In about one-fifth of the cases, the respondent was an official in charge of personnel functions.

Because of the generally high nonresponse rate to questions about the length of time Negroes had been employed summary statements related to Table #5 are questionable. Over half of the banking and savings and loan companies reported to have had Negro employees for periods of twenty years or more, and it is possible that the comparable figure for the insurance companies would be raised if the nonresponses for these companies were known.

Table #4 shows that the most frequently reported job categories held by Negroes in the three types of companies are either maintenance or clerical. The percentages for all other categories are uniformly low. In many cases where no Negroes are reported in these categories may be due to the virtual absence of these types of positions in financial institutions.

Only one of the companies visited was reported to be a member of the Plans for Progress program. Over half of the banking companies and slightly more than 70 percent of the savings and loan associations were reported to have no special plan or program for the

recruitment of nonwhite employees. In the case of the insurance companies, the rate of nonresponses to this question is so high that no general statement will be attempted. However, Table # does show that nearly two-thirds of all companies visited demonstrated no special efforts to recruit Negro applicants.

Specific affirmative action efforts were reported rather infrequently in the interviews. Of all the companies, less than 20 percent were reported to have established contacts with civil rights organizations for such purposes. For nearly sixty percent of the companies, no utilization of the commonly identified channels for affirmative action was reported.

Almost eighty-five percent of the respondents reported high school graduation to be the preferred minimum educational requirement for their companies, with the response rate being highest in the case of the banking companies. Nineteen percent of the insurance companies were reported to have no minimum educational requirement.

Table #7 reports responses to questions concerning favored recruitment methods for different occupational levels. The table indicates that hourly rated jobs are a rather insignificant part of the total employment structure, and for this reason the question becomes rather meaningless. In the case of executive, managerial, and professional jobs, internal promotion is the most frequently named method by all types of respondents. In the case of other white-collar and salaried positions, dependence on personal referrals by present employees and use of newspaper ads were named most frequently, with a considerable percentage of respondents also naming "walk in" applicants and newspaper ads as important sources. In this latter case, however, there are differences among the various types of companies and these can be noted in the table.

According to Table # 9, employee training programs do not figure prominently in the financial institutions surveyed. In the cases of both the savings and loan and the insurance companies, well over half of the respondents reported that their companies sponsored no such program. In the case of the banking companies, however, a little more than seventy percent were reported to have some such program, and most respondents stated that Negro trainees were participating in them.

As Table #10 shows, promotion procedures in the financial institutions are very informal. Dependence on a supervisor's recommendation appears to be of considerable importance. In some cases seniority is a consideration, but, overall procedures appear to be quite informal.

With the high rate of nonresponses or answers of "no seniority program," as reported in Table #10B, further comments on types or use of seniority in the financial institutions would be questionable.

Over half of all the respondents stated that their companies had no testing program. This response was most frequent in the case of the savings and loan companies, with slightly more than 70 percent of the respondents giving this answer. When they are used, tests tend to be confined to screening applicants for entry level jobs.

About three-fourths of the insurance companies reported no contact with a private civil rights organization. This, however, becomes less surprising when it is realized that a great number of these companies are quite small and employ relatively few workers. Among respondents reporting some kind of contact the largest proportion was found to be the savings and loan companies, with nearly three-fourths of the respondents stating this. Only one-fifth of the banking companies reported some form of direct contact with such an organization; however, over one-fourth of the banks reportedly had received some form of commendation for their equal employment opportunity activities.

Over 80 percent of all respondents reported that their companies had had no contact with a public fair employment practices agency; furthermore, they demonstrated little or no knowledge about the existence or work of such an agency in their community.

When asked to evaluate the effectiveness of equal employment opportunity legislation with respect to their companies, over three-fourths of the respondents commented that it had had "no effect" or was of "little importance." By contrast, when asked to evaluate the effectiveness of such legislation with respect to business and industry generally in their community, only about one-fifth of the respondents answered this way. In the latter case, close to fifty-six percent of all respondents regarded such legislation as of "some importance" or of "great importance." Thus, the trend of answers is opposite for these two questions; however, the incidence of nonresponses in the second case was twice that in the first. At the same time, if the distribution of nonresponses for both questions were known, the trend would probably not be changed.

Few of the companies in the combined industries were reported to have any plans for change of employment policies. Affirmative responses were obtained for only a few banking and savings and loan companies, and in both cases the figure is below ten percent.

Questions about unions were omitted in the Washington, D.C. study because their relevance to financial institutions is negligible if not wholly irrelevant.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance

Table #1: Racial and Occupational Distribution of Work Force¹

	Banks ³		Savings & Loans		Insurance		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total employees	3615	100.0	1006	100.0	2113	100.0	6734	100.0
White collar	3157	87.3	948	94.2	2003	94.8	6108	90.7
Blue collar	458	12.7	58	5.8	110	5.2	626	9.3
Total nonwhite employees	475	13.1	64	6.4	182	8.6	721	10.7
White collar	221	7.0 ²	21	2.2 ²	98	4.9 ²	340	5.6 ²
Blue collar	254	55.5 ²	43	74.1 ²	84	76.4 ²	381	60.9 ²

¹Based on 56 interviews for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

³One Negro owned and completely Negro staffed bank in D.C. completely eliminated from all tabulations.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #2: Title of Respondent

Respondent	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
1 President or owner	21.4	42.9	44.0	38.8
2 Vice-President	64.3	28.6	36.0	38.8
3 Plant or works manager	--	3.4	4.0	3.0
4 Personnel or employment manager	14.3	25.0	16.0	19.4
5 Other - lower echelon	--	--	--	--

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #3: Place of Interview

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 No answer	35.7	4.2	14.3	18.4
1 Other than corporate headquarters	--	--	14.3	6.1
2 Corporate headquarters	64.3	95.8	71.4	79.7

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #4: Classification of Jobs Ever Held by Negroes

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	12.5	23.8	18.4
1 Laborers	14.3	--	--	3.4
2 Other service jobs	--	--	--	--
3 Maintenance--unskilled	64.3	75.0	47.6	62.7
4 Operatives--semi-skilled	42.9	8.3	--	13.6
5 Craftsmen, foremen--skilled	--	--	--	--
6 Sales	--	--	4.8	1.7
7 Clerical	85.7	33.3	57.1	54.2
8 Managers, officials	7.1	--	--	1.7
9 Professional, technical	--	--	--	--

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #5: When Negroes Were First Hired

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	35.7	37.5	61.9	45.8
1 Less than one year (1964 Civil Rights Act)	7.1	--	4.8	3.4
2 1960 or 1962 Executive Orders	--	--	--	--
3 State or municipal Fair Employment Practices Act	--	--	--	--
4 19-25 years--World War II	--	4.2	4.8	3.4
5 26 years and over	57.1	58.3	28.6	47.5

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #6A: Plans for Progress or Other Special Program

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	14.3	29.2	66.7	39.0
1 None	57.1	70.8	28.6	52.5
2 Some type of program	21.4	--	4.8	6.8
3 Plans for progress	7.1	--	--	1.7

Table #6B: Special Programs for Recruitment of Negro or Nonwhite Employees

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	8.3	--	3.3
1 None	50.0	79.2	61.9	66.1
2 Yes	50.0	12.5	38.1	30.5

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #6C: Types and Sources of Recruiting Nonwhite Employees

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	12.5	--	5.1
1 None	42.9	62.5	66.7	59.3
2 Negro radio stations	--	--	--	--
3 Ads in Negro newspapers	--	--	--	--
4 Negro or civil rights organizations	42.9	12.5	9.5	18.6
5 Community programs	14.3	4.2	--	5.1
6 Negro schools and colleges	14.3	--	23.8	11.9
7 Subsidize training for Negroes	--	4.2	--	1.7
8 Some program--not specified	--	8.3	4.8	5.1

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #6D: Plans for Changing Present Employment Policy

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	4.2	4.8	3.4
1 No	92.9	87.5	95.2	91.5
2 Yes	7.1	8.3	--	5.1

Agency: District of Columbia
 Industry: Banks
 Number of Interviews: 59

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	21.4	14.3	85.7
1 Walk-ins	--	57.1	14.3
2 Employment agencies, public	--	21.4	--
3 Employment agencies, private	7.1	57.1	7.1
4 Ads	7.1	14.3	7.1
5 Personal referrals	7.1	57.1	7.1
6 Promotion from within	74.0	28.6	--
7 Direct college or trade school	--	--	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: District of Columbia
 Industry: Savings and Loans
 Number of Interviews: 59

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	4.2	20.8	100.0
1 Walk-ins	--	50.0	--
2 Employment agencies, public	--	20.8	--
3 Employment agencies, private	--	62.5	--
4 Ads	8.3	16.7	--
5 Personal referrals	--	66.7	--
6 Promotion from within	91.7	16.7	--
7 Direct college or trade school	--	4.2	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: District of Columbia
 Industry: Insurance
 Number of Interviews: 59

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	33.3	9.5	100.0
1 Walk-ins	--	4.8	--
2 Employment agencies, public	--	9.5	--
3 Employment agencies, private	28.6	66.7	--
4 Ads	19.0	57.1	--
5 Personal referrals	23.8	61.9	--
6 Promotion from within	38.1	4.8	--
7 Direct college or trade school	14.3	--	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance (Combined)
 Number of Interviews:

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	18.6	15.3	96.6
1 Walk-ins	--	35.6	3.4
2 Employment agencies, public	--	16.9	--
3 Employment agencies, private	11.9	62.7	1.7
4 Ads	11.9	30.5	1.7
5 Personal referrals	10.2	62.7	1.7
6 Promotion from within	67.8	15.3	--
7 Direct college or trade school	5.1	1.7	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #8: Minimum Educational Requirements

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	--	4.8	1.7
1 None	7.1	8.3	19.0	11.9
2 Some formal education	--	--	--	--
3 Some high school	--	--	--	--
4 High school diploma	92.9	87.5	76.2	84.7
5 Some college	--	--	--	--
6 College degree	--	--	--	--
7 Requirement not specified	--	4.2	--	1.7

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #9: Apprentice Training Programs

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	7.1	16.7	--	8.5
1 None	21.4	58.3	66.7	52.5
2 Only white apprentices	21.4	16.7	19.0	18.6
3 Some Negro apprentices	50.0	8.3	14.3	20.3

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #10A: Types of Promotion Procedures

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	4.2	--	1.7
1 No formal procedures	100.0	100.0	100.0	100.0
2 Jobs posted and employees bid	--	--	--	--
3 Recommended by supervisor	50.0	79.2	95.2	78.0
4 Seniority	21.4	20.8	4.8	15.3
5 Combination of 2, 3 and 4	--	--	--	--
6 Combination of formal and informal ¹	64.3	87.5	95.2	84.7
7 Combination of any two types ¹	--	--	--	--

¹Included in above.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #10B: Types of Seniority Procedures

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	12.5	85.7	35.6
1 None	64.3	25.0	4.8	27.1
2 Combination of 3, 4 and 5	--	--	--	--
3 Craft or job	21.4	--	--	5.1
4 Departmental	--	8.3	--	3.3
5 Plant-wide	21.4	61.9	9.5	30.5
6 Combination of any two types ¹	7.1	--	--	1.7

¹Included in above.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #10C: Does Seniority Shift Between Jobs?

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	92.9	95.8	100.0	96.6
1 No	--	--	--	--
2 Yes	7.1	4.2	--	33.3

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #11: Use of Tests in Hiring and Upgrading¹

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	7.1	8.3	4.8	6.8
1 None	42.9	70.8	38.1	52.5
2 Entry level--salaried	50.0	20.8	52.4	39.0
3 Entry level--hourly	14.3	--	--	3.4
4 Upgrading--salaried	--	--	14.3	6.1
5 Upgrading--hourly	--	--	--	--
6 Yes but no answer	--	--	--	--

¹More than one practice used by some companies.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #12A: Contacts With any Type of Civil Rights Agency or Organization

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	8.3	9.5	6.8
1 No contact	21.4	16.7	76.2	39.0
2 Any type of contact	21.4	75.0	14.3	40.7
3 Boycott	--	--	--	--
4 Picketing	--	--	--	--
5 Knowledge of other firms' contact	64.3	4.2	--	16.9
6 Commendation	28.6	--	--	6.8

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #12B: Contacts With the State or Municipal Civil Rights Agency

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	7.1	16.7	--	8.5
1 No contact, no knowledge	92.9	83.3	95.2	89.8
2 Knowledge but no contact	--	--	--	--
3 Contact through a complaint	--	--	--	--
4 Contact and knowledge	--	--	4.8	1.7

Agency: District of Columbia
Industry: Banks
Number of Interviews: 59

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	--	21.4
1 No effect	78.6	--
2 Little importance	7.1	7.4
3 Some importance	7.1	42.8
4 Great importance	7.1	28.6

Agency: District of Columbia
Industry: Savings and Loans
Number of Interviews: 59

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	16.7	25.0
1 No effect	62.5	16.7
2 Little importance	8.3	16.7
3 Some importance	12.5	37.5
4 Great importance	--	4.2

Agency: District of Columbia
Industry: Insurance
Number of Interviews: 59

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	9.5	23.8
1 No effect	76.2	--
2 Little importance	--	14.3
3 Some importance	9.5	38.1
4 Great importance	4.8	23.8

Agency: District of Columbia
Industry: Banks, Savings and Loans, and Insurance (Combined)
Number of Interviews: 59

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	10.2	23.7
1 No effect	71.2	6.8
2 Little importance	5.1	13.6
3 Some importance	10.2	39.0
4 Great importance	3.4	16.9

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
Use				
0 No answer	--	8.3	--	3.4
1 Never use agencies	--	20.8	9.5	11.9
2 Use mostly public agencies	--	--	4.8	1.7
3 Use mostly private agencies	42.9	54.2	76.2	71.4
4 Use both equally	57.1	16.7	9.5	23.7
Referral				
0.5 Used but no Negro referrals	14.3	8.3	19.0	13.6
5 Negro referrals by public agencies	--	--	--	--
6 Negro referrals by private agencies	7.1	--	--	1.7
7 Referrals by both equally	--	--	--	--
8 Hire referrals from agencies ¹	--	8.3	14.3	8.5
9 Do not hire referrals	--	25.0	4.8	11.9
10 Referrals of 'good quality' ¹	--	--	--	--
11 Referrals same quality as whites ¹	64.3	20.8	33.3	35.6
12 Referrals of poorer quality ¹	14.3	8.3	19.0	13.6

¹Applies to Negro referrals hired by respondent companies.

Agency: District of Columbia
 Industry: Banks, Savings and Loans, and Insurance
 Number of Interviews: 59

Table #14: Assessment of Union Influence on
 Company's Equal Employment Objectives

	Banks	Savings & Loans	Insurance	Total
	Percent	Percent	Percent	Percent
0 No union or no answer	NO	UNIONS		
1 Little or no influence		NO UNIONS		
2 Adverse influence		NO	UNIONS	
3 Positive influence			NO UNIONS	

LOUISVILLE

In the Louisville study, interviews were conducted in a total of 97 companies. These companies represent a variety of types of establishment, including manufacturing, transportation and communication, wholesale and retail trade, and banking. Employment data were obtained from 74 of the companies, which employ a total of 28,340 workers. How representative these are of the total number cannot be ascertained. The following should be noted, however; nearly half of the companies which submitted employment data are in manufacturing and slightly less than one-third are in wholesale and retail trade. The other two companies together make up only about one-seventh of the total.

For purposes of this summary, employment figures for the 74 companies have been aggregated, and are presented in Table #1. Although the percentages do not appear in this table, slightly more than forty-three percent of all employees in the 74 companies are in white-collar jobs. This figure reflects the large number of retail stores in the sample and several banking companies. In the manufacturing companies only 28% of all employees are in white-collar jobs.

Of all the companies in the Louisville study for which employment data are available, nonwhites, which for all practical purposes means Negroes, hold 7.9% of all jobs. Of all white-collar jobs, those held by Negroes account for slightly over two percent of the total as compared with slightly more than 12 percent of blue-collar jobs.

In slightly more than half the cases, interviews were conducted at the corporate headquarters, a category which also includes companies with only a single installation. In some 45 percent of the cases, the interviews were conducted at a local plant or installation of a larger company. As Table # shows, the majority of the respondents were managers of their installations or personnel or employment relations managers. A smaller percentage were either presidents, owners, or vice-presidents of their companies.

Nearly sixty percent of the companies were reported to have had Negro employees for periods of twenty years or more. Very few companies reported having hired Negroes only since 1960; however, over one-third of the companies either gave no response to this question or gave an uncodable answer.

When asked about the job classifications Negroes have held in their companies, the responses show fewer than half of the companies with Negroes in white-collar positions. This implies that, while only about two percent of all white-collar jobs in all the companies are held by Negroes, they are concentrated in less than half of the companies surveyed. The only categories for which more than

half the companies were reported to have had Negro employees were those of laborer and maintenance.

About three-fourths of the respondents stated that their companies were not participants in any special plan or program for equal employment opportunity. However, about seventeen percent of the companies reportedly are members of Plans for Progress, and two percent of the others claim to have similar programs. This leaves more than half of the companies which have made no special effort to recruit Negro applicants. Table #120 shows that one-third of the companies reportedly have used civil rights organizations for some type of affirmative action. The table also shows that more than half of the companies reported no affirmative action of any kind.

Table # 7 lists the percentages of responses to questions about general methods of recruitment for different levels of employment. For executive, managerial, and professional positions, internal promotion is a favored method in the majority of companies and about one-fifth of them make use of private employment agencies to recruit for these positions. For other white-collar and salaried positions, newspaper ads was the most frequently reported source, with about one-third of the respondents reporting use of public employment agencies and smaller percentages mentioned dependence on internal promotion and private employment agencies. For hourly rated jobs, over half of the respondents use public employment agencies, about one-third use newspaper ads, and about one-fourth depend on "walk-ins."

Slightly less than three-fourths of the respondents stated that their companies had a preferred minimum educational requirement, but in some thirty-six percent of the cases the requirement was not specified, so any further statement about this would be questionable.

Some 42 percent of the companies do not use testing in screening applicants for jobs. Among those who do use tests one-third do so for hourly rated and salaried jobs, but in a very small percent of the cases are tests also used in considering individuals for upgrading and promotion.

About two-thirds of the companies visited were reported to have no training program for employees. Of the remainder, 16.5 percent have such training programs, some with Negroes participating.

It is difficult to comment generally on Table #100, in view of the great differences in the operations among the 97 companies. Many of the nonmanufacturing companies generally have informal promotion procedures. No formal promotional procedures were reported for some forty-six percent of the companies, and other figures show a fairly broad distribution of specific types of procedural items, reflecting

in many cases a combination of formal and informal considerations. In view of this, locating the significance of seniority in the employment processes of the 97 companies become quite difficult. Table #10B which is concerned with type of seniority, gives no clear indication of its function in the employment and promotional processes. The problem is further complicated by the high rates of nonresponses and uncodable answers to the questions represented in Tables #10A and #10E .

Table #14 shows that a number of the companies surveyed have no union contract. Of the respondents who provided an opinion about the union's influence on equal employment, well over half stated that unions have little or no effect on such policies in their companies.

Slightly over three-fourths of the respondents reported that their companies had had no contact with a private civil rights organization. This figure is somewhat questionable when compared with the distribution of responses to the questions represented by Table #12C which shows one-third of the respondents' stating that their companies had used a civil rights organization for affirmative action purposes. According to the percentages in the latter table, more than three-fourths of the respondents reported no type of contact with such an agency. It cannot be determined whether this discrepancy is attributable to a slip in memory or dishonesty on the part of the respondent, or to the failure of the interviewers to state the questions clearly and probe the answers given. The discrepancy remains, however, and would appear to raise some question about the validity of the responses in one or the other table or both. It can be noted, however, that a very small percentage of the companies have either experienced boycotting and/or picketing, or have received a commendation from a civil rights organization for their equal employment opportunity activities.

Table #12C shows that nearly one-third of the companies have had contact with a public fair employment practices agency via the filing of a complaint. Over sixty percent of the companies reported having had no contact at all, although half of these claimed to have some knowledge of the existence and work of such an agency in their community.

Table #12C gives the percentages of responses to questions concerning the effectiveness of equal employment opportunity legislation with respect to the respondents' companies and to business and industry generally in their community and state. In both cases many respondents did not answer the questions, with slightly more than fifteen percent in the first case and nearly twenty-five percent in the second. Of those who did provide an answer, over fifty-five percent stated that such legislation had had little effect on their own companies, and almost sixty percent stated that such legislation was

of "some importance" or of "great importance" for business and industry generally.

Very few of the companies stated that they had any plans for policy changes which would affect equal employment opportunities. Of all the companies, only three, representing 3.1% of the total, stated that any such changes were being considered.

--Joe A. Miller

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade & Banks

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	28,430	100.0
White collar	12,411	43.7
Blue collar	16,019	56.3
Total nonwhite employees	2,240	7.9
White collar	255	2.1 ²
Blue collar	1,985	12.4 ²

¹Based on 74 companies for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade & Banks

Number of Interviews: 97

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	16.0
2 Vice-President	14.0
3 Plant or works manager	28.0
4 Personnel or employment manager	41.0
5 Other - lower echelon	1.0

Table #3: Place of Interview

	Percent
0 No answer	1.0
1 Other than corporate headquarters	45.4
2 Corporate headquarters	53.6

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade & Banks

Number of Interviews: 97

Table #4: Classification of
Jobs Ever Held by Negroes

	Percent
0 Other or no answer	6.2
1 Laborers	51.5
2 Other service jobs	30.9
3 Maintenance--unskilled	61.9
4 Operatives--semi-skilled	43.3
5 Craftsmen, foremen--skilled	25.8
6 Sales	22.7
7 Clerical	46.4
8 Managers, officials	5.2
9 Professional, technical	17.5

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	37.1
1 Less than one year (1964 Civil Rights Act)	--
2 1960 or 1962 Executive Orders	3.1
3 State or municipal Fair Employment Practices Act	--
4 19-25 years--World War II	9.3
5 26 years and over	50.5

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade & Banks

Number of Interviews: 97

Table #6A: Plans for Progress or Other Special Program

	Percent
0 Other or no answer	5.2
1 None	75.3
2 Some type of program	2.1
3 Plans for progress	17.5

Table #6B: Special Programs for Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	4.1
1 None	56.7
2 Yes	39.2

Table #6C: Types and Sources of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	6.2
1 None	55.8
2 Negro radio stations	--
3 Ads in Negro newspapers	4.1
4 Negro or civil rights organizations	33.0
5 Community programs	4.1
6 Negro schools and colleges	6.2
7 Subsidize training for Negroes	--
8 Some program--not specified	4.1

Agency: Louisville
 Industry: Manufacturing, Transportation, Retail & Wholesale Trade & Banks
 Number of Interviews: 97

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	4.1
1 No	92.8
2 Yes	3.1

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	15.5	14.4	11.3
1 Walk-ins	--	8.2	25.8
2 Employment agencies, public	10.3	34.0	53.6
3 Employment agencies, private	22.7	22.7	14.4
4 Ads	17.5	39.2	32.0
5 Personal referrals	6.2	17.5	19.6
6 Promotion from within	54.6	26.8	4.1
7 Direct college or trade school	10.3	7.2	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade &

Number of Interviews: 97

Banks

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	--
1 None	28.9
2 Some formal education	5.2
3 Some high school	5.2
4 High school diploma	24.7
5 Some college	--
6 College degree	--
7 Requirement not specified	36.1

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	5.2
1 None	68.0
2 Only white apprentices	10.3
3 Some Negro apprentices	16.5

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade &

Number of Interviews: 97

Banks

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	16.5
1 No formal procedures	46.4
2 Jobs posted and employees bid	21.6
3 Recommended by supervisor	32.0
4 Seniority	32.0
5 Combination of 2, 3 and 4	18.6
6 Combination of formal and informal ¹	30.9
7 Combination of any two types ¹	21.6

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	29.9
1 None	11.3
2 Combination of 3, 4 and 5	9.3
3 Craft or job	5.2
4 Departmental	20.6
5 Plant-wide	32.0
6 Combination of any two types ¹	8.2

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	34.0
1 No	14.4
2 Yes	51.5

Agency: Louisville
Industry: Manufacturing, Transportation, Retail & Wholesale Trade &
Number of Interviews: 97 Banks

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	2.1
1 None	42.3
2 Entry level--salaried	39.2
3 Entry level--hourly	36.1
4 Upgrading--salaried	9.3
5 Upgrading--hourly	13.4
6 Yes but no answer	1.0

¹More than one practice used by some companies.

Table #12A: Contacts With any Type
of Civil Rights Agency or Organization

	Percent
0 Other or no answer	5.2
1 No contact	76.3
2 Any type of contact	11.3
3 Boycott	2.1
4 Picketing	2.1
5 Knowledge of other firms' contact	--
6 Commendation	4.1

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade &

Number of Interviews: 97

Banks

**Table #12B: Contacts With the State
or Municipal Civil Rights Agency**

	Percent
0 Other or no answer	3.1
1 No contact, no knowledge	32.0
2 Knowledge but no contact	32.0
3 Contact through a complaint	1.0
4 Contact and knowledge	32.0

**Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally**

	Company	Generally
0 Other or no answer	15.5	24.4
1 No effect	38.1	6.2
2 Little importance	17.5	9.3
3 Some importance	22.7	35.1
4 Great importance	6.2	24.7

Agency: Louisville
Industry: Manufacturing, Transportation, Retail & Wholesale Trade &
Number of Interviews: 97 Banks

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	
0 No answer	2.1
1 Never use agencies	11.3
2 Use mostly public agencies	34.0
3 Use mostly private agencies	6.2
4 Use both equally	30.9
Referral	
0.5 Used but no Negro referrals	21.6
5 Negro referrals by public agencies	--
6 Negro referrals by private agencies	--
7 Referrals by both equally	--
8 Hire referrals from agencies ¹	5.2
9 Do not hire referrals	2.1
10 Referrals of good quality ¹	9.3
11 Referrals same quality as whites ¹	42.3
12 Referrals of poorer quality ¹	7.2

¹Applies to Negro referrals hired by respondent companies.

Agency: Louisville

Industry: Manufacturing, Transportation, Retail & Wholesale Trade &

Number of Interviews: 97

Banks

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	41.2
1 Little or no influence	55.7
2 Adverse influence	1.0
3 Positive influence	2.1

MASSACHUSETTS

In Massachusetts interviews were conducted in 49 companies. Employment data are available for only 34 of these. (This excludes the data from one large airline, with a total workforce of over 36,000 employees, for the reason that they submitted only national, rather than Massachusetts employment figures). The 34 companies reported the employment of 20,576 workers. Table #1 is arranged to show employment figures by types of companies in the transportation industry.

Slightly less than one-third of all employees in the combined industries white-collar job. The percentage of nonwhite employees (for all practical purposes, Negro) in these companies is very low --only 3.3%. Nonwhite employees hold 4.5% of all blue-collar jobs but less than one percent of all white-collar jobs. In no type of company does the percentage of nonwhite employees holding white-collar jobs reach two percent. Of the 34 companies for which employment data were available, ten had no Negro employees at the time of the interview.

Most of the interviews were conducted at a corporate headquarters, a category which includes some companies with only a single installation. Only in the case of the five airlines companies was there a reversal in this trend. Nearly one-third of the respondents were either presidents or owners of their companies. The majority of the other respondents were either plant managers or managers of personnel or employee relations.

Considering the transportation industry in Massachusetts as a whole, Negroes have held or are holding a variety of jobs in the industry. However, only in the semi-skilled category (operatives) did more than half of the respondents report having employed Negroes in these types of jobs. In only one other category, namely maintenance, did more than one-third of the respondents claim to have had Negroes. An inspection of Table # 1 shows that, with the exception of the five airlines companies, where the distribution is uniformly better than that for any other industry, the percentages for categories other than that of operatives are not striking.

Considering the combined industries, forty-seven percent of the companies reported having had Negro employees for periods of twenty years or more. (See Table # 5). Figures for all other categories are under ten percent. It should be noted, however, that this distribution is seriously affected by the large proportion, more than one-third, who either did not answer this question or gave an uncodable answer.

Six of the 49 companies visited were members of Plans for Progress. Table # 6B shows only five such companies, for the reason that in

one interview the respondent was not aware that at the corporate level his company was a member of Plans for Progress. Also, it should be noted that four of the six Plans for Progress companies are airlines operations. The majority of the companies visited (42 of 49) reported no special plan or program for equal employment opportunity. For slightly more than three-fourths of the companies (77.6%) there was no report of special efforts for the recruitment of Negroes. As Table # 6B shows, 78% of the respondents reported no utilization of the more common channels of affirmative action. Contacts with civil rights organizations is the most frequently reported approach but only 16.2% of the interviews responded this way. Again, in the case of the airlines companies, where the sample of companies is quite small, the responses show greater activities of an affirmative action nature.

Table # 7 on general methods of recruitment reveals few clear patterns. The clearly favored method of recruitment for executive, managerial, and professional jobs is internal promotion. For other white collar and salaried jobs, use of newspaper ads, private employment agencies and public employment agencies are the most frequently reported primary sources, in that order. In the case of hourly rated jobs, the percentages for the combined industries are affected partly by the high percentage of trucking companies which rely on unions as a recruitment source. The only category in which responses are fairly even across all three industries is that of walk-ins, with a little over one-fifth of the respondents reporting this as a primary source of recruitment.

While all the airlines companies reported having a preferred minimum educational requirement - although unspecified - approximately two-thirds of the companies in both the other industries reported that they had no such requirement. The others, like the airlines had some requirement, but it was not specified.

Few of the bus, train, or taxi companies reported use of tests for either salaried or hourly-rated jobs. Two-thirds of these companies reported using no tests at all. Among trucking firms, almost forty percent use no tests, a like proportion use them for entry level salaried jobs, and in an additional one-fifth they are used for entry level hourly-rated jobs. All of the airlines companies reported use of tests.

Table # 9 shows that in the combined industries, three-fourths of the companies have no apprentice training program. Of those which do have some such program, 8.2% reported having only white apprentices and the same percent reported some Negro apprentices in their training programs.

Table #10A would seem to indicate a strong dependence on the supervisor's recommendation in matters of promotion for all three industries. Job posting and bidding and seniority rank second and third in the responses given, but the percentage for each is far less than that for supervisor's recommendation. Table #10B shows craft or job seniority to be most prevalent three-fourths of the companies report that seniority is not lost when the employee shifts from one job to another.

Table #14 shows that the overwhelming majority of the respondents regard the unions as having little or no influence on the equal employment policy or practices of their companies.

Nearly three-fourths of the companies visited reported no contacts with a private civil rights organization. Slightly over twelve percent reported some such contact and an equal number claimed to have received some form of commendation from a civil rights group for their equal employment activities.

Only about one-fourth of the companies visited had had some direct contact with a public fair employment practices agency. Of the sixty-one percent having had no contact nearly forty-three percent of these demonstrated some knowledge of the agency and its program.

Comments by respondents on the effectiveness of equal employment opportunity legislation with respect to their companies and to business and industry generally in their state are shown in Table # . As shown there, the relatively high number of nonresponses makes any interpretation of doubtful value. Few companies appear to anticipate any changes in their employment policy. Of the 49 companies visited, one did not respond to this question, 43 stated "no plans" and only five reported some plans for change.

--Joe A. Miller

Agency: Massachusetts
 Industry: Railroads, Buses, and Taxis.
 Trucking and Airlines.

Table #1: Racial and Occupational Distribution of Work Force¹

	Railroads, Buses and Taxis		Trucking		Airlines ³		Total ³	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total employees	13474	100.0	3538	100.0	3564	100.0	20576	100.0
White collar	3025	22.5	1234	34.9	2191	61.5	6450	31.3
Blue collar	10449	77.5	2304	65.1	1373	38.5	14126	68.7
Total nonwhite employees	524	3.9	65	1.8	100	2.8	689	3.3
White collar	11	.4 ²	15	1.2 ²	29	1.3 ²	55	.9 ²
Blue collar	513	4.9 ²	50	2.2 ²	71	5.2 ²	634	4.5 ²

¹Based on 33 interviews for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

³These figures exclude one large airline company having more than 36,000 employees which would have affected the totals to an unwarranted degree.

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines
 Number of Interviews: 49

Table #2: Title of Respondent

Respondent	Railroads, Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
1 President or owner	34.8	34.8	16.6	32.7
2 Vice-President	8.7	8.7	--	7.8
3 Plant or works manager	26.1	34.8	16.6	28.8
4 Personnel or employment manager	26.1	21.7	66.8	28.8
5 Other - lower echelon	4.3	--	--	1.9

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #3: Place of Interview

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 No answer	--	--	--	--
1 Other than corporate headquarters	19.0	43.5	80.0	36.7
2 Corporate headquarters	81.0	56.5	20.0	63.3

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #4: Classification of Jobs Ever Held by Negroes

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	23.8	26.1	--	22.4
1 Laborers	14.3	8.7	20.9	12.2
2 Other service jobs	9.5	--	40.0	8.2
3 Maintenance--unskilled	42.9	13.0	100.0	34.7
4 Operatives--semi-skilled	61.9	65.2	80.0	65.3
5 Craftsmen, foremen--skilled	19.0	13.0	80.0	22.4
6 Sales	--	4.3	40.0	6.1
7 Clerical	9.5	26.1	80.0	24.5
8 Managers, officials	--	4.3	20.0	4.1
9 Professional, technical	4.8	--	40.0	6.1

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #5: When Negroes Were First Hired

	Railroads, Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	28.6	47.8	20.0	36.7
1 Less than one year (1964 Civil Rights Act)	4.8	4.3	--	4.1
2 1960 or 1962 Executive Orders	4.8	4.3	--	4.1
3 State or municipal Fair Employment Practices Act	9.5	8.7	--	8.2
4 19-25 years--World War II	4.8	4.3	--	4.1
5 26 years and over	47.6	30.4	80.0	42.9

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #6A: Plans for Progress or Other Special Program

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	4.3	--	2.0
1 None	90.5	95.7	20.0	85.7
2 Some type of program	4.8	--	--	2.0
3 Plans for progress	4.8	--	80.0	10.2

Table #6B: Special Programs for Recruitment of Negro or Nonwhite Employees

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	--	--	--
1 None	81.0	87.0	20.0	77.6
2 Yes	19.0	13.0	80.0	22.4

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #6C: Types and Sources of Recruiting Nonwhite Employees

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	--	--	--
1 None	81.0	87.0	20.0	78.0
2 Negro radio stations	--	--	--	--
3 Ads in Negro newspapers	--	8.7	--	4.1
4 Negro or civil rights organizations	14.3	8.7	60.0	16.3
5 Community programs	--	8.7	--	4.1
6 Negro schools and colleges	4.8	8.7	60.0	12.2
7 Subsidize training for Negroes	4.8	--	60.0	8.2
8 Some program--not specified	--	--	--	--

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #6D: Plans for Changing Present Employment Policy

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	4.3	--	2.0
1 No	90.5	91.3	60.0	87.8
2 Yes	9.5	4.3	40.0	10.2

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis.
 Number of Interviews: 49

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	--	9.5	--
1 Walk-ins	4.8	4.8	23.8
2 Employment agencies, public	14.3	38.1	23.8
3 Employment agencies, private	19.0	28.6	--
4 Ads	19.0	23.8	33.3
5 Personal referrals	4.8	14.3	27.3
6 Promotion from within	57.1	28.6	4.8
7 Direct college or trade school	4.8	--	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	8.7

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Massachusetts
 Industry: Trucking
 Number of Interviews: 49

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	--	8.7	4.3
1 Walk-ins	--	--	21.7
2 Employment agencies, public	4.3	21.7	4.3
3 Employment agencies, private	17.4	34.5	4.3
4 Ads	17.4	47.8	--
5 Personal referrals	4.3	8.7	8.7
6 Promotion from within	65.2	--	--
7 Direct college or trade school	4.3	--	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	78.3

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Massachusetts
 Industry: Airlines
 Number of Interviews: 49

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	20.0	--	--
1 Walk-ins	--	--	20.0
2 Employment agencies, public	--	20.0	20.0
3 Employment agencies, private	20.0	20.0	20.0
4 Ads	40.0	40.0	40.0
5 Personal referrals	40.0	40.0	40.0
6 Promotion from within	60.0	--	--
7 Direct college or trade school	20.0	40.0	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	--

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Massachusetts

Industry: Railroads, Buses, Taxis, Trucking and Airlines (Combined).

Number of Interviews: 49

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	2.0	8.0	2.0
1 Walk-ins	2.0	2.0	22.4
2 Employment agencies, public	8.2	28.6	14.3
3 Employment agencies, private	18.4	30.6	4.1
4 Ads	20.4	36.0	18.4
5 Personal referrals	8.2	14.3	20.4
6 Promotion from within	61.2	12.2	2.0
7 Direct college or trade school	6.1	4.1	--
8 Civil rights organizations	--	--	--
9 Unions	--	--	40.8

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #8: Minimum Educational Requirements

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	4.8	--	--	2.0
1 None	66.7	69.6	--	61.2
2 Some formal education	--	--	--	--
3 Some high school	--	--	--	--
4 High school diploma	--	--	--	--
5 Some college	--	--	--	--
6 College degree	--	--	--	--
7 Requirement not specified	28.6	30.4	100.0	36.7

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines
 Number of Interviews: 49

Table #9: Apprentice Training Programs

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	4.8	8.7	20.0	8.2
1 None	81.0	73.9	60.0	75.5
2 Only white apprentices	4.8	13.0	--	8.2
3 Some Negro apprentices	9.5	4.3	20.0	8.2

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #10A: Types of Promotion Procedures

	Railroads Buses, & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	4.8	4.3	--	4.1
1 No formal procedures	9.5	--	--	4.1
2 Jobs posted and employees bid	19.0	30.4	60.0	28.6
3 Recommended by supervisor	61.9	47.8	80.0	57.1
4 Seniority	19.0	17.4	20.0	18.4
5 Combination of 2, 3 and 4	--	--	20.0	2.0
6 Combination of formal and informal ¹	--	--	--	--
7 Combination of any two types ¹	14.3	4.3	80.0	14.3

¹Included in above.

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #10B: Types of Seniority Procedures

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	--	--	--
1 None	--	4.3	--	2.0
2 Combination of 3, 4 and 5	--	--	--	--
3 Craft or job	71.4	87.0	100.0	81.6
4 Departmental	9.5	4.3	20.0	8.2
5 Plant-wide	23.8	13.0	--	16.3
6 Combination of any two types ¹	14.3	8.7	20.0	10.2

¹Included in above.

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #10C: Does Seniority Shift Between Jobs?

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	19.0	--	40.0	12.2
1 No	61.9	91.3	40.0	73.5
2 Yes	19.0	8.7	20.0	14.3

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines.
 Number of Interviews: 49

Table #11: Use of Tests in Hiring and Upgrading¹

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	4.8	17.4	--	10.2
1 None	66.6	39.1	--	46.9
2 Entry level--salaried	4.8	39.1	100.0	30.6
3 Entry level--hourly	19.0	21.7	60.0	24.5
4 Upgrading--salaried	9.5	13.0	80.0	18.4
5 Upgrading--hourly	--	4.3	--	2.0
6 Yes but no answer	--	--	--	--

¹More than one practice used by some companies.

Agency: Massachusetts

Industry: Railroads, Buses, & Taxis, Trucking and Airlines.

Number of Interviews: 49

Table #12A: Contacts With any Type of Civil Rights Agency or Organization

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	--	4.3	--	2.0
1 No contact	81.0	82.6	--	73.5
2 Any type of contact	14.3	8.7	20.0	12.2
3 Boycott	--	--	--	--
4 Picketing	--	--	--	--
5 Knowledge of other firms' contact	--	--	--	--
6 Commendation	4.8	4.3	80.0	12.2

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking & Airlines
 Number of Interviews: 49

Table #12B: Contacts With the State or Municipal Civil Rights Agency

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 Other or no answer	4.8	17.4	--	10.2
1 No contact, no knowledge	19.0	21.7	--	18.4
2 Knowledge but no contact	47.6	47.8	--	42.9
3 Contact through a complaint	28.6	8.7	80.0	24.5
4 Contact and knowledge	--	4.3	20.0	4.1

Agency: Massachusetts
Industry: Railroads, Buses & Taxis
Number of Interviews: 49

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	47.6	47.6
1 No effect	23.8	4.8
2 Little importance	14.3	4.8
3 Some importance	14.3	42.9
4 Great importance	--	--

Agency: Massachusetts
Industry: Trucking
Number of Interviews: 49

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	78.3	78.3
1 No effect	--	--
2 Little importance	13.0	--
3 Some importance	8.7	13.0
4 Great importance	--	8.7

Agency: Massachusetts
Industry: Airlines
Number of Interviews: 49

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	40.0	40.0
1 No effect	20.0	--
2 Little importance	20.0	--
3 Some importance	20.0	60.0
4 Great importance	--	--

Agency: Massachusetts

Industry: Railroads, Buses & Taxis, Trucking, Airlines (Combined)

Number of Interviews: 49

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	61.2	61.2
1 No effect	12.2	2.0
2 Little importance	14.3	2.0
3 Some importance	12.2	30.6
4 Great importance	--	4.1

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines
 Number of Interviews: 49

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
Use				
0 No answer	4.8	--	--	2.0
1 Never use agencies	19.0	30.4	40.0	22.4
2 Use mostly public agencies	85.7	52.8	--	61.2
3 Use mostly private agencies	4.8	17.4	40.0	14.3
4 Use both equally	--	--	20.0	20.0
Referral				
0.5 Used but no Negro referrals	38.1	34.8	--	32.7
5 Negro referrals by public agencies	--	--	--	--
6 Negro referrals by private agencies	--	--	--	--
7 Referrals by both equally	--	--	--	--
8 Hire referrals from agencies ¹	--	--	--	--
9 Do not hire referrals	--	--	--	--
10 Referrals of 'good quality' ¹	9.5	4.3	--	6.1
11 Referrals same quality as whites ¹	38.1	30.4	60.0	36.7
12 Referrals of poorer quality ¹	14.8	--	--	2.0

¹Applies to Negro referrals hired by respondent companies.

-95-

Agency: Massachusetts
 Industry: Railroads, Buses, Taxis, Trucking and Airlines
 Number of Interviews: 49

Table #14: Assessment of Union Influence on
 Company's Equal Employment Objectives

	Railroads Buses & Taxis	Trucking	Airlines	Total
	Percent	Percent	Percent	Percent
0 No union or no answer	14.3	4.3	--	8.2
1 Little or no influence	81.0	95.7	80.0	87.8
2 Adverse influence	4.8	--	--	2.2
3 Positive influence	--	--	20.0	2.2

MISSOURI

-I- Service Establishments

In the Missouri study interviews were conducted with establishments in two industries: service establishments such as hotels, motels, and restaurants and public utilities. Primary attention was given to the former industry, and the latter treated as a secondary area of study. For purposes of discussion, they are treated separately with tables presented for each industry.

Hotels, Motels, and Restaurants

It is important to understand that the service establishments included in the Missouri study present an overall picture of little formalized personnel procedures, including hiring. With the exception of some large hotel operations in the major cities of the state, majority of the establishments were small, and employment functions did not enjoy a high priority on the part of owners and managers. Undoubtedly this affected the responses given to many of the questions posed by the interviewer, and the fairly inarticulate nature of many of the answers made coding procedures extremely difficult. Therefore, rather than confining these remarks solely to the tables presented in the following pages, recourse is taken to the Missouri study director's own report for the purposes of establishing a clearer context for the data.

Employment data were obtained from a total of 125 service establishments. For all practical purposes, the terms "nonwhite" and "Negro" are interchangeable in the Missouri study. Of the total reported workforce, nonwhites represent about one-fourth of all employees, the majority of them concentrated in blue-collar jobs. Of all white-collar employees, nonwhites represent only 1.4% of the total, compared with 30.3% of all blue-collar jobs.

The majority of the interviews were conducted at a corporate headquarters which in this industry means a single installation, many of them quite small. The majority of the respondents were either owner-managers of their operation or their assistants.

The director of the Missouri study has noted in his report a decided "recency effect" in the hiring of Negroes by the service establishments, with nearly sixty percent of the respondents reporting that no Negroes had been employed by their establishments prior to 1950, and in most cases only since 1960. Table #5 shows the results of coding and tabulation carried out by the project staff, which were not as clear on this point, and the statements by the Missouri study director were accepted as more conclusive.

There is little evidence of special programs for the recruitment of Negroes or of affirmative action efforts by the service establishments in the Missouri study. Therefore, Table # 6B is virtually devoid of meaning in the Missouri survey of service establishments. Quite early in the study, it was discovered that special plans and programs for recruitment of nonwhite employees were practically unknown in the industry, and questions dealing with this were dropped from the interview schedule. Tables # 6B and # 6C also indicate that, even at a general level, special efforts to recruit nonwhite employees are virtually nonexistent. This is an industry where special programs for general recruitment purposes are not found, and when combined with the relative neglect of typical employment functions, the figures appearing in these tables are not at all surprising. It is interesting to note from the Missouri agency's report, however, that high employee turnover rates are frequent in this industry, which would appear to imply that job openings are not rare, but the combination of low wages and apparent inattention to employment functions holds few promises for progress in nonwhite employment. Newspaper ads and public employment agencies are the most prominent sources of recruitment. Referrals by present employees also rank high in importance. The least used recruitment sources are private employment agencies, probably because the low wage patterns in the industry do not make this a profitable venture for either the employer or the job seeker. Apparently, internal promotion is not used extensively for recruitment into higher-level jobs.

Few education standards are maintained in this industry. Even in cases where some minimum educational requirement was reported, it did not appear that such standards were considered hard and fast rules. According to the study director's report, a "bright and neat-appearing" person is more requisite than an educated one.

Formal testing programs are virtually unknown in the industry. Only one company reported the use of distinctly formal tests. Instead, on-the-job tryout is the preferred technique. The prevailing sentiment seems to be that, for any particular type of job the most prevalent means of evaluating a person is actually seeing him perform on the job. Some of the respondents commented that there are great differences among service establishments, and past experience in one type does not necessarily indicate that an individual is well-suited for work in another kind.

Training is very informal in this industry, and where it exists is usually done on the job. It would be an exaggeration to refer to training programs at all. Very few of the firms visited had ever underwritten any training for their employees.

Promotion procedures are apparently informal throughout the industry, and some sort of supervisor's recommendation is the only technique identified as of some importance. No explicit statement about seniority systems can be made, and it would appear that the concept of seniority, as generally defined, is scarcely known in this industry.

Trade union organization is almost entirely limited to the Kansas City and St. Louis areas. Of those firms which responded to questions about union influence on Negro employment, in all but one the union was regarded as having little or no influence.

Very few of the firms visited were reported to have had contact with a private civil rights organization. Of the few for which some such contact was mentioned, almost invariably these were located in the large cities. In some cases respondents stated that the contacts themselves were seldom focused on employment opportunities but rather on public accommodations issues. In his report the Missouri study director reported that civil rights groups appear to be poorly organized in communities outside of Kansas City and St. Louis and the lack of contact is not at all surprising.

Respondents in the Missouri study showed very little evidence of contacts with a public fair employment practice agencies or of knowledge about the existence and work of such an agency. Many of the respondents tended to confuse public agencies with private civil rights organizations and lumped them together in their answers, which were generally negative in tone. A generally poor response was obtained to questions about the effectiveness of equal employment opportunity legislation and it is possible that this is largely attributable to a genuine lack of information. Typically, responses were negative, with the feeling that any sort of pressure from civil rights groups or from legislation enactment was to be resisted.

There are very few reports in the interviews of plans for possible policy changes. Only three of the total number of respondents stated that some possible changes were under consideration.

--Joe A. Miller

Agency: Missouri
Industry: Service Establishments

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	7992	100.0
White collar	1317	16.5
Blue collar	6675	83.5
Total nonwhite employees	2740	34.5
White collar	19	1.4 ²
Blue collar	2721	34.0 ²

¹Based on 125 companies for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: Missouri
Industry: Service Establishments
Number of Interviews: 126

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	40.5
2 Vice-President	2.4
3 Plant or works manager	51.2
4 Personnel or employment manager	3.1
5 Other - lower echelon	3.1

Table #3: Place of Interview

	Percent
0 No answer	14.3
1 Other than corporate headquarters	34.1
2 Corporate headquarters	51.6

Agency: Missouri
 Industry: Service Establishments
 Number of Interviews: 126

Table #4: Classification of
 Jobs Ever Held by Negroes

	Percent
0 Other or no answer	3.2
1 Laborers	1.6
2 Other service jobs	39.7
3 Maintenance--unskilled	95.2
4 Operatives--semi-skilled	.8
5 Craftsmen, foremen--skilled	7.9
6 Sales	--
7 Clerical	5.6
8 Managers, officials	--
9 Professional, technical	--

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	36.5
1 Less than one year (1964 Civil Rights Act)	11.9
2 1960 or 1962 Executive Orders	17.5
3 State or municipal Fair Employment Practices Act	3.2
4 19-25 years--World War II	12.7
5 26 years and over	18.3

Agency: Missouri
 Industry: Service Establishments
 Number of Interviews: 126

Table #6A: Plans for Progress or
 Other Special Program

	Percent
0 Other or no answer	75.4
1 None	23.8
2 Some type of program	--
3 Plans for progress	.8

Table #6B: Special Programs for
 Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	4.8
1 None	84.1
2 Yes	11.1

Table #6C: Types and Sources
 of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	7.1
1 None	81.7
2 Negro radio stations	--
3 Ads in Negro newspapers	--
4 Negro or civil rights organizations	4.0
5 Community programs	1.6
6 Negro schools and colleges	4.8
7 Subsidize training for Negroes	.8
8 Some program--not specified	3.2

Agency: Missouri
 Industry: Service Establishments
 Number of Interviews: 126

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	4.0
1 No	93.7
2 Yes	2.4

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	75.4	43.7	8.7
1 Walk-ins	1.6	6.3	15.9
2 Employment agencies, public	7.1	33.3	61.9
3 Employment agencies, private	.8	3.2	4.8
4 Ads	14.3	31.7	61.9
5 Personal referrals	9.5	22.2	42.9
6 Promotion from within	7.1	4.8	3.2
7 Direct college or trade school	2.4	2.4	3.2
8 Civil rights organizations	--	.8	.8
9 Unions	--	1.6	4.0

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: Missouri
 Industry: Service Establishments
 Number of Interviews: 126

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	5.6
1 None	77.6
2 Some formal education	7.9
3 Some high school	1.6
4 High school diploma	7.9
5 Some college	1.6
6 College degree	--
7 Requirement not specified	--

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	4.0
1 None	93.7
2 Only white apprentices	2.9
3 Some Negro apprentices	--

Agency: Missouri
Industry: Service Establishments
Number of Interviews: 126

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	12.7
1 No formal procedures	84.9
2 Jobs posted and employees bid	--
3 Recommended by supervisor	47.6
4 Seniority	19.0
5 Combination of 2, 3 and 4	--
6 Combination of formal and informal ¹	43.7
7 Combination of any two types ¹	5.6

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	24.6
1 None	31.0
2 Combination of 3, 4 and 5	--
3 Craft or job	4.0
4 Departmental	27.8
5 Plant-wide	6.3
6 Combination of any two types ¹	1.6

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	64.3
1 No	2.4
2 Yes	33.3

Agency: Missouri
Industry: Service Establishments
Number of Interviews: 126

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	10.3
1 None	84.9
2 Entry level--salaried	.8
3 Entry level--hourly	.8
4 Upgrading--salaried	1.6
5 Upgrading--hourly	1.6
6 Yes but no answer	--

¹More than one practice used by some companies.

Table #12A: Contacts With any Type
of Civil Rights Agency or Organization

	Percent
0 Other or no answer	5.5
1 No contact	85.7
2 Any type of contact	4.8
3 Boycott	.8
4 Picketing	4.0
5 Knowledge of other firms' contact	1.6
6 Commendation	.8

Agency: Missouri
Industry: Service Establishments
Number of Interviews: 126

Table #12B: Contacts With the State
or Municipal Civil Rights Agency

	Percent
0 Other or no answer	2.4
1 No contact, no knowledge	82.5.
2 Knowledge but no contact	7.1
3 Contact through a complaint	2.4
4 Contact and knowledge	5.6

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	12.7	32.5
1 No effect	70.6	13.5
2 Little importance	8.7	9.5
3 Some importance	5.6	37.3
4 Great importance	2.4	7.1

Agency: Missouri
 Industry: Service Establishments
 Number of Interviews: 126

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	
0 No answer	2.4
1 Never use agencies	15.9
2 Use mostly public agencies	73.0
3 Use mostly private agencies	4.0
4 Use both equally	4.0
Referral	
0.5 Used but no Negro referrals	14.3
5 Negro referrals by public agencies	1.6
6 Negro referrals by private agencies	--
7 Referrals by both equally	--
8 Hire referrals from agencies ¹	5.6
9 Do not hire referrals	4.8
10 Referrals of good quality ¹	10.3
11 Referrals same quality as whites ¹	38.8
12 Referrals of poorer quality ¹	4.0

¹Applies to Negro referrals hired by respondent companies.

Agency: Missouri
Industry: Service Establishments
Number of Interviews: 126

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	75.4
1 Little or no influence	23.8
2 Adverse influence	--
3 Positive influence	.8

MISSOURI

-II- Public Utilities

The survey of public utilities as a secondary area of study was limited to 19 interviews in 16 companies because of inadequate time. Twelve of the 16 are privately owned and the remaining four are municipally controlled. All the installations visited are located in cities which had a population of over 10,000 in 1960 with nonwhites more than one percent, thus meeting the same criteria which were applied in the primary study of hotels, motels, and restaurants.

Employment data are available for 17 of the installations visited. The aggregate figures show a total employment of 12,532, of which nonwhites comprise three percent, or 378 workers. Nonwhites hold 1.7% percent of all white-collar and four percent of all blue-collar jobs. Although white-collar jobs account for more than 41 percent slightly less than 30 percent of all nonwhites are in these categories.

The majority of all respondents were either plant or works managers, or managers of personnel or employment relations. In some cases more than one person was interviewed. In nearly three-fourths of the cases, the interviews were conducted at the corporate headquarters.

Table # 4 indicates that Negroes have held a variety of types of jobs in these companies, but for the most part these were blue-collar categories. No respondent mentioned Negroes having held sales positions, but employment data for specific occupational categories not shown here reveals three Negro female employees in sales positions in a total sales force of 156.

A majority of the companies reportedly have had Negro employees for periods of 26 years or more. However, a review of the previous table leads to the conclusion that the employment history of Negroes in this industry has been one of concentration in the lower-skilled job categories.

Early in the study the decision was made to omit questions regarding participation in Plans for Progress or similar special programs, since they elicited little of a productive nature. Table # 6B indicates that nearly 85 percent of the companies do not have any special program for the recruitment of Negroes. Nor, according to Table # 6C, have many companies used any of the more commonly identified channels of affirmative action. Only about 15 percent of the companies reported having any contacts with predominantly Negro schools or colleges for the purpose of recruiting Negro applicants.

Respondents claimed that walk-in applicants constitute a major source of recruitment for jobs other than the professional, managerial, or

executive types. In his individual report, the Missouri study director has offered the following comments on recruitment: "One of the most interesting features of recruitment in the utilities field is that the jobs are so desirable that most companies are inundated with applicants." Apparently, few companies find it necessary to advertise or seek the services of public or private employment agencies. Only when the general unemployment rate shows a significant drop and an increasingly tight labor market, is recourse taken to these more formal channels of recruitment. By implication, then, the combination of low turnover rates in the industry, scant use of public media or employment agencies for recruitment, and the predominance of white employees in the present workforce, operate to limit opportunities for important advances in Negro employment in companies which exert no special efforts in the recruitment of non-white applicants.

Tables #10A and 10B (Tables on Promotion Procedures and Type of Seniority) show that the great majority of the companies visited have seniority programs in which relatively formal criteria are applied in upgrading and promotion. Table #10 (note: Promotion Procedures) shows that half of the companies in which job posting and bidding are part of the promotional procedures. An additional 31 percent reported the use of a bidding system in conjunction with other criteria. It comes as no surprise, then, that a majority of the companies have high school graduation as the preferred minimum educational requirement. As the Missouri study director states in his report, the high school diploma is practically an "irrevocable standard" in companies located in the larger cities. This is not the case for most companies in smaller communities. Many respondents regarded the high standards as one type of defense against the rigidity of the job bidding and seniority systems by assuring that applicants moving up through the ranks would be well qualified.

As Table # 9 shows, few companies have apprentice training programs. Two reported having such a program, but only one of these had Negroes participating.

As shown in Table # 11, over 40 percent of the companies have no testing program. Where tests are used it is to determine qualifications for entry-level hourly rated jobs. About one-fifth also used tests in considering persons for upgrading or promotion. The Missouri study director has commented in his report that testing programs are found more frequently in companies located in the larger cities.

Several of the companies visited did not have contracts with unions, as revealed by the figures in Table # 14. The trend of responses for companies with unions is similar to that found in the larger study, viz., that unions are not regarded as having any great effect

on Negro employment opportunity.

Table #12B indicates that a majority of the respondents reported that their companies had experienced no contact with any civil rights organization. Those having some contact were in the larger cities, chiefly St. Louis. The distribution of responses to questions about companies, contacts with a public fair employment agency is somewhat similar. Although about one-fourth of the respondents did not answer this question or gave an uncodable answer, a majority reported no contact and few of the respondents even had knowledge of such an agency.

Table #12C, which gives the distribution of responses regarding the effectiveness of equal employment opportunity legislation, is difficult to interpret because of the high nonresponse rate for both parts of the question. The great majority of respondents regarded such legislation as having little or no effect on their companies. In response to questions about its effect on business and industry generally in their state, most thought it to be of little or no effect, although the trend of the answers is not as pronounced as in the former question.

As Table #6D shows, no respondent stated that his company was anticipating any policy changes that would effect its equal employment opportunity activities. Three respondents did not answer this question, but it is unlikely that these would have varied significantly from responses given by others.

--Joe A. Miller

Agency: Missouri
Industry: Public Utilities

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	12532	100.0
White collar	5190	41.4
Blue collar	7342	58.6
Total nonwhite employees	378	3.0
White collar	87	1.7 ²
Blue collar	291	4.0 ²

¹ Based on 17 companies for which statistical information was available.

² Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	3.8
2 Vice-President	19.2
3 Plant or works manager	30.7
4 Personnel or employment manager	38.5
5 Other - lower echelon	7.7

Table #3: Place of Interview

	Percent
0 No answer	--
1 Other than corporate headquarters	26.3
2 Corporate headquarters	73.7

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #4: Classification of
Jobs Ever Held by Negroes

	Percent
0 Other or no answer	10.5
1 Laborers	36.8
2 Other service jobs	--
3 Maintenance--unskilled	57.9
4 Operatives--semi-skilled	31.6
5 Craftsmen, foremen--skilled	15.8
6 Sales	--
7 Clerical	26.3
8 Managers, officials	5.3
9 Professional, technical	15.8

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	31.6
1 Less than one year (1964 Civil Rights Act)	--
2 1960 or 1962 Executive Orders	--
3 State or municipal Fair Employment Practices Act	5.3
4 19-25 years--World War II	--
5 26 years and over	63.2

Agency: Missouri
 Industry: Public Utilities
 Number of Interviews: 19

Table #6A: Plans for Progress or
 Other Special Program

	Percent
0 Other or no answer	--
1 None	100.0
2 Some type of program	--
3 Plans for progress	--

Table #6B: Special Programs for
 Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	5.3
1 None	84.2
2 Yes	10.5

Table #6C: Types and Sources
 of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	--
1 None	84.2
2 Negro radio stations	--
3 Ads in Negro newspapers	--
4 Negro or civil rights organizations	5.3
5 Community programs	5.3
6 Negro schools and colleges	15.8
7 Subsidize training for Negroes	--
8 Some program--not specified	--

Agency: Missouri
 Industry: Public Utilities
 Number of Interviews: 19

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	15.8
1 No	84.2
2 Yes	--

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	63.2	36.8	15.8
1 Walk-ins	--	47.4	84.2
2 Employment agencies, public	5.3	10.5	21.1
3 Employment agencies, private	--	15.8	--
4 Ads	10.5	10.5	21.1
5 Personal referrals	--	15.8	15.8
6 Promotion from within	5.3	10.5	10.5
7 Direct college or trade school	31.6	5.3	5.3
8 Civil rights organizations	--	5.3	10.5
9 Unions	--	--	--

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	--
1 None	21.1
2 Some formal education	10.5
3 Some high school	5.3
4 High school diploma	63.2
5 Some college	--
6 College degree	--
7 Requirement not specified	5.3

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	26.3
1 None	63.2
2 Only white apprentices	5.3
3 Some Negro apprentices	5.3

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	5.3
1 No formal procedures	36.8
2 Jobs posted and employees bid	50.0
3 Recommended by supervisor	--
4 Seniority	10.5
5 Combination of 2, 3 and 4	31.6
6 Combination of formal and informal ¹	26.3
7 Combination of any two types ¹	--

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	26.3
1 None	--
2 Combination of 3, 4 and 5	5.3
3 Craft or job	--
4 Departmental	31.6
5 Plant-wide	36.8
6 Combination of any two types ¹	--

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	26.3
1 No	--
2 Yes	73.7

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	10.5
1 None	42.1
2 Entry level--salaried	15.8
3 Entry level--hourly	42.1
4 Upgrading--salaried	21.5
5 Upgrading--hourly	21.5
6 Yes but no answer	--

¹More than one practice used by some companies.

Table #12A: Contacts With any Type
of Civil Rights Agency or Organization

	Percent
0 Other or no answer	5.3
1 No contact	57.9
2 Any type of contact	21.1
3 Boycott	--
4 Picketing	5.3
5 Knowledge of other firms' contact	--
6 Commendation	10.5

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #12B: Contacts With the State
or Municipal Civil Rights Agency

	Percent
0 Other or no answer	26.3
1 No contact, no knowledge	47.4
2 Knowledge but no contact	15.8
3 Contact through a complaint	5.3
4 Contact and knowledge	5.3

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	15.8	36.8
1 No effect	73.7	21.1
2 Little importance	5.3	21.1
3 Some importance	5.3	21.1
4 Great importance	--	--

Agency: Missouri
 Industry: Public Utilities
 Number of Interviews: 19

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	
0 No answer	10.5
1 Never use agencies	42.1
2 Use mostly public agencies	--
3 Use mostly private agencies	5.3
4 Use both equally	--
Referral	
0.5 Used but no Negro referrals	26.3
5 Negro referrals by public agencies	--
6 Negro referrals by private agencies	--
7 Referrals by both equally	--
8 Hire referrals from agencies ¹	--
9 Do not hire referrals	--
10 Referrals of good quality ¹	--
11 Referrals same quality as whites ¹	5.3
12 Referrals of poorer quality ¹	5.3

¹Applies to Negro referrals hired by respondent companies.

Agency: Missouri
Industry: Public Utilities
Number of Interviews: 19

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	42.1
1 Little or no influence	42.1
2 Adverse influence	10.5
3 Positive influence	5.3

NEW JERSEY

In the New Jersey study, interviews were conducted in 35 installations of public utilities companies. In some cases multiple installations of the same general company were surveyed. In all, a total of 13 companies are represented in the 36 interviews. Inasmuch as these installations are geographically spread throughout the state, each interview is treated as a separate entity in subsequent discussion, unless otherwise noted.

Employment data are available for all but two of the installations visited. Reported employment figures show a combined workforce of 51,142 in the 33 installations. Only five percent of the total workforce is nonwhite. Of all nonwhite employees, the overwhelming majority are Negroes, although some Spanish-American employees are included in this category. Utilizing the two general categories of white-collar and blue-collar positions, the employment data show that nonwhite employees are fairly evenly distributed between the two. Nonwhites comprise 5.2% of all the white-collar employees and 47 percent of all blue-collar employees. Four of the installations which submitted employment data had no Negroes at the time of the interview.

Sixty percent of the respondents were plant or works managers in their companies. In view of the fact that a great number of the interviews were conducted at local installations of larger companies, this figure would seem to speak well for the level of cooperation and acceptance accorded the interviewer. As Table # 3 shows, less than half of the interviews were conducted at a corporate headquarters.

More than half of the respondents reported that Negroes had held some position in all blue-collar categories at their installation except "other service." Other than this exception the "Craftsmen/Foremen" category showed the lowest figure, with 57.1% of the companies having had Negroes in such positions. Turning to the white-collar categories the "Clerical" category is the only significant category representing more than half of the respondents. None mentioned having had Negroes in sales jobs, and the percentages for the other two top level categories are quite low.

Slightly less than one-third of the respondents either provided no answer or gave an uncodable response to questions about when Negroes were first hired. Of those who did respond, over sixty percent stated that Negroes had been employed for periods of twenty years or more.

Table # 6A is to be interpreted cautiously. Although 10 of the installations visited were reported as participants in the Plans for Progress program, eight of these are installations of a single company, and the remaining two are installations of another company. Thus the majority of the companies surveyed do not participate in Plans for Progress or similar program. However, Table # 7 shows that nearly half of the respondents reported that their installations had made or were making some special efforts for the recruitment of Negro employees, and Table # 6C shows that the favored channels of affirmative action, listed in rank order of frequency are: civil rights organizations, contacts with predominantly Negro schools and colleges, and community programs. Of course, while these tables give some evidence of respondents' sensitivity toward special programs and recruitment sources, they do not provide any sense of the intensity of any of these efforts.

Table # 7 shows the percentages of various methods of general recruitment named. For executive, managerial, and professional jobs, internal promotion and college recruitment show up as the most favored methods. For the other two occupational levels, there is a considerable spread of the answers across a number of categories, but dependence on "walk in" applicants and personal referral by present employees rank highest in both bases.

Table # 8 shows that four-fifths of the respondents stated high school graduation to be the preferred minimum educational requirement in their companies. Several of the New Jersey interviews show that many of the respondents related educational requirements to changing skill requirements being necessitated by technological developments in the industry.

Table # 11 indicates that tests are used extensively in the companies surveyed, both for hourly rated and for salaried jobs. Considerable percentages of the respondents also noted that tests are used in upgrading and promotion procedures, as well as for screening applicants for entry level jobs. In the case of two companies, it was reported that all or most of the testing was conducted at the corporate headquarters.

Few of the respondents claimed to have an operative apprentice training program at their installation. Only two of the respondents, representing 5.7% of the total, reported this, and in both cases it was reported that no Negroes were participants in the program.

The data from the New Jersey study were arranged in a way which enabled some distinctions to be made between promotion procedures for employees who are members of a bargaining unit and those who are not. As shown in Table #10B, seniority is more frequently named

as a criterion where workers are in a bargaining units whereas recommendation of supervisors is used more frequently for those who are not members of a bargaining unit. Job posting and bidding figures only in bargaining units. Overall, promotion procedures are reported to be more formalized in the case of bargaining units undoubtedly reflecting stipulations in union contracts. As Table # 10B shows, more than three-fourths of the respondents reported a plant-wide seniority system, although in more than half also reported some form of departmental seniority.

The majority of the respondents (80%) reported that the union had had little or no effect on Negro employment in their particular operations, and of those who gave other responses, 14.3% evaluated the union's effect as a positive one.

Some 45 percent of the respondents reported that their companies or installations had had no contact with a private civil rights organization, only two reporting contact through the picketing of the company or installation, (5.7%), whereas, one-fifth reported having received some type of commendation for their equal employment opportunity activities.

Table #12B shows the distribution of responses to questions about contacts with a public fair employment practices agency. Slightly less than one-third of the respondents reported such a contact, and in one-fifth of all the cases this had come about through filing of a complaint. In a considerable number of cases, representing about forty-two percent of the total, no direct contact was reported although the respondents did demonstrate some knowledge of the existence and work of such an agency in their community or state.

Respondents were asked to give their opinions on the effectiveness of equal employment opportunity legislation with respect to their companies and to business and industry generally in their state. Table #12C shows the distributions of these responses. Although the frequency of nonresponses to the latter question is considerable, the table does indicate that respondents in general view such legislation as having more effect on business and industry generally than on their particular companies. The trend of the responses to this question is quite similar to that found by other participating agencies.

Few of the respondents mentioned that their companies were contemplating any changes in employment policies that would effect equal employment opportunities. Only five of the respondents, representing 14.3% of the total, stated that possible changes were being considered.

Agency: New Jersey
Industry: Public Utilities

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	31412	100.0
White collar	29390	57.2
Blue collar	22022	42.8
Total nonwhite employees	2573	5.0
White collar	1542	5.2 ²
Blue collar	1031	4.7 ²

¹Based on 33 companies for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: New Jersey
Industry: Public Utilities
Number of Interviews: 35

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	--
2 Vice-President	25.7
3 Plant or works manager	60.0
4 Personnel or employment manager	14.3
5 Other - lower echelon	--

Table #3: Place of Interview

	Percent
0 No answer	--
1 Other than corporate headquarters	57.1
2 Corporate headquarters	42.9

Agency: New Jersey
Industry: Public Utilities
Number of Interviews: 35

Table #4: Classification of
Jobs Ever Held by Negroes

	Percent
0 Other or no answer	--
1 Laborers	80.0
2 Other service jobs	17.4
3 Maintenance--unskilled	62.9
4 Operatives--semi-skilled	80.0
5 Craftsmen, foremen--skilled	57.1
6 Sales	--
7 Clerical	60.0
8 Managers, officials	5.7
9 Professional, technical	14.3

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	31.4
1 Less than one year (1964 Civil Rights Act)	--
2 1960 or 1962 Executive Orders	2.9
3 State or municipal Fair Employment Practices Act	2.9
4 19-25 years--World War II	8.5
5 26 years and over	54.3

Agency: New Jersey
 Industry: Public Utilities
 Number of Interviews: 35

Table #6A: Plans for Progress or
 Other Special Program

	Percent
0 Other or no answer	--
1 None	65.7
2 Some type of program	5.7
3 Plans for progress	28.6

Table #6B: Special Programs for
 Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	2.9
1 None	48.6
2 Yes	48.6

Table #6C: Types and Sources
 of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	2.9
1 None	48.6
2 Negro radio stations	--
3 Ads in Negro newspapers	8.6
4 Negro or civil rights organizations	42.9
5 Community programs	22.9
6 Negro schools and colleges	37.1
7 Subsidize training for Negroes	--
8 Some program--not specified	--

Agency: New Jersey
 Industry: Public Utilities.
 Number of Interviews: 35

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	5.7
1 No	80.0
2 Yes	14.3

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	11.4	57.2	25.7
1 Walk-ins	--	62.9	68.6
2 Employment agencies, public	--	51.5	42.9
3 Employment agencies, private	--	42.9	31.5
4 Ads	17.2	48.6	37.2
5 Personal referrals	5.7	60.1	80.1
6 Promotion from within	94.4	37.2	2.9
7 Direct college or trade school	80.1	2.9	--
8 Civil rights organizations	--	17.2	17.1
9 Unions	--	2.9	2.9

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: New Jersey
Industry: Public Utilities
Number of Interviews: 35

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	8.6
1 None	11.4
2 Some formal education	--
3 Some high school	--
4 High school diploma	80.0
5 Some college	--
6 College degree	--
7 Requirement not specified	--

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	2.9
1 None	91.4
2 Only white apprentices	5.7
3 Some Negro apprentices	--

Agency: New Jersey
 Industry: Public Utilities
 Number of Interviews: 35

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	17.1
1 No formal procedures	25.7
2 Jobs posted and employees bid	40.0
3 Recommended by supervisor	14.3
4 Seniority	51.4
5 Combination of 2, 3 and 4	54.3
6 Combination of formal and informal ¹	20.0
7 Combination of any two types ¹	37.1

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	5.7
1 None	2.9
2 Combination of 3, 4 and 5	20.0
3 Craft or job	17.1
4 Departmental	54.3
5 Plant-wide	77.1
6 Combination of any two types ¹	54.3

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	8.6
1 No	17.1
2 Yes	74.3

Agency: New Jersey
 Industry: Public Utilities
 Number of Interviews: 35

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	14.3
1 None	5.7
2 Entry level--salaried	54.3
3 Entry level--hourly	68.6
4 Upgrading--salaried	34.3
5 Upgrading--hourly	62.9
6 Yes but no answer	--

¹More than one practice used by some companies.

Table #12A: Contacts With any Type of Civil Rights Agency or Organization

	Percent
0 Other or no answer	2.9
1 No contact	45.7
2 Any type of contact	25.7
3 Boycott	--
4 Picketing	5.7
5 Knowledge of other firms' contact	--
6 Commendation	20.0

Agency: New Jersey
Industry: Public Utilities
Number of Interviews: 35

Table #12B: Contacts With the State
or Municipal Civil Rights Agency

	Percent
0 Other or no answer	2.9
1 No contact, no knowledge	22.9.
2 Knowledge but no contact	42.9
3 Contact through a complaint	11.4
4 Contact and knowledge	20.0.

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	5.7	17.1
1 No effect	34.3	14.3
2 Little importance	11.4	5.7
3 Some importance	37.1	48.6
4 Great importance	2.9	14.3

Agency: New Jersey
 Industry: Public Utilities
 Number of Interviews: 35

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	"
0 No answer	22.9
1 Never use agencies	20.0
2 Use mostly public agencies	28.6
3 Use mostly private agencies	2.9
4 Use both equally	20.0
Referral	"
0.5 Used but no Negro referrals	11.4
5 Negro referrals by public agencies	5.7
6 Negro referrals by private agencies	--
7 Referrals by both equally	--
8 Hire referrals from agencies ¹	8.6
9 Do not hire referrals	8.6
10 Referrals of good quality ¹	2.9
11 Referrals same quality as whites ¹	22.9
12 Referrals of poorer quality ¹	8.6

¹Applies to Negro referrals hired by respondent companies.

Agency: New Jersey
Industry: Public Utilities
Number of Interviews: 35

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	5.7
1 Little or no influence	80.0
2 Adverse influence	--
3 Positive influence	14.3

NEW YORK CITY

In the New York City study a total of 62 retail stores was visited, and employment data are available for 51 of these. The employment figures are reported in Table # 1. In the majority of cases, employment data were obtained from the EEO-1 Standard Forms submitted by companies early in 1966 to the federal Joint Reporting Committee. For 14 of the companies, employment data were obtained by using an employment statistics form developed independently by the research team conducting the study in New York City.

The 51 companies reported a total of 129,883 workers. Of this number, 74% are in white-collar and 26% are in blue-collar jobs. About sixteen percent of all employees are listed as "nonwhite," a category used in the New York City study to refer to Negroes, Puerto Ricans, Orientals, and American Indians. Nearly three-fourths of the nonwhite employees in the stores surveyed are Negroes; most of the other nonwhites are Puerto Rican. Nonwhites hold about one-fourth of all blue-collar jobs but only 12.7% of all white-collar employees are nonwhite.

Slightly more than three out of every four interviews was conducted at a corporate headquarters, a category which also includes companies having only a single installation. In slightly more than one-third of the cases, respondents were at the vice president level. In a little more than twenty percent of the cases, respondents were store managers, and in about forty percent of the cases they were managers of personnel or employment relations. In many cases more than one representative of a store participated in the interview.

Over sixty-five percent of the respondents stated that their companies had employed Negroes for periods of twenty years or longer. Inasmuch as nearly one-fourth of the respondents either did not respond to this question or gave an uncodable answer, further comment will not be attempted.

Table # 4 shows that Negroes reportedly have held a variety of types of jobs in the stores included in the survey. For some categories, e.g., craftsmen, the low percentage figures may reflect the infrequency of such jobs in this particular industry. At the same time, it should be noted that the percentages in the table have no relationship to the actual numbers of Negroes or other nonwhites who may have held or presently are holding such positions in the stores. White-collar jobs predominate in this industry generally, and it should be expected that the percentages would be high, if nonwhite are making any notable progress at all.

Over sixty percent of the companies were reported to have no special plan or program for equal employment opportunity, and only slightly more than forty percent of the respondents claimed that their companies had used any of the more commonly identified channels for affirmative action. It is perhaps notable that nearly fifteen percent

of the companies are members of the Plans for Progress, and an additional 22.6% of the companies were reported to have a similar plan or program. As Table #6B shows, half of the companies were reported to have made some special efforts to recruit Negroes.

Although respondents named a variety of sources used for general recruitment purposes (See Table #7), favored methods tended to vary with different occupational levels. For executive, managerial, and professional jobs, use of private employment agencies, newspaper ads, and internal promotion were the most frequently reported sources. For other white-collar and salaried positions, newspaper ads and private employment agencies were named most frequently, although more than thirty percent named public employment agencies and about one-fourth depended on "walk ins." For hourly rated jobs, newspaper ads, public employment agencies and "walk in" applicants were the most frequently reported sources.

Table #12A, shows that over forty percent of the respondents reported that their companies had not made use of any of the more common channels of affirmative action. Of those who did report some use of one or more of these, the most favored were civil rights organizations and community programs. Recruitment at predominantly Negro schools and colleges ranked third but was far behind the first two.

Nearly one-third of the companies studied have no minimum educational requirement for employment. Among those having some requirement of high school graduation was mentioned by 41.9% of the respondents. Many of the respondents, however, did qualify their answers by stating that minimum requirements tended to vary with particular job levels, and requirements are scaled accordingly.

For about one-third of the companies visited, no tests are used in the screening of applicants. In companies using tests, they function mainly as screening devices for entry level jobs and very infrequently in decisions for upgrading and promotion.

According to Table #9 , training programs are infrequent in the retail trade industry. About one-fifth of the companies reported having training programs in which Negroes are participating. For the most part, however, as inspection of the actual interview data would show, training is of an informal, on-the-job type. The function of employee seniority in the retail trade industry is not clearly revealed by Table #10B. Many respondents stated that seniority considerations were confined chiefly to decisions regarding vacation and layoffs. Length of service may be considered when an individual is considered for promotion but its overall significance in general employment processes is not great.

Union influence on employment policies in the retail trade industry is similarly not very great. No employees' union was operative in many of the stores. In the majority of cases where companies did have unions, as Table #14 shows, the union's influence on equal employment opportunity was regarded as being very slight.

About forty-five percent of the companies were reported to have had no contact with a civil rights agency. A fair percentage of companies had had some such contact, with 12.9% of the companies having experienced some form of boycott and 21.0% picketed by civil rights groups. On the other hand, 8.1% of the companies were reported to have received some form of commendation from such a group for their equal employment opportunity activities.

Slightly more than thirty percent of the companies were reported to have had no contact with a public fair employment practices agency. An additional 35.5% reported no contact but did have some knowledge of the existence and work of such an agency. In a little over one-fifth of the cases, it was stated that the company's contact was through the filing of a complaint.

When asked to give an evaluation of the effectiveness of EEO legislation with respect to their companies, 67.8% of the respondents regarded it as of "no effect" or of "little importance." When asked to comment on the effect of such legislation on business and industry generally in their community, 56.3% regarded it as being of "some importance" or of "great importance." It should be noted, however, that the rate of nonresponses to the latter question was double that of the first.

Very few of the companies were reported to be considering changes in their employment policies. Of the 62 companies visited, only two respondents stated that possible changes were under consideration.

--Joe A. Miller

Agency: New York City
Industry: Retail Trade

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	129883	100.0
White collar	96173	74.0
Blue collar	33710	26.0
Total nonwhite employees	*20875	16.1
White collar	*12240	12.7 ²
Blue collar	* 8635	25.6 ²

¹ Based on 51 companies for which statistical information was available.

² Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

* Includes Negroes and Puerto Ricans, of which 15,617 (12%) are Negro.

Agency: New York City
Industry: Retail Trade
Number of Interviews: 62

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	2.5
2 Vice-President	35.8
3 Plant or works manager	22.2
4 Personnel or employment manager	39.5
5 Other - lower echelon	--

Table #3: Place of Interview

	Percent
0 No answer	1.6
1 Other than corporate headquarters	21.0
2 Corporate headquarters	77.4

Agency: New York City
 Industry: Retail Trade
 Number of Interviews: 62

Table #4: Classification of
 Jobs Ever Held by Negroes

	Percent
0 Other or no answer	--
1 Laborers	46.8
2 Other service jobs	77.4
3 Maintenance--unskilled	51.6
4 Operatives--semi-skilled	59.7
5 Craftsmen, foremen--skilled	35.5
6 Sales	82.2
7 Clerical	88.7
8 Managers, officials	62.9
9 Professional, technical	37.1

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	25.8
1 Less than one year (1964 Civil Rights Act)	1.6
2 1960 or 1962 Executive Orders	4.8
3 State or municipal Fair Employment Practices Act	1.6
4 19-25 years--World War II	14.5
5 26 years and over	51.6

Agency: New York City
 Industry: Retail Trade
 Number of Interviews: 62

Table #6A: Plans for Progress or
 Other Special Program

	Percent
0 Other or no answer	--
1 None	62.9
2 Some type of program	22.6
3 Plans for progress	14.5

Table #6B: Special Programs for
 Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	--
1 None	50.0
2 Yes	50.0

Table #6C: Types and Sources
 of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	--
1 None	41.9
2 Negro radio stations	1.6
3 Ads in Negro newspapers	1.6
4 Negro or civil rights organizations	35.5
5 Community programs	37.1
6 Negro schools and colleges	17.7
7 Subsidize training for Negroes	9.7
8 Some program--not specified	--

Agency: New York City
 Industry: Retail Trade
 Number of Interviews: 62

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	8.1
1 No	88.7
2 Yes	3.2

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	16.1	8.1	14.5
1 Walk-ins	4.8	24.2	33.9
2 Employment agencies, public	8.1	30.6	35.5
3 Employment agencies, private	64.5	41.9	22.6
4 Ads	51.6	75.8	66.1
5 Personal referrals	21.0	17.7	19.4
6 Promotion from within	48.4	14.5	1.6
7 Direct college or trade school	30.6	8.1	1.6
8 Civil rights organizations	--	--	--
9 Unions	1.6	4.8	4.8

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: New York City
Industry: Retail Trade
Number of Interviews: 62

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	9.7
1 None	32.3
2 Some formal education	6.5
3 Some high school	9.7
4 High school diploma	41.9
5 Some college	3.2
6 College degree	3.2
7 Requirement not specified	3.2

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	4.8
1 None	64.5
2 Only white apprentices	11.3
3 Some Negro apprentices	19.4

Agency: New York City
 Industry: Retail Trade
 Number of Interviews: 62

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	54.8
1 No formal procedures	25.5
2 Jobs posted and employees bid	4.2
3 Recommended by supervisor	67.7
4 Seniority	1.6
5 Combination of 2, 3 and 4	1.6
6 Combination of formal and informal ¹	16.1
7 Combination of any two types ¹	--

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	32.2
1 None	33.9
2 Combination of 3, 4 and 5	1.6
3 Craft or job	8.1
4 Departmental	4.3
5 Plant-wide	25.8
6 Combination of any two types ¹	--

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	51.6
1 No	9.7
2 Yes	38.7

Agency: New York City
Industry: Retail Trade
Number of Interviews: 62

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	6.5
1 None	33.9
2 Entry level--salaried	41.9
3 Entry level--hourly	38.7
4 Upgrading--salaried	4.8
5 Upgrading--hourly	1.6
6 Yes but no answer	--

¹More than one practice used by some companies.

Table #12A: Contacts With any Type
of Civil Rights Agency or Organization

	Percent
0 Other or no answer	1.6
1 No contact	45.2
2 Any type of contact	21.0
3 Boycott	12.9
4 Picketing	21.0
5 Knowledge of other firms' contact	4.8
6 Commendation	8.1

Agency: New York City
Industry: Retail Trade
Number of Interviews: 62

Table #12B: Contacts With the State
or Municipal Civil Rights Agency

	Percent
0 Other or no answer	3.2
1 No contact, no knowledge	30.6,
2 Knowledge but no contact	35.5
3 Contact through a complaint	22.6
4 Contact and knowledge	8.1

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	17.7	35.5
1 No effect	61.3	6.5
2 Little importance	6.5	4.8
3 Some importance	9.7	32.3
4 Great importance	4.8	21.0

Agency: New York City
 Industry: Retail Trade
 Number of Interviews: 62

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	.
0 No answer	1.6
1 Never use agencies	3.2
2 Use mostly public agencies	11.3
3 Use mostly private agencies	6.5
4 Use both equally	77.4
Referral	.
0.5 Used but no Negro referrals	4.8
5 Negro referrals by public agencies	8.1
6 Negro referrals by private agencies	--
7 Referrals by both equally	1.6
8 Hire referrals from agencies ¹	11.3
9 Do not hire referrals	1.6
10 Referrals of good quality ¹	6.5
11 Referrals same quality as whites ¹	56.5
12 Referrals of poorer quality ¹	9.7

¹Applies to Negro referrals hired by respondent companies.

Agency: New York City
Industry: Retail Trade
Number of Interviews: 62

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	30.6
1 Little or no influence	48.4
2 Adverse influence	1.6
3 Positive influence	19.4

OHIO

In the Ohio study interviews were conducted in sixty-four companies. Employment data are available for sixty of these, which together report a total workforce of 40,761 employees. Table #1 is arranged to show the employment figures for the machine tool and glass industries separately, and for the combined industries.

Considering all the companies for which employment data were reported, approximately three-fourths of all employees are in blue-collar jobs, and the rest in white-collar positions. Slightly less than five percent of the reported work force is nonwhite. For all practical purposes this category in the Ohio study is equivalent to Negro. While slightly more than six percent of all blue-collar jobs are held by nonwhites, less than one percent of all white-collar jobs are held by nonwhites. A comparatively larger percentage of the work force in the machine tool industry is nonwhite (6.5% compared to 3.2% in the glass industry), but in neither case is the figure for nonwhite employees in white collar positions above one percent. Significantly, eleven of the sixty companies (or 18.3%) reported that they had no Negro employees at the time of the interview.

Table #3 shows that over three-fourths of the interviews were conducted at the corporate headquarters. In view of the fact that the category "corporate headquarters" includes companies with a single installation, and many of the companies visited were relatively small, this figure is to be expected. The greatest number of interviewees were managers of personnel or employee relations, although considered together, company presidents, vice presidents, and plant managers represented more than half of all respondents.

Slightly less than half (46.8%) of the machine tool companies were reported to have had Negro employees for periods of twenty years or more. The corresponding percentage for the glass industry was 23.5%. Nearly one-third of the glass companies were reported to have had Negro employees for less than one year prior to the time of the interview; the corresponding percentage for the machine tool companies was slightly more than ten percent. More than one-fourth of all the companies included in the Ohio survey were reported to have hired Negroes only since 1960.

When the responses for the combined industries are considered, Negroes have held jobs in the unskilled (laborers) and one semi-skilled (operatives) categories in more than half of the companies.

While one-fourth of the machine tool companies were reported to have had Negro employees in clerical jobs, only one of the 17 glass companies in the survey reported this. One machine tool company was reported to have had a nonwhite in a sales position, but the employment data given to the interviewer showed no non-white employee occupying such a position in either industry. A total of 575 white employees, however, were reported to be in such positions in the combined industries. In sum the proportion of companies reporting Negro employees in any of the white-collar categories are uniformly low.

Eleven of the 64 companies were reported to be members of the Plans for Progress program, and an additional three companies reported a similar special plan or program for equal employment opportunity. A little more than one-third (37.5%) of all the companies in the combined industries were reported to have made some special efforts to recruit Negroes, and less than half of the respondents mentioned any specific activities that reflected affirmative action. Of those who did mention some specific course of action, the most frequently reported channels were contacts with civil rights organizations in the machine tool industry and contacts with predominantly Negro schools and colleges in the glass industry. However, considering the high percentage of companies in either industry mentioning no specific activities, the question arises as to how intensive any of these actions actually are. Of course, this question cannot be answered from the data available.

For purposes of general recruitment, dependence on "walk-in" applicants was considered important only in the case of hourly-rated jobs, with slightly more than forty percent of all respondents in the combined industries specifying this as a favored method. Generally speaking, the reported methods tend to vary with differences in occupational level. For executive, managerial, and professional positions, the use of private employment agencies and reliance on internal promotion were most frequently reported, although newspaper ads and personal referral were also named by more than one-third of the respondents. Only 10 of the 64 companies were reported using college recruitment as a favored method for these types of positions. For other white-collar and salaried positions, the most frequently named source of recruitment was private employment agencies, although newspaper ads were not far behind, the percentages being 62.5 and 56.3 percent, respectively. In third and fourth place were public employment agencies and personal referral. For hourly-rated jobs, personal referral was the most frequently reported source of recruitment, with public employment agencies, newspaper ads, and "walk ins" falling into the second, third, and fourth positions respectively.

It is difficult to interpret the importance of educational requirements to companies in the combined industries, since one-fourth of all respondents gave either an uncodable answer or no answer at all, and nearly one-third (31.3%) replied that their companies did have a preferred requirement but did not specify what it was. Of all responses, nearly one-fourth stated that high school graduation was a preferred minimum requirement, and some 17 percent of the respondents replied that there was no general requirement in their companies. This latter figure, however, is affected sharply by the number of respondents in the machine tool companies who gave this response. In short the picture is not at all clear, and it is possible that this area is one which requires probing in greater detail by the agency in charge of the survey.

Over half of the respondents stated that tests are used in screening applicants for both hourly-rated and salaried jobs. In the machine tool industry, however, 36.2% of the respondents stated that their companies had no testing program, as compared with only 5.9% of the respondents in the glass industry. For both hourly-rated and salaried employees, tests are reportedly used to a far less degree in upgrading and promotion procedures.

Over one-third of the companies were reported to have no apprentice training program in operation. An equal proportion was reported to have some such program, but involved only white apprentices. Slightly more than one-fourth of the companies were reported to have an apprentice training program in which Negroes are participating.

Table #10A shows the percentages of responses to questions regarding promotion procedures. The general conclusion is that in well over half the cases there is a high degree of informality involved in these procedures. The percentages for specific items are presented in the table, but inspection of the interviews themselves shows that various items are actually considered in combination; also, several interviewees offered general statements about the importance of "ability" and "merit" without stating precisely what, in particular, defined these terms. Table #10B shows that, while a majority of the companies reportedly have some seniority program, in over one-fourth of the cases, it represents some combination of craft, job, or plant-wide seniority. Over eighty percent of the respondents reported that the employee does not lose seniority when moving from one job to another.

More than one-fourth of the respondents either reported that their companies had no union contact or gave no reply to the questions regarding union influence on company equal employment policy and practice. Of those who did respond, slightly less than seventy

percent stated that the union had had little or no influence on this aspect of the company's employment policy.

Nearly three-fourths of the companies reported previous contact with a civil rights organization; only about eleven percent responded in the affirmative. Questions regarding contact with a public fair employment practices agency yielded somewhat similar results. Nearly 63 percent of the respondents stated that their companies had had no contact with such an agency and showed no knowledge about the existence and work of such an agency in their community or state. An additional 23 percent reported no such contact but did demonstrate awareness of such an agency and its work. It may be that some respondents interpreted this question to refer to well established contacts as well as occasional continuous contacts; however, these contacts are not well articulated in most instances.

When asked for their estimation of the effectiveness of equal employment opportunity legislation with respect to their companies, 37.5% of the respondents stated that it was of "no effect" or of "little importance," and 59.4% regarded it of "some importance" or of "great importance." When asked to comment on the effectiveness of such legislation with respect to industry and business generally in their state, the distribution was 23.5% "no effect" or of "little importance," and 70.3 percent of "some importance" or of "great importance." Although the differences here are not as pronounced as in interview data from several other agencies, the trend is the same.

Of the 64 companies interviewed, only two, representing 3.1% of the total, were reported to have any plans for changes in their employment policies. The rest of the respondents stated that their companies were anticipating no such changes.

--Joe A. Miller

Agency: Ohio
 Industry: Machine Tool and Glass

Table #1: Racial and Occupational Distribution of Work Force¹

	Machine Tool		Glass		Total	
	Number	Percent	Number	Percent	Number	Percent
Total employees	24727	100.0	16034	100.0	40761	100.0
white collar	6892	27.9	2650	16.5	9542	23.4
Blue collar	17835	72.1	13384	83.5	31219	76.6
Total nonwhite employees	1628	6.5	392	3.2	2020	4.9
White collar	63	1.0 ²	11	0.4 ²	74	0.7 ²
Blue collar	1565	8.7 ²	381	2.8 ²	1946	6.2 ²

¹Based on 60 interviews for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #2: Title of Respondent

Respondent	Machine Tool	Glass	Total
	Percent	Percent	Percent
1 President or owner	19.4	4.3	15.6
2 Vice-President	19.4	13.0	17.8
3 Plant or works manager	16.4	30.4	20.0
4 Personnel or employment manager	40.3	47.8	42.2
5 Other - lower echelon	4.5	4.3	4.4

Table #3: Place of Interview

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 No answer	--	--	--
1 Other than corporate headquarters	8.5	58.8	21.9
2 Corporate headquarters	91.5	41.2	76.6

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #4: Classification of Jobs Ever Held by Negroes

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	17.0	11.8	15.6
1 Laborers	44.7	70.6	51.6
2 Other service jobs	14.9	5.9	12.5
3 Maintenance--unskilled	42.6	29.4	39.1
4 Operatives--semi-skilled	63.8	58.8	62.5
5 Craftsmen, foremen--skilled	29.8	35.3	31.3
6 Sales	2.1	--	1.6
7 Clerical	25.5	5.9	20.3
8 Managers, officials	4.2	5.9	4.7
9 Professional, technical	14.9	11.8	14.1

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #5: When Negroes Were First Hired

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	29.8	29.4	28.1
1 Less than one year (1964 Civil Rights Act)	10.6	29.4	15.6
2 1960 or 1962 Executive Orders	12.8	11.8	12.5
3 State or municipal Fair Employment Practices Act	--	5.9	1.6
4 19-25 years--World War II	17.0	--	12.5
5 26 years and over	29.8	23.5	28.1

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #6A: Plans for Progress or Other Special Program

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 None	87.2	52.9	78.1
2 Some type of program	4.3	5.9	4.7
3 Plans for progress	8.5	41.2	17.2

Table #6B: Special Programs for Recruitment of Negro or Nonwhite Employees

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 None	63.8	58.8	62.5
2 Yes	36.2	41.2	37.5

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #6C: Types and Sources of Recruiting Nonwhite Employees

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 None	55.3	53.0	54.7
2 Negro radio stations	2.1	--	1.5
3 Ads in Negro newspapers	4.3	--	3.1
4 Negro or civil rights organizations	21.3	17.6	20.3
5 Community programs	17.0	11.8	15.6
6 Negro schools and colleges	19.1	35.3	24.4
7 Subsidize training for Negroes	2.1	11.8	4.7
8 Some program--not specified	14.9	--	10.9

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #6D: Plans for Changing Present Employment Policy

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 No	95.7	100.0	96.9
2 Yes	4.3	--	3.1

Agency: Ohio
 Industry: Glass
 Number of Interviews: 64

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	--	5.9	17.6
1 Walk-ins	5.9	35.3	47.1
2 Employment agencies, public	--	41.2	64.7
3 Employment agencies, private	35.3	41.2	11.8
4 Ads	29.4	19.1	29.4
5 Personal referrals	35.3	25.5	35.3
6 Promotion from within	58.8	29.4	--
7 Direct college or trade school	41.2	--	--
8 Civil rights organizations	--	11.8	17.6
9 Unions	--	--	--

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: Ohio
 Industry: Machine Tool
 Number of Interviews: 64

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	8.5	14.9	14.9
1 Walk-ins	4.2	8.5	38.3
2 Employment agencies, public	10.6	40.4	57.4
3 Employment agencies, private	55.3	70.2	21.3
4 Ads	42.6	57.4	68.1
5 Personal referrals	36.2	38.3	76.6
6 Promotion from within	46.8	19.1	8.5
7 Direct college or trade school	6.4	6.4	--
8 Civil rights organizations	--	--	2.1
9 Unions	--	--	--

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Ohio
 Industry: Machine Tool and Glass (Combined)
 Number of Interviews: 64

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	6.3	12.5	15.6
1 Walk-ins	4.7	15.6	40.6
2 Employment agencies, public	7.8	40.6	59.4
3 Employment agencies, private	50.0	62.5	18.8
4 Ads	39.1	56.3	57.8
5 Personal referrals	35.9	34.4	65.6
6 Promotion from within	50.0	21.9	6.3
7 Direct college or trade school	15.6	4.7	--
8 Civil rights organizations	--	3.1	6.3
9 Unions	--	--	--

¹More than one source of recruitment is used by some companies.

²Executive, managerial and professional personnel.

³White collar and salaried personnel.

⁴Hourly rated personnel.

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #8: Minimum Educational Requirements

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	23.4	29.4	25.0
1 None	23.4	--	17.2
2 Some formal education	2.1	--	1.6
3 Some high school	--	5.9	1.6
4 High school diploma	21.3	29.4	24.4
5 Some college	--	--	--
6 College degree	--	--	--
7 Requirement not specified	29.8	35.3	31.3

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #9: Apprentice Training Programs

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	2.1	--	1.6
1 None	36.2	35.3	35.9
2 Only white apprentices	31.9	47.1	35.9
3 Some Negro apprentices	29.8	17.6	26.6

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #10A: Types of Promotion Procedures

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	8.5	5.9	7.8
1 No formal procedures	68.1	41.2	62.5
2 Jobs posted and employees bid	25.5	35.3	28.1
3 Recommended by supervisor	48.9	23.5	42.2
4 Seniority	46.8	58.8	50.0
5 Combination of 2, 3, and 4	8.5	23.5	14.1
6 Combination of formal and informal ¹	46.8	47.1	46.9
7 Combination of any two types ¹	27.7	11.8	23.4

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #10B: Types of Seniority Procedures

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	6.4	--	4.7
1 None	2.1	--	1.6
2 Combination of 3, 4, and 5	25.5	23.5	26.5
3 Craft or job	8.5	5.9	7.8
4 Departmental	25.5	64.7	35.9
5 Plant-wide	51.1	52.9	53.1
6 Combination of any two types ¹	17.2	52.9	26.6

1. Included in above

Agency: Ohio
Industry: Machine Tool and Glass
Number of Interviews: 64

Table #10C: Does Seniority Shift between Jobs?

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	6.4	11.8	7.8
1 No	10.6	5.9	9.4
2 Yes	83.0	82.4	82.8

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #11: Use of Tests in
 Hiring and Upgrading

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	4.3	--	3.1
1 None	36.2	5.9	28.1
2 Entry level - salaried	46.8	88.2	57.8
3 Entry level - hourly	48.9	70.6	54.7
4 Upgrading - salaried	12.8	11.8	12.5
5 Upgrading - hourly	14.9	23.5	17.2
6 Yes, but no answer	--	--	--

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #12A: Contracts with any type
 of Civil Rights Agency or Organization

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 No contact	70.2	82.4	73.4
2 Any type of contact	10.6	11.8	10.9
3 Boycott	--	--	--
4 Picketing	--	--	--
5 Knowledge of other firms' contact	17.0	5.9	14.1
6 Commendation	2.1	--	1.6

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #12B: Contacts with the State
 or Municipal Civil Rights Agency

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 Other or no answer	--	--	--
1 No contact, no knowledge	61.7	64.7	62.5
2 Knowledge but no contact	23.4	23.5	23.4
3 Contact through a complaint	6.4	5.9	6.3
4 Contact and knowledge	8.5	5.9	7.8

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #12C: Assessment of Effectiveness
 of Fair Employment Practices Legislation
 for Respondent Company and Generally

	Machine Tool		Glass		Total	
	Percent		Percent		Percent	
	Company	Generally	Company	Generally	Company	Generally
0 Other or no answer	2.1	6.4	5.9	5.9	3.1	6.3
1 No effect	29.8	17.0	52.9	35.3	35.9	21.9
2 Little importance	2.1	2.1	--	--	1.6	1.6
3 Some importance	34.0	42.6	17.6	41.2	29.7	42.2
4 Great importance	32.0	32.0	23.5	17.6	29.7	28.1

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Machine Tool	Glass	Total
	Percent	Percent	Percent
<u>Use</u>			
0 no answer	--	--	--
1 Never use agencies	6.4	11.8	7.8
2 Use mostly public agencies	53.2	58.8	54.7
3 Use mostly private agencies	21.3	11.8	18.8
4 Use both equally	19.1	17.6	18.8
<u>Referral</u>			
0.5 Used but no Negro referrals	36.2	11.8	29.7
5 Negro referrals by public agencies	2.1	--	1.6
6 Negro referrals by private agencies	--	--	--
7 Referrals by both equally	--	--	--
8 Hire referrals from agencies ¹	7.3	--	4.7
9 Do not hire referrals	8.5	5.9	7.8
10 Referrals of good quality ¹	12.8	17.6	14.6
11 Referrals same quality as whites ¹	27.7	35.3	29.7
12 Referrals of poorer quality ¹	6.4	17.6	9.4

¹ Applies to Negro referrals hired by respondent companies.

Agency: Ohio
 Industry: Machine Tool and Glass
 Number of Interviews: 64

Table #14: Assessment of Union Influence on
 Company's Equal Employment Objectives

	Machine Tool	Glass	Total
	Percent	Percent	Percent
0 No union or no answer	34.0	11.8	28.1
1 Little or no influence	63.8	82.4	68.8
2 Adverse influence	--	--	--
3 Positive influence	2.1	5.9	3.1

WISCONSIN

After several interviews had been conducted in companies located in northern Wisconsin communities, with the results showing that only nine nonwhites were employed in a total workforce of approximately 5,000, the decision was made to limit the study chiefly to the Milwaukee metropolitan area where the overwhelming majority of the state's Negro population is located. A few interviews were also conducted in the Racine and Kenosha areas, but the main focus was on Milwaukee. Excluding the up-state companies, forty-two companies were visited. Employment data are available for only 39 of these companies, which report a total employment of 83,927 workers. All the companies are either durable or nondurable manufacturing concerns.

Employment data indicate that two-thirds of all employees are in blue-collar jobs, with the remainder in white-collar jobs. This distribution probably reflects the manufacturing base of the companies. Slightly more than seven percent of all employees are nonwhite. Most of the nonwhite employees are Negroes, although a few American Indians are reported. Nearly ten percent of all blue-collar jobs but only one percent of all white-collar positions are held by nonwhite employees.

In some cases more than one person was interviewed in a single company. Of all interviewees, managers of personnel or employee relations predominated. About four-fifths of the interviews were conducted at the corporate headquarters, which also covers companies with only a single installation.

Two-thirds of the companies claimed to have had Negro employees for periods of twenty years or more. None claimed to have commenced hiring of nonwhite employees at a time coincident with the creation of the state's fair employment practices agency. Slightly less than 17 percent of the respondents reported that their companies had had Negro employees only since 1960.

Considering the aggregate of all responses to questions concerning jobs Negroes have held (See Table #4), the immediate conclusion is that they have held or are holding a variety of jobs in the establishments included in the survey. However, at closer range the distribution of these responses reveals a different picture. Only two occupational categories, unskilled (laborers) and semi-skilled (operatives), account for more than fifty percent of the jobs Negroes have held. The only other category with a notable frequency is clerical with slightly more than thirty-eight percent of the respondents indicating that Negroes have held such jobs in their companies. The percentages of responses falling into the top categories of sales and professional and technical are quite low. No respondents reported Negroes having ever been managers or company officials.

Fourteen of the 42 companies were reported to be members of Plans for Progress, with nine others claiming to have similar plans or programs to further equal employment opportunity. All together, thirty companies reportedly have exerted special effort in the recruitment of Negroes and other nonwhites.

Table #6C shows that, for nearly one-fourth of the companies there was no reported use of any of the more commonly identified channels of affirmative action. The most frequently used sources appear to be civil rights organizations and community programs, and in both cases more than half of the companies were reported to have established such contacts to facilitate recruitment of nonwhite applicants. Of all other sources specified, contact with predominantly Negro schools and colleges was reported most frequently, although this appears in only about one-fourth of the interviews.

As Table #7 shows, favored methods of general recruitment tend to vary with the occupational level in question. For executive, managerial, and professional positions, use of newspaper ads, private employment agencies, internal promotion, and direct college recruitment were reported most frequently, in that order. For other white-collar and salaried positions: newspaper ads, private employment agencies, and personal referral; while for hourly-rated jobs, newspaper ads, personal referral, "walk ins," and public employment agencies were reported most frequently as recruitment sources. Of all methods specified, newspaper ads ranks first for all three occupational levels. Dependence on off-the-street applicants, or "walk ins," ranks importantly only in the case of hourly-rated employees.

In the question related to preferred minimum educational requirements, high school graduation was stipulated in 31 percent of the cases and some requirement, though unspecified, was reported by 16.7 percent of the respondents. Nearly one-fifth of the respondents stated that their companies had no such minimum educational requirement. Slightly fewer than one-fourth of the respondents either did not respond or gave an uncodable response to this question, and there is no way of knowing if and how the distribution of these responses, if known, would reflect on the other categories. All together, some forty percent of the interviewees either provided no answer to this question or reported the existence of some requirement but did not specify what it was.

Table #11 indicates that tests are reported to be commonly used to screen applicants for entry-level salaried jobs and, with a lesser frequency, for entry level hourly-rated jobs. Tests are reportedly used even less when considering individuals for upgrading and promotion, but the percentages for both salaried and hourly-rated jobs are worthy of note--36.1 and 42.9 percent respectively.

Over fifty percent of the companies are reported to have apprentice training programs, but only about one-fourth of these have programs in which there are Negro participants. The table itself does not indicate this, but if such programs are major channels of qualification for promotion and/or upgrading, then the absence of Negro apprentices and trainees from most of these programs should be an important datum when considering the framework of an affirmative action approach.

When all items in Table #10B are considered singly, consideration of seniority is the most frequently named promotion procedure. However, closer inspection of this table indicates that no single item is supreme in matters of promotion. Differences in the degree to which promotion procedures are formalized and the frequency with which various single items are considered in combination when promotability is evaluated preclude easy generalizations. Two comments seem to be in order: (1) The reported frequency of job posting and employee bidding systems would seem to be favorable toward equal employment opportunity objectives, in that job openings are made known to all employees. (2) Dependence on seniority as a major criterion may work inadvertently against Negro employees in a company where their job tenure is typically short compared to that of white employees. However, according to Table #10B, seniority is carried by a worker from one job to another in a reported 88 percent of the companies; thus, there is no anticipated loss of seniority position if a worker changes from one line of progression to another in these companies. A plant-wide seniority system was reported to be the major type, though a considerable percentage of the companies were reported to have some form of departmental seniority.

Three series of questions included in the interview schedule deal with the company's experiences with both public and private civil rights agencies and with an estimation of the effectiveness of equal employment opportunity legislation. Responses to these questions are represented in Tables #12A, #12B, and #12C. Inspection of the first table shows that the majority of companies were reported to have had no contact with a private civil rights organization. This figure is surprising, in that over half respondents had previously reported some contact with such an organization for recruitment purposes. (See Table #12A). There is no clear reason for this inconsistency. Deliberate misrepresentation by some respondents is one, but not the only, alternative. It may also be that some respondents interpreted this question to refer to well-established contacts and the former question to refer to occasional as well as continuous contacts. At best the inconsistency would indicate that many company contacts with such organizations are not well articulated, and fault may rest with these organizations, with the company or both. However, this may be resolved, only about twelve percent

of the companies reported any sort of contact, and about seven percent reported having received a commendation from such an organization for their equal employment opportunity activities.

Table #12B indicates that over half of the companies are reported to have some contact and knowledge of a public fair employment practices agencies, and only a small percentage (7.1) are reported to have had contact via a complaint lodged against them. Supporting information on this is not available, but it is quite probable that these figures point to the work of the Equal Opportunities Division of the Wisconsin Industrial Commission with the Milwaukee Voluntary Equal Employment Opportunity Council, a program which is similar in many ways to the national Plans for Progress program. With this said, it should also be noted that some 31 percent of all companies were reported to have had no contact with and no knowledge about the work of such an agency in their community or state.

Table #12C has some interesting features. When asked to comment on the effectiveness of equal employment opportunity legislation with respect to their companies, 47.6 percent of the respondents estimated that it is of "little importance" or "no effect," but when asked to comment on the effectiveness of such legislation with respect to industry and business generally in their state, only 11.8 percent responded in this way and 81 percent considered it to be of "some importance" or of "great importance." If the 7.1 percent "no answer" responses to the second question were evenly distributed between the two sets, the difference would be changed very little.

Table #14 shows that most respondents considered unions to have little or no effect on the equal employment policies and practices of their companies. This probably reflects the considered managerial prerogatives in employment procedures generally, and the distribution of these responses is not at all surprising.

Few of the companies were reported to be planning possible policy changes in the near future that would affect their equal employment opportunity practices. Although the numbers upon which the percentages in Table # 6A are based are not presented, of the five companies for which some possible change was reported, four were in durable manufacturing.

--Joe A. Miller

Agency: Wisconsin
Industry: Manufacturing

Table #1: Racial and Occupational
Distribution of Work Force¹

	Number	Percent
Total employees	89038	100.0
White collar	28862	32.4
Blue collar	60176	67.6
Total nonwhite employees	6189	7.0
White collar	322	1.1 ²
Blue collar	5867	9.7 ²

¹Based on 39 companies for which statistical information was available.

²Percent of total white collar and blue collar jobs, respectively, filled by nonwhites.

Agency: Wisconsin
Industry: Manufacturing
Number of Interviews: 42

Table #2: Title of Respondent

Respondent	Percent
1 President or owner	--
2 Vice-President	7.1
3 Plant or works manager	5.4
4 Personnel or employment manager	85.7
5 Other - lower echelon	1.8

Table #3: Place of Interview

	Percent
0 No answer	2.3
1 Other than corporate headquarters	16.7
2 Corporate headquarters	81.0

Agency: Wisconsin
 Industry: Manufacturing
 Number of Interviews: 42

Table #4: Classification of
 Jobs Ever Held by Negroes

	Percent
0 Other or no answer	2.4
1 Laborers	66.6
2 Other service jobs	--
3 Maintenance--unskilled	23.8
4 Operatives--semi-skilled	76.2
5 Craftsmen, foremen--skilled	16.6
6 Sales	2.4
7 Clerical	38.1
8 Managers, officials	--
9 Professional, technical	14.3

Table #5: When Negroes Were First Hired

	Percent
0 Other or no answer	19.0
1 Less than one year (1964 Civil Rights Act)	7.1
2 1960 or 1962 Executive Orders	9.5
3 State or municipal Fair Employment Practices Act	--
4 19-25 years--World War II	26.2
5 26 years and over	38.1

Agency: Wisconsin
 Industry: Manufacturing
 Number of Interviews: 42

Table #6A: Plans for Progress or
 Other Special Program

	Percent
0 Other or no answer	--
1 None	52.4
2 Some type of program	21.4
3 Plans for progress	33.3

Table #6B: Special Programs for
 Recruitment of Negro or Nonwhite Employees

	Percent
0 Other or no answer	2.4
1 None	26.2
2 Yes	71.4

Table #6C: Types and Sources
 of Recruiting Nonwhite Employees

	Percent
0 Other or no answer	--
1 None	23.8
2 Negro radio stations	--
3 Ads in Negro newspapers	2.4
4 Negro or civil rights organizations	59.5
5 Community programs	54.8
6 Negro schools and colleges	26.2
7 Subsidize training for Negroes	11.9
8 Some program--not specified	--

Agency: Wisconsin
 Industry: Manufacturing
 Number of Interviews: 42

Table #6D: Plans for Changing Present Employment Policy

	Percent
0 Other or no answer	--
1 No	88.1
2 Yes	11.9

Table #7: Primary Sources of Employee Recruitment¹

	A ²	B ³	C ⁴
0 Other or no answer	9.5	16.6	14.3
1 Walk-ins	2.4	26.2	61.9
2 Employment agencies, public	21.4	38.1	50.0
3 Employment agencies, private	61.9	57.1	7.1
4 Ads	73.8	85.7	66.7
5 Personal referrals	23.8	50.0	64.3
6 Promotion from within	50.0	16.6	2.4
7 Direct college or trade school	46.0	16.6	--
8 Civil rights organizations	2.4	7.1	9.5
9 Unions	--	2.4	4.8

¹ More than one source of recruitment is used by some companies.

² Executive, managerial and professional personnel.

³ White collar and salaried personnel.

⁴ Hourly rated personnel.

Agency: Wisconsin
Industry: Manufacturing
Number of Interviews: 42

Table #8: Minimum Educational Requirements

	Percent
0 Other or no answer	23.8
1 None	19.0
2 Some formal education	9.5
3 Some high school	--
4 High school diploma	31.0
5 Some college	--
6 College degree	--
7 Requirement not specified	16.7

Table #9: Apprentice Training Programs

	Percent
0 Other or no answer	--
1 None	42.9
2 Only white apprentices	45.2
3 Some Negro apprentices	11.9

Agency: Wisconsin
 Industry: Manufacturing
 Number of Interviews: 42

Table #10A: Types of Promotion Procedures

	Percent
0 Other or no answer	26.2
1 No formal procedures	33.3
2 Jobs posted and employees bid	57.1
3 Recommended by supervisor	19.0
4 Seniority	69.0
5 Combination of 2, 3 and 4	2.4
6 Combination of formal and informal ¹	31.0
7 Combination of any two types ¹	54.8

¹Included in above.

Table #10B: Types of Seniority Procedures

	Percent
0 Other or no answer	7.1
1 None	2.4
2 Combination of 3, 4 and 5	9.5
3 Craft or jcb	16.7
4 Departmental	45.2
5 Plant-wide	64.9
6 Combination of any two types ¹	35.7

¹Included in above.

Table #10C: Does Seniority Shift Between Jobs?

	Percent
0 Other or no answer	7.1
1 No	4.8
2 Yes	88.1

Agency:
 Industry:
 Number of Interviews:

Table #11: Use of Tests in Hiring and Upgrading¹

	Percent
0 Other or no answer	--
1 None	23.8
2 Entry level--salaried	73.8
3 Entry level--hourly	57.1
4 Upgrading--salaried	38.1
5 Upgrading--hourly	42.9
6 Yes but no answer	--

¹More than one practice used by some companies.

Table #12A: Contacts With any Type of Civil Rights Agency or Organization

	Percent
0 Other or no answer	4.7
1 No contact	73.8
2 Any type of contact	11.9
3 Boycott	--
4 Picketing	2.4
5 Knowledge of other firms' contact	2.4
6 Commendation	7.1

Agency: Wisconsin
Industry: Manufacturing
Number of Interviews: 42

Table #12B: Contacts With the State
or Municipal Civil Rights Agency

	Percent
0 Other or no answer	4.7
1 No contact, no knowledge	31.0
2 Knowledge but no contact	2.4
3 Contact through a complaint	7.1
4 Contact and knowledge	54.8

Table #12C: Assessment of Effectiveness
of Fair Employment Practices Legislation
for Respondent Company and Generally

	Company	Generally
0 Other or no answer	--	7.1
1 No effect	23.8	7.1
2 Little importance	23.8	4.7
3 Some importance	38.1	54.8
4 Great importance	14.3	33.3

Agency: Wisconsin
 Industry: Manufacturing
 Number of Interviews: 42

Table #13: Use and Assessment of Public and Private Agencies as Source of Negro Referrals

	Percent
Use	.
0 No answer	--
1 Never use agencies	4.8
2 Use mostly public agencies	57.1
3 Use mostly private agencies	16.7
4 Use both equally	21.4
Referral	.
0.5 Used but no Negro referrals	14.3
5 Negro referrals by public agencies	7.1
6 Negro referrals by private agencies	9.5
7 Referrals by both equally	--
8 Hire referrals from agencies ¹	4.8
9 Do not hire referrals	2.4
10 Referrals of good quality ¹	9.5
11 Referrals same quality as whites ¹	42.9
12 Referrals of poorer quality ¹	16.7

¹Applies to Negro referrals hired by respondent companies.

Agency: Wisconsin
Industry: Manufacturing
Number of Interviews: 42

Table #14: Assessment of Union Influence on
Company's Equal Employment Objectives

	Percent
0 No union or no answer	11.9
1 Little or no influence	81.0
2 Adverse influence	4.8
3 Positive influence	2.4

As noted earlier, final reports were submitted by investigators for all eleven participating agencies. The findings reported in the present document are based only on data from the eight agencies using the standard questionnaire as coded and analyzed by the project staff.

Because of features peculiar to the industries studied by the other three agencies--Philadelphia (hospitals), Michigan (construction), and California (personnel testing)--different interview schedules were used and comparative analyses were not attempted.

In order not to exclude from this report the findings and conclusions from the studies conducted by the three agencies, sections of their final reports are included in the following pages. Only a few segments of each report is reproduced. What is presented in each case is, we believe, sufficient to provide the reader with a good understanding of employment patterns in the particular industry studied. More complete information is contained in the reports prepared by each agency's investigator(s). Any agency not participating in the present study but wishing to conduct an investigation should find the data, methodology, and experiences reported here most helpful.

All eleven participating agencies are listed in the appendix and can be contacted directly for more detailed information copies of their interview schedule and other relevant matters.

CALIFORNIA

The principal concern of the study was psychological testing, particularly as it related to minority employment. Because of the technical nature of the subject, it was decided to try to recruit professional psychologists as interviewers and review staff for the project. Because of anticipated on-site interviewing time required, the interview content was distributed between the psychologist and an accompanying graduate student. The former was to be concerned with the more evaluative aspects; the latter was to make an inspection of testing facilities.

The frequency of cases by size and type can be seen in the following table.

Sample Description - Table Showing Frequency of Cases by Size and Type (N = 39)

Type =	Number of Employees		
	100-499	500-	Total
Manufacturing	3	4	7
Transportation- Communication- Utilities	3	4	7
Wholesale Trade	2	3	5
Retail Trade	2	3	5
Finance and Insurance	2	5	7
Services	1	2	3
Local Government	<u>1</u>	<u>4</u>	<u>5</u>
Total	14	25	39

The questionnaire was broken into four parts. There was a policy interview which was to be conducted at a policy level by the interviewing psychologist. There was a statistical information section which was left with the respondent corporation and there was a testing interview section particularly designed to

elicit information on testing practices. The remainder of another section, on employment practice, was conducted with a person directly involved in day-to-day employment work.

RESULTS

The results of this study are divided into four general categories according to source of data: (1) the policy interview, (2) the testing interview, (3) the testing inventory, and (4) the professional evaluations. Meaningful differences between organizations based on the type of organization (retail trade, communications, etc.) do not appear to exist. Thus, differences, when observed, are reported in terms of the size of the organization. Those organizations designated as large had 500 employees or more; those organizations designated as small had a work force ranging from 100-499. In the presentation of results, statements are followed by an identification of the source. In the parentheses, the letter refers to the appendix letter; the number or letter following refers to the number of the item as listed on the frequency chart. As the forms were under continual revision, not all respondents answered all forms.

In general, the smaller organizations seemed to have fewer minority problems coming to their attention as well as being less affected by minority employment pressures. The directing of minority employment pressures toward the larger organizations may account for the fact that the larger organizations have taken more affirmative action in the area of minority employment in the last two years. In evidence of their efforts they have received many more commendations for their employment policies from outside authorities than have small organizations.

Both large and small organizations overwhelmingly agreed that the main problem in implementing nondiscriminatory employment was obtaining qualified minority group members. They also seemed to feel that their first-line supervisors generally had no special problems in implementing such procedures. With regard to possible future action by the government, the small organizations favored either more training of minority group members by the government or non-interference; the larger organizations proposed that the government continue its present policies. It should be noted here that although both large and small organizations had had contact with federal, state or municipal agencies interested in increasing minority employment, more of the larger organizations regarded these agencies as effective and, thus, would tend to favor the

continuation of present government policies. In answer to what the organizations themselves might do to enlarge employment opportunities next year, the smaller organizations favored recruitment programs while the larger organizations more frequently preferred training programs. However, some of the small and large organizations favored continuation of present policy or had no plans to enlarge employment opportunities.

In discussing the testing programs, both large and small companies tended to have no real evidence of local validity, although most policy-level people knew what validity is. When asked in what other ways the respondent might get the same information as is now got through the testing program, respondents in large organizations mentioned more alternate means than did respondents in smaller companies, but the answers amounted only to putting more emphasis on existing procedures. Of those companies that saw moral or ethical problems in the use of test, most said the main problem was that unfair weight could be placed on test results.

Testing Interview

In the testing interview, both small and large companies agreed on many points. However, there were some noticeable differences in certain areas.

The small companies tended to initiate a testing program to meet an identified need, while the larger ones more often did so to make more efforts to recruit, select, and train minority group members. In testing, the large companies respondents were more aware of complexities of the validation process than the other respondents.

Both large and small companies had their receptionists greet the applicant first. They seemed to have a fully trained person screen the applicant, but they tended to have no evidence for the validity of the interview. Both had some applicants from employment agencies, although smaller companies tended to rely somewhat more heavily on agencies for recruitment.

They both tended to test applicants after a screening interview and before the regular interview. They generally used a clinical integration of test scores with other information, rather than statistical weight or statistical-multiple cut-off.

As a basis for selecting tests for use, professional test selection based on job analysis was more common in the larger companies.

Testing Inventory

Both large and small companies tended to use job descriptions for employment. Slightly more large companies had a testing program, but neither generally required any special training of the people who administer these tests. Only 2 large companies, but no small ones, had a minority group member test administrator. Only a few--and all these were large--companies were engaged in ongoing research in personnel testing. Neither large nor small companies seemed to have much evidence that the organization was doing better with tests than without them, and only six companies--all large--had done validation studies within their organization.

In hiring processes, the larger companies tended to have a higher level potential as a requirement for entry-level jobs. They tended not to hire overqualified applicants, but they did hire more of them than did small companies. More large company personnel had attended a workshop or other meeting on personnel problems in the past year.

Miscellaneous Information Summary

In physical facilities for testing, most large and small companies had a separate room, adequate lighting, and adequate working space for testing. But about a third of the facilities were deficient in some aspect. Particularly large companies tended not to have interruption-free testing periods.

Test security was generally tight for both large and small companies. They had locked cabinets and test security controls. Most companies kept test results from 12-15 months if applicant was not hired. Most were following the unfortunate practice of allowing supervisors to have access to test results, although fewer large companies were so permissive.

A wide variety of tests were found; the most frequently used were classified for this report as intellectual type tests. The basis of classification was on content and some are classed in more than one category. Although most tests were commercially available, a number of company tests, particularly of the work-sample type, were used. Tests are alphabetically listed by type in

Professional Evaluation

After the entire on-site visit was completed, the psychologist was asked to set down a few brief, summary evaluations. These were in the areas of sensitivity to minority problems, quality of

testing practice, actual movement in the direction of enlarging employment opportunities for minority persons, and research needs. They are here summarized by questions.

Question 1. Sensitivity to Problems.

There is a clear indication that the larger companies are more sensitive than the smaller ones. The typical response for the smaller companies is found to fall between "Insensitive" and a "Middle" position; larger companies are found to fall more between "Middle" and "Sensitive".

Question 2. Quality of Testing.

The quality of testing is nothing to be happy about and no companies came out with a superior rating, but three large companies were rated "Good." All other companies were rated "Poor" and "Moderate."

Question 3. Movement Toward Enlargement of Opportunity.

Quite a few large organizations have been fair employers for a long time and have made no change in recent years. Proportionally, the smaller ones have made more recent changes, but it is the large companies who are planning more improvements for the future.

Question 4. Research Needs.

Research needs are found in two categories. One general area of research is within the employer organization. Here the most frequently mentioned need was for the local validation of existing selection procedures and for the experimentation with new methods. The new methods mentioned are not new to the field of selection, merely new to a particular company. The need is extensive but the resources are few. Most companies do not have anybody who can do the work.

Another category is research in the public interest. The quest of the employer is for "qualified" personnel, which usually means a person with good aptitude test scores or with pertinent experience. The meaning of test scores obtained by poverty or racial minority groups has been rightly questioned. Employers have a stake in research on tests with minorities but employers do not have access to the very large groups of minority people required for such research. This kind of research would be in the public interest; the proper place for such research is in the military or in state employment systems. Another area of public interest is pre-employment training.

When employers specify experience they mean job experience, but pre-employment training experience could be designed to simulate the job and employers could be induced to accept such training in lieu of experience or in lieu of good aptitude scores. This approach has been undertaken by various agencies but few of our respondents had yet to have had any experience with the graduates of these programs.

-- Dr. Jay T. Kusore

PHILADELPHIA

The following account is taken from Section X, "Conclusions & Impressions," of the Hospital Employment Study, a report presented to the Commission on Human Relations, City of Philadelphia, by Mrs. Donna McGough. Only a few paragraphs have been omitted from the original report. The report is based on interviews in 62 hospitals in Philadelphia; employment data were available for 51 of these at the time of writing.

GENERAL PATTERNS

No one hospital completely excludes Negroes from its work force. This was expected because hospitals rely heavily on service workers. Requirements and pay for these occupations are low and the market for such workers in Philadelphia is predominantly Negro.

In general, Negroes are employed in other types of hospital jobs but in smaller numbers and percentages than in service occupations. Although not totally absent in the higher administrative occupations, relatively few Negroes may be found in them.

Most hospitals do very little recruiting for employees. There is great dependence on referrals from friends and relatives, "word-of-mouth" contacts, and voluntary applications. In departments or occupations where there may be a number of Negro employees, chances are that some Negroes may be referred by this method. However, in the more highly skilled (professional and sub-professional) jobs, channels of communication to Negroes about job opportunities may be very limited because most current employees are white. In situations of this kind, a form of in-breeding occurs and the opportunity for a hospital to expand the racial composition of its work force is highly limited. In a few small hospitals this pattern appeared to be a deliberate device for excluding Negroes.

Entrance to many hospital jobs requires special training. Some hospitals provide this themselves through schools of nursing, technology, etc. Recruitment for these programs, excluding that done by the Careers in Nursing Program, is minimum and hospitals rely on the same types of resources and methods as they do in recruiting employees.

Reasons given for not engaging in more active recruiting both for students and employees focused heavily on hospitals not knowing how to recruit. The shortage of workers in many occupations creates even greater difficulties in recruitment and some hospitals do not know how to overcome them. Lack of time and the absence of fixed responsibility for recruitment also inhibit their recruitment activities.

Hiring decisions in most hospitals rest with department heads. In most cases such persons are not directly responsible to any other person or department for the employment decisions they make. This is particularly true if the department head is a physician. This creates opportunities for various forms of discriminatory practices to exist without administration's awareness or knowledge of them. This particular pattern perhaps is one of the weakest aspects of hospital organization with respect to establishing fair employment policies and administering them forcefully and consistently throughout the entire hospital system.

The participation of hospitals in various poverty and other special training programs should be acknowledged. Admittedly some found such programs useless while others expressed very positive attitudes toward them. Hospitals located in predominantly Negro or racially mixed neighborhoods seemed more sensitive to the needs of the community and the Negro and participated in greater numbers in such programs.

Other than participation in these programs, no hospital, excluding public institutions, has an affirmative action program geared specifically toward recruiting Negroes. In one instance, a respondent revealed that he had specific orders to secure more Negro employees but apparently had no structured program for achieving it.

Hospitals' patterns of promotion are primarily internal and based on merit. No comments can be made on the efficiency and effectiveness of this practice for the hospitals. But in relation to opportunities for qualified Negroes outside the current structure of any one hospital, their chances for entering employment at a high level within any one department or occupational range are obviously limited.

Many hospitals view a variety of jobs as "dead-end." Other hospitals, however, have found ways to overcome this to some extent by providing upgrading and training programs for employees.

Most programs are relatively unstructured and highly informal. Many lines of progression are short and frequently blocked by standards and requirements for job training which are imposed by state regulations. A further examination of this topic seems worthwhile not only in terms of providing more Negroes the opportunity for advancement but also for alleviating the manpower shortage which is plaguing the medical field in general. The question could be posed as to whether or not all the qualifications for technical and professional training programs for hospital jobs are actually necessary to produce a qualified worker for a particular job, that is, are they valid requirements?

All hospitals have non-discrimination policies with respect to recruiting, hiring, and promoting employees, although few are in writing. The presence of policies and practices geared toward preferential hiring and promoting are almost totally absent. There was a strong tendency among respondents to treat everyone alike. Many stated they thought this was the best way to promote equal employment opportunities. They felt that to give preferential treatment to Negroes would be to engage in discriminatory practices against white persons.

CONCLUSIONS BY OCCUPATION

Almost every hospital has a large number and proportion of Negro service workers. In fact the percentages are disproportionately high in relation to service workers both in the hospitals and in the total labor force. As stated previously this was expected because of hospitals' heavy reliance on them. Very few hospitals have entry requirements for these jobs and generally where they do exist, they are geared primarily to literacy levels and are not rigidly applied. It would appear that little if any discrimination against Negroes exists in most hospitals in regard to service jobs.

This pattern could be affected in the near future because of rising minimum wages and entrance requirements. In terms of the enactment of the minimum wage law, pay for most service jobs in hospitals is low ranging in general from \$1.25 to \$1.50 per hour. It was pointed out that only Negroes would work for such wages which may be borne out by the relative absence of white service workers. (In some hospitals there is reverse discrimination. Some deliberately do not hire white persons for departments which are totally Negro.) If hospitals are forced to raise wages they may also raise requirements and directly or indirectly exclude Negroes who could do the job.

The raising of requirements even to high school graduation could affect the pattern also. It was stated in the interviews that the "mop and bucket brigade" of the past no longer exists. Great stress is placed on sanitary conditions so that housekeepers must be able to read instructions for carefully preparing cleaning agents, testing bacteria counts, etc. These more stringent regulations are also applicable to other service jobs. If standards are raised as hospitals demand more qualified workers, the Negro labor market currently supplying these jobs could be adversely affected.

In most hospitals, many service workers are now hired untrained and the hospital provides on-the-job training. In only a handful of cases did the respondent mention that these workers are encouraged to further other aspects of their education such as reading, writing, or attending night school to obtain a high school diploma.

As it appears now, hospitals offer the uneducated Negro an employment opportunity perhaps not readily available elsewhere. However, if the above two actually take place this type of Negro worker may find some forms of direct and indirect discrimination in securing such jobs.

Craftsmen, operatives, and laborers, although representing a wide range of skilled and unskilled workers, may be discussed in one grouping. For one thing, most hospitals make little use of such workers in comparison to other types. In addition, it appeared that some hospitals categorized some of the more highly trained service workers as operatives and thus distorted the figures. Admittedly, little focus was placed on them such that no conclusions can be drawn about these workers.

Secretarial and office workers perhaps are the key occupational group in relation to revealing a hospital's disposition toward hiring Negroes. The market for this type of worker in Philadelphia is much wider than for professional and sub-professional jobs. This permits the employer to be more selective in hiring and thus the opportunity for consciously or unconsciously denying employment to Negroes is greater. As the findings show, there appear to be various factors associated with hospitals' employment patterns in relation to secretarial and clerical workers. It appears that hospitals with written non-discrimination policies have proportionately more Negro workers in these occupations. Likewise, those with more centralized recruiting and those who have had contact with official Civil Rights agencies have better employment patterns in this occupational category. This latter point is difficult to interpret. It could reflect the positive

influence agencies have had on hospitals. Or, it could be explained on the basis that hospitals which foster integration and have better employment patterns are those in which employees or applicants have greater freedom and feel less threatened in lodging a complaint. Further study on this point would be most enlightening.

Technicians in hospitals are playing an increasingly larger role as scientific advances are made. Further specialization in the medical field produces more specialization in paramedical fields including technology, and the need for technicians of all types is great. Negro technicians are employed in many hospitals but the actual numbers are relatively small. One explanation for this may be found in the very few Negroes enrolled in hospital training programs for technicians.

Many of these training programs developed within a hospital when they could not find any ready-trained persons available in the labor market. Thus admission to such training programs serves as the entry level for technicians jobs in many hospitals. Most programs are small and recruitment for them is minimum in almost every instance.

Entrance requirements to these programs when imposed by the hospital appear to be fairly flexible and some hospitals draw on their own employees in the lower service level occupations. However, when requirements are imposed by state law or regulations there is less flexibility. Almost all requirements include graduation from high school and successful completion of mathematical and scientific courses. This means that many persons previously entering the programs from hospitals' employ are not qualified. In addition, it means that knowledge of the program and its requirements must be recognized in the ninth or tenth grade of high school. Given the limited amount of recruiting it is doubtful high school students, white and non-whites, are aware of the necessary preparation for this expanding field of hospital employment.

Another factor, which repeatedly emerges, is the diffusion of decision making powers on applicants. For the most part they rest with the head of the laboratory in which the program is offered. In many instances, hospital administrators or personnel persons know little or nothing about such programs. Like employment hiring decisions, the chances for racial discrimination would seem to be greater where there is no centralized control over or accounting for decisions.

Negro nurses were found in most hospitals, largely in general duty positions. No significant relationships were found for factors tested and the proportion of Negro nurses. This may be an occupa-

tional area where the need is so great and the supply so small that hospitals employ persons regardless of race whether they want to or not. Some respondents frankly admitted that "stealing" nurses from other hospitals was a common practice.

Two psychiatric hospitals, one profit and one non-profit, revealed definite racial prejudices toward Negro nurses. (They had similar feelings toward Negro psychiatrists and other types of personnel as well.) They explained this in terms of patients' problems related to race. Other psychiatric institutions studied did not reflect these attitudes.

Like technicians, admission to nursing schools may account in part for the small number of Negro nurses in the field itself. Very few Negro students are present in the Philadelphia schools and most of those are in two schools. Recruitment for the schools within the Philadelphia area is conducted mainly by the Careers in Nursing Program. Hospitals' arrangements with this program minimize the amount of recruiting they do themselves in the Philadelphia area.

Admission requirements to schools of nursing are set by the State and some respondents felt they were too rigid. It was pointed out that a student who could meet them and pass all tests was college material. With more jobs opening to women, white and non-white, fewer select the rigorous training to become a nurse. (This same criticism was applicable to some of the technical training programs.)

The most recent national study of Negro student nurses showed that 2.2 percent of the students enrolled in diploma schools of nursing were Negro.¹ Findings from 15 of Philadelphia's 20 schools of nursing revealed that 1.8 percent of the enrollment was Negro.

Other professional occupations such as social workers, certified dietitians, librarians, etc. were filled by Negroes in many hospitals. There appeared to be no major factor related to whether or not any were employed. In general, a shortage exists for many of these workers and it may be that hospitals are faced with another tight labor market and thus more readily employ persons on a non-discriminatory basis.

Officials, administrative, and managerial jobs had very few Negroes present. In this respect hospitals may not be very different from other fields of employment. In general, few of these positions exist in hospitals except for the very large ones and the pattern among them revealed no particular trend. The lines of progressions in hospitals to these types of positions appear to be very limited.

¹"Negro Admissions, Enrollments, and Graduation - 1963", Nursing Outlook, Vol. 13, No. 2 (New York: National League for Nursing, February 1965), p. 61.

Presumably if they come from within the institution they come largely from the office staff where few Negroes are employed. Some of the top administrators interviewed had come to the hospital from another hospital.

Discrimination against Negro interns and residents was not examined in detail. Although it appears that some improvement has been made within the last ten years, the small number of Negro interns and residents in Philadelphia hospitals poses some questions. Are the small numbers the result of current or past discrimination, i.e., are Negroes not applying because they know they will be rejected or are they applying and being rejected on a racial basis? Or, are the small numbers a reflection of fewer Negroes entering the medical profession?

In terms of the numbers and percentages of Negro physicians affiliated with hospitals it appears that selective factors are operating. There are roughly 5,405 physicians in Philadelphia² about 145 of whom are Negro³. Negroes therefore, make up about 2.7 percent of all Philadelphia physicians, however, only 1.1 percent of all physician staff positions are filled by Negroes. To determine if this reflects discrimination or scarcity of qualified Negro physicians, further study is needed.

CONCLUSIONS BY HOSPITAL OWNERSHIP

Hospital ownership is an important factor in understanding patterns of employment related to equal opportunities for Negroes. Government-owned hospitals have proportionately more Negroes employed at various levels than other hospitals. Reasons for this include the strong mandate operating in such hospitals to actively recruit and employ Negroes. Secondly, Civil Service laws are effective and they insure the Negro less chance of discrimination and discouragement because of their reportedly impartial nature. Negroes' attraction to government employment, federal, state, and local, may affect the number of workers available in the 'private sector of the economy, in this case voluntary and proprietary hospitals.

² Maryland Y. Pennell and Kathryn I. Baker, Health Manpower Source Book, Section 19, U.S. Department of Health, Education, and Welfare, Public Health Services (U.S. Government Printing Office, 1965), p. 139.

³ Estimate of Negro physicians based on list of 145 prepared for sub-study on Negro physicians

Proprietary hospitals are small privately owned institutions operated for profit. Most of them are like small businesses that hire friends and relatives, and where the administrator or owner permits his own personal feelings to enter into everyday operations. These personal feelings in Philadelphia's eight proprietary hospitals range from an administrator being openly hostile toward hiring Negroes in professional jobs to one who was vitally concerned with equal employment opportunities and attempted to put them into practice. The pattern which emerged with respect to the numbers of Negroes employed and the level of occupation is highly dependent upon the attitudes and practices of the top administrator and owner.

Voluntary hospitals also represent diverse attitudes and practices with respect to equal employment opportunities for Negroes. There were a few respondents who expressed negative feelings about Negroes (generally evaluating them all along lower - socio-economic class lines) and the hospital's employment patterns showed that few Negroes were present except perhaps in the service occupations. At the other extreme were a few voluntary hospitals which had very good patterns with Negroes employed at all levels. Between these polarities were most of the hospitals.

The diversity found among these hospitals may be explained by a number of factors. First, each was independently established and developed under the direction of different governing boards steeped in our society's concept of voluntarism. The boards varied by composition, structure, purpose, and function. Other factors differentiating these hospitals one from another include geographical location, affiliation with a religious or philanthropic organization, types of patients served, services offered, source of funds, etc. They indeed are a heterogeneous grouping of common-purpose institutions.

Some of these factors help explain in part variations found in employment of Negroes. Among them are the following.

Hospital location: Some hospitals located away from the center of the City in predominantly white communities employed proportionately smaller numbers of Negroes at all occupational levels. These hospitals tended to reflect community attitudes and practices regarding non-whites. This seemed to be particularly true in communities reputed to view themselves as separate social entities somewhat unrelated to the City.

The point was made that hospital employees prefer living in close proximity to their work because of odd hours, split shifts, etc.

MICHIGAN CONSTRUCTION INDUSTRY STUDY
SUMMARY AND CONCLUSIONS

This study was undertaken to determine the following: the general pattern of employment in the construction industry as it operates in the Detroit, Lansing and Grand Rapids metropolitan areas of Michigan, the distribution of Negro and other minority group members within the work force, and the practices of employers, building trade unions and apprentice training schools which have influenced this pattern of employment.

Through the use of interview schedules specifically designed for this industry, information was obtained from a sample of eighty two employer-contractors, and thirty seven labor unions. Statistical reports with minority group designations were collected from employers, unions and five apprentice training schools in the three geographic areas. Questionnaires were administered to 1,895 construction trades apprentices in their classes.

The number of employers engaged in construction activity in the three areas exceed three thousand while the employers observed in this study represent only 2.21% of this total. Despite this limitation, data collected from all sources have led to the major findings and conclusions reported below.

The over-all distribution of the work force in the construction industry is unique. The construction industry does not employ a massive force of unskilled and semiskilled workers with the number of workers decreasing as you move up into the skilled, technical and managerial levels. Seventy percent of all construction workers are skilled craftsmen employed at the top of the pay scale.

The proportion of Negroes employed in all job classifications closely approximates the proportion of this minority group in the general population from which the work force is drawn. This pattern was consistently reported by building trade unions, independent worker organizations and employer respondents in the three metropolitan areas.

The level of Negro participation varies significantly on the basis of skill. In an industry where 70% of the workers are skilled, 89% of the Negro building trades members in Detroit were laborers and teamsters. Similarly, from 60 to 68% of all Negro employees identified by the small sample of employers in all areas were working in the unskilled positions. The next largest concentration of Negro workers is in the Cement Mason trade with employers designating 33% of all craftsmen in this category as Negro.

From 25% to 30% of the total Negro labor force identified in this study is classified as craftsmen working in the trowel trades, including Cement Masons, Plasterers, Lathers and Bricklayers. Negro Carpenters were reported by union and employer respondents, but they represent less than one percent of this very large trade group. The number of Negroes employed in the other skilled trades areas is minimal.

Although no detailed information was available on recent trends within the skilled crafts, the five apprentice schools reported that Negro students constituted 1.7% of the total enrollment. The proportion of Negro apprentices throughout the various skilled areas parallels their proportion at the journeyman level with a slight percentage increase in carpentry, electrical work, plastering and resilient floor decorating. There were no Negro apprentices ready to complete training during the current year and no indication that the overall level of Negro participation as journeymen will be changed by the number of Negro apprentices completing their training period.

Outside of formal apprenticeship training, many construction workers move into the skilled journeyman status through informal channels. Few Negroes identified in this study have been qualified as journeymen by union officials or employers on the basis of informal on-the-job training and upgrading. In several trades, an entry applicant can get a job as a laborer, helper or other related worker and learn through observation and working along side of a skilled craftsman. Sprinkler Fitters, Electricians and Plasterers report that over 70% of their journeymen members have completed apprentice training; Bricklayers, Lathers, Plumber-Pipefitters, Marble-Tile-Terrazo and Sheet Metal Workers report that from 50 to 69% of their membership come from certified apprentice programs; and Carpenters, the largest single craft group (30%) report that only 15 to 20% of their journeymen members have received apprentice training. From the high percentage of Negro laborers and the disproportionately low percentage of Negro journeymen, one must assume that these less formal avenues for achieving journeyman status are not equally accessible to all construction workers.

No direct relationship could be established between the presence of an equal opportunity or non-discrimination policy and the presence of strictly merit procedures or the presence of minority group workers or journeyman union members. The majority of employers with union contracts were engaged in some sort of government building project. None of the non-union companies are involved in this type of work. There was little evidence from the reports of the union or employer respondents of regular government contract compliance review work in the construction industry in Michigan. Over 75% of the employer respondents have never had contact with a local, state or federal civil rights agency and had no concept of affirmative employment approaches.

Apprentices are selected for training through procedures established by a labor-management Joint Apprentice Selection Committee. These procedures are reviewed by the U.S. Department of Labor Bureau of Apprenticeship and Training and the training program is approved by this same federal agency. The procedures for 24 certified programs in the three metropolitan areas of this study vary on the basis of craft area. Opportunities for training are with few exceptions announced only within the industry and the largest percentage of candidates are referred by relatives, friends and contractors. Five of the Detroit area selection committees notify the Apprenticeship information center when applications are accepted. Two of the Lansing programs notify the local employment office and one of the Grand Rapids programs notifies their local employment office when applicants are needed. There is no formal recruitment program operating on the local level which attempts to attract a large segment of the 18 to 25 year old male population to the trade.

The young man who is interested in the building trades and obtains information about employment possibilities applies at the apprentice training school or the union hall. Minimum requirements are published in every trade area and a standard procedure is established for reviewing qualifications and determining eligibility. Some of the requirements are applied loosely, particularly age and education. Determination by members of the Apprentice Selection Committee of overall qualifications of any candidate involve subjective judgments where there is an opportunity for personal biases to influence the decision. Comments of some individual union respondents indicated some anti-Negro attitudes. Such comments occurred in programs with Negro participation and with no Negro participation. The influence of bias in the selection procedure is not determined by this study. A thorough study of the application process as it operates over a period of time with every applicant would be necessary to determine its effect.

Of the 1,895 apprentices reached with the questionnaire, three-fourths came from predominantly white urban and suburban schools. Over one-fourth of the Negroes went to school in the South. Educational preparation of Negroes and whites was similar, except that a slightly larger proportion of Negro apprentices took college preparatory rather than vocational courses. Fewer Negroes were "sons of the trade" and more reported they were sons of service workers and unskilled laborers. Approximately 71% of all apprentices were influenced to enter the trade by members of the construction industry. Some 55% of the Negro apprentices reported this same influence.

Employer respondents reported with few exceptions that most of their workers were not hired from union referrals. With the exception of those firms using electricians, pipetrade craftsmen and sheet metal workers, where the contract agreement stipulates that the union shall have first opportunity to furnish tradesmen for the job, unions are called after other informal channels of referral are exhausted. Contractor associations and journeymen on a job communicate labor force needs and the available tradesman or laborer will report to the job site to apply for employment. The union card is generally the only necessary credential and a worker's competence is determined by the job foreman or superintendent. The employer may refuse to accept a man on the basis of poor workmanship. The large proportion of contractors had not established an equal opportunity policy and could not report that foremen or other job supervisors were aware of equal opportunity provisions in law.

In general, the findings indicate that the number of Negro applicants for skilled construction jobs and apprenticeships is disproportionately low and that if all applicants had been accepted, much the same pattern would remain.

Efforts have been made in this area, both by those within the Negro communities and by others from outside, but the combined effort has not yet been successful in directing more youth to this vocational area.

Employer respondents tend to shift responsibility to the unions, while not exercising some of the control which they retain in the areas of recruitment, hiring, upgrading and recommending journeyman status.

Government programs to promote equal opportunity have not penetrated throughout the construction industry and there was no evidence that fair employment practices requirements were widely known and understood.

Few employer or labor respondents reported activities which could be classified as affirmative or aimed seriously at increasing the proportion of Negro skilled craftsmen in the building trades. The shortage of skilled tradesmen in the Lansing and Grand Rapids area has tended to require that the industry consider new recruitment activities which will reach a larger population in the entire area. Grand Rapids employers and unions have begun to work with the Urban League to recruit Negroes. In general the report of merit employment activities described action to avoid overt discrimination, special attention to avoid the record keeping which designates religion, race or ethnic background and the establishment of standardized selection procedures.

It is evident that the industry must consider new avenues of recruitment if the over-all pattern is to be changed. The internal, informal practices which are currently used to attract new members to this industry can be expected to produce the same pattern and distribution of white and non-white workers. This recruitment activity can be geared toward the high school graduate, the unskilled worker in construction work as well as other segments of the work force. The majority of employers in this sample indicated that shortages do exist. Few union respondents in the Detroit area would estimate the extent of shortage or estimate the need for skilled workers in the future. There is an admission that this industry is operating at peak capacity and is failing to meet total demands.

Any attempt to alter the employment patterns found in this study must of necessity involve comprehensive affirmative action planning on the part of local, state and national levels of government, labor unions, employer organizations, educational administration, and the Negro community. Without the energetic commitment of the industry itself, the probability of change is slight. New techniques must be found, new resources must be unearthed, and new working relationships must be created, for no one effort can do the job. Extraordinary and creative steps are necessary to stimulate, train, and provide employment for increasing numbers of minority group members throughout the construction industry.

UNIONS

Therefore, if a hospital is located in a predominantly white area, fewer Negroes will be employed. This type of situation reflects an interplay between a locally based employer and segregated housing patterns.

Religious affiliation: Some hospitals, not all which are now or in the past were affiliated with a religious organization tended to employ fewer Negroes. Respondents in these hospitals said they did not give preference to applicants of the particular religious faith or denomination. It was pointed out, however, that such persons tend to apply at these hospitals in greater numbers, therefore, more probably were employed. The selective factor seemingly was not operating from within the hospital but was present in the types of applicants they were attracting.

Personnel departments: As stated previously, personnel departments are relatively new developments in the hospital field. Generally, but not in every case, where there was a personnel department there appeared to be better employment patterns.

Administrator or Director: Another important factor, perhaps a key one, appeared to be the attitude of the administrator or director. If he was positively oriented toward employing Negroes and integrating them into all work levels and if he actively communicated this to persons responsible for recruitment and hiring, the hospital's employment pattern was generally better than others.

In general, the study revealed that many variables are directly or indirectly related to employment patterns of hospitals. Further study would indicate which variables, singly or in combination have the greatest determining effect on equal employment opportunities for Negroes in Philadelphia hospitals.

--Donna McGough

UNION REPORT

INTRODUCTION

While the principle focus of the present study was on employer attitudes and practices, several agencies also turned their attention to unions. Interviews of union officials were conducted in:

Massachusetts
Ohio
Louisville

Michigan
New Jersey
New York

Other agencies did not contact unions because: (a) the industry being studied was unorganized, e.g., financial institutions in Washington, D.C., or (b) there was insufficient time to adequately cover both employers and unions.

Unions were selected on the basis of having a sizeable number of their membership in the companies under study. However, in most cases union jurisdiction was not strictly comparable to the area of management responsibility. Most unions contacted had not organized any white collar workers and, of course, did not include managerial personnel. Moreover, the union local often included blue collar workers other than those in the particular company under study. As a result, statistics on minority group membership in unions usually do not match management statistics on employment.

The interview schedule for unions developed in the project office was used by three of the agencies. The others used modified forms adapted to their particular needs.

The most intensive and complete study of unions was carried out by the Michigan Civil Rights Commission on the building and construction industry. Their data are reported separately and will not be covered here except for a few comparative references.

FINDINGS

As reported above, the overwhelming majority of employers felt that the unions had no influence, either positive or negative, on the hiring and promotion of minority persons. By and large the union representatives expressed much the same sentiments.

Except for one union reported in the New York study, none of the local and regional leaders saw themselves in a position to bring pressure on management in order to improve hiring and promotion practices for Negroes or other minority groups. In fact, the idea that this might be part of their role as union leaders does not appear to have occurred to them.

Several officials, however, showed evidence of action on fair employment practices in instances where management was also aggressively interested in improving opportunities for minorities.

One of the reasons that union officers seem reluctant to push civil rights on their own, without management support, is the fear that their political position will be threatened in the local.

HIRING. The experience of unions in the matter of hiring is varied. Only a few unions reported that their organization was used by the employer as a source of recruitment. In the industrial unions particularly it was considered highly unlikely that management would come to them for help in obtaining workers. As one union officer stated, "this is the last place they would come."

The exception to this pattern was in some of the craft unions of skilled workers. Among locals of electricians, pressmen, photo-engravers and others, 90 to 100 percent of the workers were hired through the union. As the Michigan study shows, the experience in the building trades varies from craft to craft. Some unions are used extensively as a source of labor, others only as a last resort.

Outside of the traditional crafts, there were a few unions that also helped to supply workers for employers. Even relatively unskilled workers, for example, were provided by some locals of the International Brotherhood of Teamsters. Other unions, such as the International Association of Machinists had some part in recommending skilled workers in industrial situations, while the employer recruited the semi-skilled and unskilled members of the union.

PROMOTIONS. In craft unions, once an individual has served the required apprentice and other training, there is usually only one job classification. Promotions, unless to managerial posts, are therefore not an important factor. But in the industrial unions where there are numerous jobs with varying wages, questions of promotion are much more significant.

Thus while an industrial union may be limited in what influence it can bring to bear on hiring, it undoubtedly can have some affect on promotions within the bargaining unit.

It is difficult to gauge union power in questions of promotion. Some indication is given by their ability to gain from agreement with the employer that: (a) job openings will be posted for a specified length of time before permanent assignment is made; and (b) seniority rather than ability is to be the crucial factor in deciding on promotions.

Without job posting the union is put into the position of filing a grievance only after openings have already been filled. They are presented with a fait accompli which is difficult to change. Given the very limited amount of data available, there was, nevertheless, a surprising number of unions that had been unable to win job posting.

When ability is considered more important than seniority, management has the upper hand in the promotion decision. (Employer resistance to seniority, of course, grows with the skill requirements of the job.) An even larger number of unions had been unable to make seniority the prime requirement for advancement, even in some cases where they have won job posting.

SENIORITY SYSTEMS. Most seniority rules were found to be fairly complicated. In only a few instances was only plant-wide seniority found as the rule. The general pattern is for the individual to acquire several kinds of seniority all of which play a part in promotion, layoff and recall rights.

Some information is available on the manner in which seniority systems are determined but we have no data about the number and distribution of non whites within the various systems. Thus it is impossible to make any generalizations about whether or not seniority has been a means of segregating or denying job opportunities to Negroes or other minorities.

APPRENTICESHIP AND TRAINING. As expected, formal apprentice programs were found most frequently in the skilled craft unions. Although there were also apprentice programs for skilled workers in industrial plants, many firms appear to rely on workers who received their training prior to coming with the company.

In several companies, particularly in the machine tool industry, there has been a strong tendency to eliminate skilled trade classifications. Instead, jobs are broken down into a series of tasks that can be performed by semi-skilled workers, reducing or eliminating the need for skilled craftsmen. There was insufficient information to determine how widespread this practice might be in other industries besides machine tool.

The only serious in depth study of apprenticeship is contained in the Michigan report which we believe represents a major contribution to knowledge in this area.

Besides apprenticeships, a number of companies have some kind of on-the-job training. There was no detailed information about the importance these programs nor the extent of minority group participation in them.

NEGRO AND MINORITY MEMBERSHIP. With the exception of New York retailing, all other unions studied showed a very low proportion of Negro members. This reflects the fact that Negroes are poorly represented in the industries studied. In other words, one does not have to look for some subtle form of discrimination in the Ohio machine tool industry or in Massachusetts transportation. It is not a matter of limiting Negroes to certain jobs or blocking promotions but simply not having many Negroes at any level.

CONCLUSIONS.

1. Because of the very scanty information available, no definite conclusions on union practices and attitudes can be drawn.
2. Not only are data lacking in many important substantive areas, but the quality of interviewing in some situations was very poor. This was due to: (a) failure to follow up in order to obtain necessary statistics and other information; (b) ignorance on the part of interviewers about union organization and procedures; and (c) insufficient time.

Future work in the union field will require, in a number of cases, more experience personnel.

RECOMMENDATIONS.

- 1) Successful studies of unions such as those in the New York and Michigan studies point to the need for similar studies of this kind in other parts of the country. Comparative data on building trades and retailing for the large metropolitan areas across the country would be of substantial importance in understanding the problems and opportunities for minority groups.
- 2) Future questionnaires in studies of industrial plants should ask for a breakdown of minority group representation by labor grade. On the basis of this information it could then be determined whether or not there was the need for closer inspection of such things as the seniority system.
- 3) The questions raised in the various agency studies point to the need for some other kinds of information, such as:
 - a. support for fair employment on the local union level needs to be studied in the context of the political position of union officers vis-a-vis their membership, the international union and the employer. It would be helpful to have some understanding of how changing attitudes or pressures on union officials might make them more effective in civil rights.
 - b. serious estimates are needed as to exactly where there are possible job opportunities for minorities. What are the industries or occupations which may be expected to expand in the future? For example, our admittedly incomplete sample showed few Negroes in the printing trades. However, if this is not a growing source of jobs it might be better to ignore this industry and concentrate on others.
 - c. the experience of the Ohio machine tool industry suggests that the future of skilled jobs in industry should be examined. Some evaluation is needed as to whether or not traditional skills are being diluted and divided so as to eliminate future opportunities for minorities in this area.

—Richard Wilson

FINDINGS

A grand total of 770 interviews were completed by the eleven participating agencies. Of this number, the eight agencies using the standard interview schedule conducted 553. Selected from these were coded, analyzed and provide the basis of the present report. An additional 178 from Michigan and Philadelphia will be partially compared with these; however, the 39 from California will be treated independently.

In the case of every agency, a number of respondents who provided answers to the qualitative questions did not make available the statistical information about total employees, proportion of white and blue collar jobs, and size and occupational distribution of the Negroes in the workforce. Both these figures are shown for each agency in the table below

TABLE # 1
NUMBER OF COMPLETED INTERVIEWS

I. Agencies Using Standard Interview Schedule.

<u>Agency</u>	<u>With Statistics</u>	<u>Question Series Only</u>
District of Columbia		
Banks	13	14
Savings & Loans	23	24
Insurance	<u>20</u>	<u>24</u>
	56	62
Louisville	74	97
Massachusetts		
Railroads, bus, taxis	15	21
Trucking	15	23
Airlines	<u>3^{1*}</u>	<u>5</u>
	33	49
Missouri		
Service establishments	125	126
Public Utilities	<u>17</u>	<u>19</u>
	142	145
New Jersey	32	35
New York City	51	62
Ohio		
Machine Tools	43	47
Glass	<u>17</u>	<u>17</u>
	60	64
Wisconsin	39	42
TOTALS	480	533

^{1*} Two large airline companies are not included; one with almost 23,000 employees submitted incomplete statistical information and the other, employing 26,500 with a correspondingly large number of Negro employees, would have overshadowed the other three much smaller airline companies to an unwarranted degree. However, both are included in the attitudinal question series.

II. Agencies Using Another Interview Schedule.

	<u>Completed Interviews</u>
California	39
Michigan ²	
Employers	82
Union Officials	34
Philadelphia	<u>62</u>
TOTAL	217
GRAND TOTAL	770

The 553 companies for whom statistical data are available account for a total of over 386,000 workers of whom almost 37,500 are Negroes and other non-whites³, less than ten percent of the total. As shown in Table #2, the total employees are divided almost equally between white collar and blue collar jobs; the Negro employees, however, present a different pattern with 60 percent in blue collar jobs as contrasted with 40 percent in white collar. To look at this another way, Negroes represent 7.6 percent of all white collar occupations, but almost 12 percent of the workers in blue collar jobs.

It must be borne in mind that these figures are exceedingly gross and there is no way to test their reliability inasmuch as in many instances they were obtained verbally from company representatives rather than from official records. In fact, in New York City where investigators were able to gain access to data from the E.E.O. standard form for a number of the retail stores they visited, there were marked discrepancies between the information provided during the interview and that submitted to the E.E.O.C. with no method of determining which if any of the figures were accurate.

²Michigan also administered approximately 1800 questionnaires to apprentices enrolled in classes in Detroit, Lansing, and Grand Rapids.

³Throughout this report, the terms "Negro" and "nonwhite" might appear to be interchangeable. It is recognized that there are nonwhite individuals other than Negroes particularly in areas like New York City where Puerto Ricans comprise approximately 25% of all nonwhite employees in the data, and in New Jersey; however, in the areas covered by all the other participating agencies, the data refer to Negroes predominantly.

Compensating somewhat for the lack of validity checks are the patterns which emerge almost uniformly from each agency and each industry. Everywhere the proportion of Negroes in blue collar jobs is greater than in white collar, the degree of difference being correlated with the nature of the industry, and which type of jobs predominate.

The white collar proportions for Negroes range from less than one percent in Massachusetts (transportation) to 12.7 percent in New York City (retail stores). The distribution of Negroes in blue collar jobs shows an even wider range between 2.2 percent in Massachusetts and 60.9 percent in the District of Columbia (financial institutions). These data are provided at the end of each agency's summary report.

TABLE # 2
Composite Racial and Occupational
Distribution of Employees

(N: 553 companies)

	<u>Number</u>	<u>Percent</u>
Total Employees	387,358	100.00
White Collar	195,443	50.5
Blue Collar	191,915	49.5
Total Number of Nonwhite Employees	38,425	9.9
White Collar	14,934	7.6 ⁴
Blue Collar	23,491	12.2 ⁴

⁴These represent the non-white proportion of the total white collar and blue collar groups, respectively. It should be kept in mind that the white collar distribution is significantly affected by industries such as retail trade and financial institutions in which white collar jobs predominate.

It was considered relevant and interesting to determine the status level of the individual in each company who submitted to the interview and provided the information sought. Although attempts were generally made to gain access to the president or owner of an establishment, it was possible to do so in only 20 percent of the interviews. The largest proportion, over 60 percent, was with either a personnel--employment manager or the head of a plant or installation and in 17 percent a vice-president was the respondent. Approximately two-thirds of all the interviews were conducted at corporation headquarters; however, this is a misleading figure since an indeterminate number of companies were not of the multiplant variety.

All respondents were asked whether their establishment had any type of special program to further the objectives of equal employment opportunity and/or the recruitment of Negro workers. It may be assumed that merely asking such a question in an interview tends to give respondents a clue to the "proper" or socially acceptable answer. For this reason, more than one question was devised so as to minimize the probability of coaching the interviewee, such as: "Is your company presently a participant in voluntary Plans for Progress?" If no, "Do you have any program of this kind encouraging the employment of Negroes?"

Almost sixty percent answered both questions in the negative; slightly over 12 percent were members of Plans for Progress and an additional six percent had some other special program. Two other types of response raise some questions however. In view of the status and responsibility levels of the respondents as indicated above, it was surprising to find some executives who were not aware of their company's involvement with Plans for Progress when other sources revealed this to be the case. Unfortunately, in more than 22 percent of the cases this question was either not asked or not answered. This was particularly true of insurance companies in Washington because of the pressure to complete the interviews. Therefore, data obtained from this question should be regarded with reservation, particularly in the case of small establishments. In general, special programs, whether Plans for Progress or some other type, will more likely be found in large corporations and particularly those engaged in manufacturing or other activity which raises the probability that they have contracts with government at one or more levels. At the other end of the continuum, having an extremely small probability of having a contract and/or a program especially designed to recruit Negroes, are the small service establishment, e.g., a restaurant or motel in Missouri; for the question was relatively inappropriate. The largest proportion of companies having a program were found to be in the Ohio glass industry and airlines in Massachusetts.

According to the interviews, Negroes have been employed in almost 40 percent of the companies for periods exceeding 25 years. An attempt was made to correlate the entry of Negroes into the work force with one or more objective events or trends such as (a) the 1962 Civil Rights Act; (b) the 1960 or 1962 Executive Orders covering equal employment opportunity; (c) the creation of the state or municipal agency; (d) the relaxing of discriminatory practices during World War II. The responses indicate the following percentage distribution for each of the above: (a) 6.1; (b) 7.8; (c) 2.2; and (d) 10.8. Although not much of a definitive nature can be deduced from these data, one might have anticipated a higher proportion of respondents giving the establishment of an agency as a starting point for integrating their work force. However, this matches the response to a question to be discussed later which deals with the respondent's knowledge of and contact with the agency in question.

Literature in the field of employment practices indicates that the state of the local economy and the climate of majority--minority relations influence the personnel practices which affect Negroes. Based on the data from this item in the interview schedule, it would appear that the civil rights climate, at least as manifested by the presence of local and/or federal legislation, is not a potent factor. The extent to which economic factors influence opportunities available for Negroes is beyond the scope of the present study and therefore cannot be commented upon except as conjecture.

Aside from the tenure of Negro employees in the sample companies, the jobs they have held is of significance. Using the standard occupational classification of the U.S. Bureau of the Census, the Equal Employment Opportunity Commission and other compliance review agencies, the distribution is shown in Table #3 below.

This table only indicates all the job classifications mentioned by respondents as having been filled by Negroes. More refined data available from the statistics forms should have been coded to show the number of Negroes and other non-whites holding jobs in each of these categories at the time of the interview. Unfortunately, however, the data were not coded in this way but, rather, collapsed the categories into four cells of Negro, white, blue collar, and white collar, as shown in Table #2 above.

From Table #3 it is readily seen that in most of the companies surveyed, Negroes have for the most part held the traditional low-level jobs such as unskilled maintenance, laborers, and other service jobs; these three categories account for more than twice the number in either higher skilled blue collar or lower skilled white collar jobs. The pattern closes with the smallest number having been in either the professional or managerial status. In the face of such empirical evidence, one seriously questions the claims of "progress" made by the intergroup relations field.

SUMMARY FINDINGS

Two related items deal with (a) the primary methods of recruiting new personnel; and (b) the type of activity often called "affirmative action" which refers to the outreach or thrust by employers into community agencies and institutions for the purpose of attracting and obtaining qualified Negro applicants.

TABLE # 3
Types of Jobs Held by Negroes
N: 553

<u>Classification</u>	<u>Number of Responses</u> ⁵	<u>Percent</u> ⁵
Laborers	185	33.5
Other service jobs	146	26.4
Maintenance--unskilled	334	60.4
Operatives--semi-skilled	226	40.9
Craftsmen & Foremen--skilled	113	21.3
Sales	79	14.3
Clericals	206	37.6
Managers and Officials	53	9.6
Professional and Technical	56	10.1
Other and No Answer	<u>43</u>	7.8
TOTAL	1446	

⁵ All classifications mentioned by respondents were tabulated; the base figure is the number of interviews and therefore this column totals more than 100 percent.

The data for these items were obtained from questions 1, 4, 5, and 16 in the section dealing with Recruitment on the interview schedule included as part of an earlier report,⁶ and are shown in Tables #4 and #5.

It is apparent from Table #4 that the most popular method of recruiting professional and executive positions is promotion of employees already working for the company. This method accounts for 48.7 percent or almost twice the number of responses than the next two categories, namely, newspaper advertising (27.5 percent) and private employment agencies (25 percent). Recruiting directly from colleges or trade schools and personal referrals follow. It has been known for some time that the public employment services do not figure very significantly in supplying this type of manpower to employers and this is borne out in the present sample with less than eight percent.

For secretarial, clerical, and other white collar jobs below the executive and professional levels, the distribution differs somewhat, the rank order being as follows: ads, public employment agencies, private agencies, personal referrals, walk-ins, promotion from within, schools, and civil rights organizations.

Most hourly rated (blue collar) workers appear to be recruited by means of newspaper ads and public employment agencies as do the lower level of white collar personnel. Personal referrals are also a productive source; however, "walk-ins" i.e., appearing at a hiring gate or employment office in search of a job figure more importantly for this type of applicant than either of the other two categories. The other sources--private employment agencies, civil rights organizations, promotions, and direct recruiting from schools are not used very frequently; however, unions account for a greater percent in this group inasmuch as hourly rated workers are organized to a greater extent.

⁶ Individuals interested in obtaining a copy of the research instrument may contact the state or municipal fair employment practices or civil rights agency in their community or by writing to either the Equal Employment Opportunity Commission in Washington, D.C. or the project director at the Institute of Labor and Industrial Relations.

TABLE # 4
 Primary Methods of Recruiting
 Various Types of Personnel
 N: 553

<u>Method</u>	Executive, Managerial and Professional	Other White-Collar and Salaried	Blue-Collar and Hourly Rated
	Percent ⁷	Percent ⁷	Percent ⁷
Walk-ins	1.8	21.4	34.0
Public Employment Agencies	7.8	35.0	44.7
Private Employment Agencies	25.0	34.2	12.3
Newspaper Advertising	27.5	48.0	45.8
Personal Referrals ⁸	14.1	32.6	39.5
Promotion from within	48.7	19.0	3.3
Directly from High Schools, Colleges and Trade Schools	18.6	5.6	1.1
Civil Rights Organizations	.2	4.3	3.6
Unions	.2	1.4	2.5
Other or No Answer	31.3	27.0	24.1

-223-

⁷All sources mentioned by respondents were tabulated and the base figure is the number of interviews; for this reason each of these columns totals more than 100 percent.

⁸Personal referrals apply to recommendations by individuals already employed in the establishment when there is a vacancy and someone of their acquaintance is hired to fill the position.

TABLE # 5
Use of Public and Private Employment Agencies
N: 553

<u>Response</u>	<u>Number</u>	<u>Percent</u>
Use mostly public agencies	237	42.9
Use mostly private agencies	119	21.5
Use both equally	84	15.2
Never use either	78	14.1
Other or No Answer	35	6.3

Table #6 below deals with the existence and types of affirmative action reported by the respondents and shows that more than 60 percent have none. Of those that claim to engage in one or more of these activities, the most prominent source of finding qualified Negro applicants would appear to be Negro or civil rights organizations with the Urban League mentioned most frequently. Negro high schools, colleges, and trade schools are used for this purpose as are community programs which, in most instances, means participation in a Careers Day or similar program staged by the public schools or as other community institution or organization. Perhaps the most productive means of increasing the potential Negro manpower reservoir would be subsidizing a special training or educational program for them as exemplified by scholarships, loans, grants and other financial assistance specifically earmarked for Negro youth. Where this has been done, employers and community leaders alike speak enthusiastically about them; nevertheless, a very small proportion of our respondents indicated participating in or even knowledge of such efforts.

The latter fact also gives rise to some speculation about the sincerity of the employers' plea that "we will hire any qualified applicant but so few qualified Negroes apply and/or so few applicants are qualified." Whereas other social and psychological factors converge to motivate the average white young person to acquire the training necessary for a desirable job, his Negro counterpart typically needs some special assistance or, perhaps, only the encouragement manifested by the presence of Negroes in other than low level or dead-end jobs. The lack of affirmative action on the part of most of the employers surveyed in this study indicates the overwhelming unfinished business of both public and private civil rights agencies.

As can be seen in Table #4, employment agencies, both public and private, figure significantly in employee recruitment. However, the private agencies are a more important source for white collar workers, i.e., executive, professional, and some types of clerical jobs whereas public agencies supply more blue collar and hourly rated workers as well as lower level clerical positions.

In order to further assess the importance of employment agencies, an additional series of questions was included in the interview schedule, designed to determine not only the extent to which these agencies are used by the respondent employers but also whether they refer applicants without regard to race, how Negro referrals compare with whites, and if Negroes referred in this way are hired, as a general rule.

The responses to the first part of this question are shown in Table #5 and appear to correlate rather closely to those in the earlier question, i.e., industries using predominantly blue collar work workers use the public employment service more and those who with primarily white collar workers tend to rely more on the private agencies. On an overall basis, almost 43 percent of all those interviewed said they use

mostly public agencies as compared with 21.5 percent for mostly private ones. An additional 15 percent claim to use both equally, and 14 percent use neither.

The qualitative aspects of this question reveal less of a useful nature, however. In the largest number of cases a "pat" answer was elicited, the type considered socially acceptable by respondents, and geared to someone representing a civil rights agency, namely, that all applicants referred by both public and private agencies were of good quality and that Negro referrals were of the same quality as whites. Slightly less than 18 percent admitted that they use employment agencies but that Negroes are not referred and an additional seven percent felt that the Negroes referred were of poorer caliber than the whites. Little more of a definitive nature can be presented from these items with any degree of validity since some interviewers did not ask these questions of all respondents and in many cases, necessary probes are lacking. It remains an important item, however, since it can provide clues to both an employer's recruitment procedures and/or the effectiveness of employment agencies as referral sources for Negro and white applicants

The minimum amount of schooling required of job applicants varies between the industries investigated but are not correlated in any way that might be readily anticipated. Table # in the Appendix shows that college work or a degree is preferred for some jobs in more than 40 percent of the retail stores of New York City. This would appear to be valid, but some college is also mentioned by service establishments (hotels, motels, and restaurants) in Missouri and this is not as easy to understand. A high school diploma seems to be a requirement in most of the industries surveyed. While this would seem to be a legitimate requirement for the financial institutions in the District of Columbia, the utilities companies in New Jersey and Missouri, and retail stores in New York City, it might be considered less valid in the machine tool and glass companies in Ohio. During times of a labor surplus, employers are likely to raise the minimum educational requirements in order to avail themselves of ostensibly higher caliber individuals; on the contrary in the very tight labor market of 1966 one would expect a relaxation of such standards except in the case of some skilled trades where graduation from high school is often a prerequisite to apprenticeship. The data from Ohio in the present study indicate that more than one-third of the companies do not themselves provide apprentice training and there is no means of determining how many of the jobs involved in these manufacturing concerns require such training prior to being hired.

It should be noted in the table mentioned above that almost one-third of the Wisconsin employers surveyed also prefer a high school diploma for their new hires. This can be explained in part at least by the fact that the interviewing in Wisconsin was almost totally limited to the Milwaukee metropolitan area with the major focus on clerical and

other white collar office jobs for which graduation from high school is a very common, almost universal prerequisite.

TABLE # 6
Utilization and Types
of Affirmative Action
N: 553

<u>Type</u>	<u>Number of Responses</u> ⁹	<u>Percent</u> ⁹
None	334	60.4
Negro or Civil Rights Organizations	132	23.9
Negro Schools and Colleges	78	14.1
Community Programs	76	13.7
Subsidizing Training for Negroes	20	3.6
Ads in Negro Newspapers	13	2.4
Negro Radio Stations	2	.4
Some type but not specified	10	3.3
No Answer	<u>10</u>	3.4
TOTAL	692	

⁹More than one type mentioned by some respondents.

Related to minimum educational requirements for initial employment is the use of some type of standardized test for screening applicants and/or for promotions. The data show that the largest proportion (47 percent) of the companies do not use test for either purpose. Those who do, use them for the following:

	<u>Percent¹⁰</u>
Entry level salaried jobs	34.9
Entry level hourly rated jobs	29.8
Upgrading in salaried jobs	11.9
Upgrading in hourly rated jobs	13.0
Other or No Answer	6.9

Typically, those concerned with employment opportunities tend to place the greatest emphasis on initial hiring with a corresponding lack of attention to the procedures which employers provide for upgrading and promotions within the establishment. In order to determine this pattern for the companies studied, the respondents were asked about their formal and/or informal promotion procedures; their answers are shown in Table #7 below.

It is more difficult to generalize about the promotion aspect of the personnel process for the reason that such practices appear to be closely correlated with type of industry, i.e., whether white collar or blue collar jobs prevail. Thus seniority and job posting and bidding would seem to be the rule in manufacturing concerns and public utilities which are more likely to have union contracts, whereas such formal procedures are not used by any of the financial institutions or most of the the service establishments. In the latter, promotions more commonly rest upon the recommendation of an employee's immediate superior. Although seniority is an important factor in unionized places, it might be conjectured that it is also considered by most people as an appropriate or acceptable answer in companies where there is no collective bargaining and where probably less formal procedures are the rule.

One wonders at the high proportion (55 percent) who have no formal procedures and what this connotes for their non-white employees. The same factors which have hampered the initial entry of minority group employees may also be a serious deterrent to their being promoted if they are hired. In the absence of formal procedures if supervisors or foremen carry significant weight in recommending for promotion and tend to have stereotyped notions about the capabilities and potentialities of Negroes, the probability is that this group of employees will have far fewer opportunities than whites to move up within the company.

¹⁰This column represents more than one response per interview.

Since the widespread acceptance of unions, the concept of seniority in promotions and layoffs has been instrumental in stabilizing and equalizing job security. There appears to be no comparable or analogous development vis-a-vis Negro employees.

Aside from the above factors which hinder job mobility, there is another which is both objective and subjective. Where upgrading means giving up accumulated seniority, workers may choose to remain on the lower job. This would be the case more often for Negroes whose access to the job market is in reality and perceived to be more limited than for whites. As a result, they pass up an opportunity for a better paying job and/or one with more authority in order to retain their seniority.

Respondents in this study were asked, therefore, if seniority shifts from one job to another in their company. Overall in almost one-half of the establishments, it does. Upon closer examination, however, one finds that this is more true of industries with large blue collar work forces than in others, i.e., it is most prevalent in the manufacturing concerns in Wisconsin and Ohio and the utilities in New Jersey and Missouri. The data from this question should not be considered as definitive since it was inappropriate and therefore not asked of respondents in some industries most notably retail trade, financial institutions and service establishments.

As has already been indicated, not all the companies surveyed have collective bargaining agreements with unions; nevertheless, most of the respondents were asked to render their opinion about the degree of influence or pressure which unions have exerted in the direction of increasing employment opportunities for Negroes in these companies. As is the case with some other items in the questionnaire, the data from this one are not very reliable. Although the question was designed to be asked only in unionized establishments, it was used more widely than intended, not asked in some instances where it should have been, and it is difficult to distinguish between them.

With these cautions in mind, it may nevertheless be of interest that 49 percent of those answering the question felt that the union exerted little or no influence on extending employment opportunities to Negroes. Only 4.5 percent felt that unions exerted a positive influence and an additional 1.3 percent regarded the influence to be a negative one.

TABLE # 7
Types of Promotion Procedures
N: 553

Type	Number of Responses ¹¹	Percent ¹¹
Recommended by Supervisor	247	44.7
Seniority	155	28.0
Jobs posted & employees bid	102	18.4
No formal procedures	305	55.2
Combination	306	55.3
Other or No Answer	<u>92</u>	16.6
TOTAL	1207	

TABLE # 8
Types of Seniority Procedures

Type	Number of Responses ¹¹	Percent ¹¹
None	91	16.5
Craft or Job	76	13.7
Departmental	131	23.7
Plant-wide	176	31.8
Combination	119	21.5
Other or No Answer	<u>109</u>	19.7
TOTAL	702	

¹¹ All responses mentioned included.

TABLE # 9
Does Seniority Shift Between Jobs

	Number of Responses	Percent
Yes	255	46.1
No	73	13.2
Other or No Answer	<u>225</u>	40.7
TOTAL	553	

The last item to deal with the employment policies and practices of the sample companies asked whether or not these establishments contemplate any policy changes in the foreseeable future. Unlike many of the previous questions which contained many non-responses, this one was answered by over 96 percent of the respondents and may therefore be considered more valid. Of the 531 responses recorded, the overwhelming majority (91 percent) stated that no policy changes were in the offing at the time of the interview. It would be important to know the reason, i.e., does this large group plan no change because they feel that their present policy is satisfactory in terms of offering equality of opportunity? The poor showing of most of the sample companies with respect to the proportion and occupational distribution of nonwhites strongly suggests that prevailing practices are far from satisfactory. A possible reason for the negative response might be contemplated modifications in personnel policies are closely guarded by company officials and therefore they might be extremely reluctant to reveal such plans to a stranger, particularly one representing a public civil rights agency. At any rate, the reasons are not reflected in the data and must therefore remain in the area of conjecture.

Perhaps the most significant qualitative data sought in the interview were those dealing with what knowledge and/or contact the company executives had of either public or private civil rights organizations and their assessment of the effectiveness of such agencies. It is recognized that such questions are emotionally charged in any case, moreso when they are being asked by someone representing precisely such an organization. For these reasons, the questions were carefully formulated and pretested in order to minimize perceived threat and to obtain maximum candor.

The series was worded as follows: 1. Has your company ever been approached by any civil rights organizations (with respect to your employment policies and practices)? 2. Has your company had any contact with a state or municipal civil rights agency? If no: Is there such an agency or agencies in this area? If yes; (a) with which agencies have you had such contact; and (b) what was the nature of the contact? 3. What is your general impression of the effectiveness of such agencies in changing or improving the problem of discrimination in employment? 4. How effective do you feel Equal Employment Opportunity legislation has been in furthering equal employment objectives in (a) your company; (b) in business and industry generally in your city or state?

The responses to the first two questions as shown in Tables #10 and #11 indicate generally poor knowledge of the existence of either public or private civil rights agencies. Of the 180 companies (32.6 percent) with some previous contact, reported by '85 were of the type we have come to associate with private agencies presently. Eleven respondents (2 percent) admitted that their firms had been subjected to a boycott or some type of selective patronage; more than twice that number, 4.2 percent, had been picketed; and a like number knew of other companies having had similar experiences. In contrast to these, six percent claimed to have received a commendation for their employment policies and affirmative action. Whether this latter figure is an exaggeration or even true cannot be determined from the present data.

Turning now to contacts with a public agency, the figures present a similar picture. As indicated in the table below, more than 50 percent, representing 286 of the total companies, had neither contact nor knowledge of the agency prior to the interview. Of the remaining 241, the largest number (117) claimed knowledge of the agency's existence but no contact; 42 had been named as respondent in a formal complaint filed with the commission, and the remaining 82 knew about the agency by means of other types of contacts.

It should be pointed out that interviewers were instructed to record any type of minimal knowledge or contact and not only that of a formal allegation; e.g., being invited to attend a meeting, conference, or any type of community program sponsored by the agency would have been coded and tabulated. In view of this, and the further fact that most of the agencies participating in this study have been in existence for periods ranging up to 20 years, the information obtained from these questions is indeed difficult to interpret. Strict adherence to the findings does not permit generalizations about causative factors; therefore, only conjecture is possible and this is contained in the section on interpretation and conclusions.

Without a doubt, the greatest degree of confusion was produced by the last item under analysis here, namely, that which asked respondents to estimate the effectiveness of fair employment legislation, both in their company and for the area's business and industry generally. The distribution is shown in Table #12 and indicates a rather sharp dichotomy. The greatest concentrations are inversely related, i.e., 49 percent considered such legislation of little importance in their respective companies as contrasted with 54 percent regarding it either of some importance (37.6 percent) or of great importance (17 percent) in the local business community.

As in the case of other items in the questionnaire, these responses needed and should have received a great deal more probing in order to permit generalizations about the reasons for the differences in these two sets of answers. Also, the relatively large proportion of non-responses (15.4 percent in the first question and 27.3 percent in the second) tends to skew these frequencies. Unfortunately, it is not possible to reinterview individuals and thus the opportunity for greater depth and accuracy in the present study has been lost. However, this experience can be used profitably in any future replication in which greater attention and emphasis can be applied to this series of questions.

This portion of the instrument has, we believe, the potential of shedding much needed light on the attitudes of company executives in an area of great concern to agency officials and others concerned with the effectiveness of organized civil rights programs as perceived by the community.

TABLE # 10
Knowledge and/or Contacts
With Civil Rights Organizations
N: 573¹²

<u>Response</u>	<u>Number</u> ¹²	<u>Percent</u> ¹²
No contact	373	67.6
Boycott	11	2.0
Picketing	24	4.3
Commendation	33	6.0
Other type of contact	85	15.4
Knowledge of others' contacts	25	4.5
Other or No Answer	22	4.0

TABLE # 11
Knowledge and/or Contact With Public Agency
N: 553

<u>Response</u>	<u>Number</u>	<u>Percent</u>
No contact, no knowledge	286	50.6
Knowledge but no contact	117	21.2
Knowledge and contact	82	14.8
Contact via complaint	42	7.6

¹²More than one response recorded for some interviews.

TABLE # 12
 Effectiveness of F.E.P. Legislation
 N: 553

<u>Response</u>	<u>Company</u>		<u>Community</u>	
	Number	Percent	Number	Percent
No effect	271	49.0	58	10.5
Little importance	61	11.0	42	7.6
Some importance	96	17.4	208	37.6
Great importance	40	7.2	94	17.0
Other or No Answer	85	15.4	151	27.3

--Frances R. Cousens

CONCLUSIONS

SUMMARY AND CONCLUSIONS

At the time interviewing on this study began, the eleven participating agencies had been in existence, on the average, for more than ten years. The newest was Louisville, created in 1962; the oldest were New Jersey and Wisconsin, established in 1945 and Massachusetts in 1946. All had relatively strong enforcement powers in the area of employment practices and all had professional staffs of varying size.

A few of these agencies had conducted industry surveys in their jurisdictions prior to this study but, by and large, despite statutory powers to engage in research considered necessary to improve employment opportunities, there had been comparatively little of this type of program by public civil rights agencies. This is due, in part, to the fact that very few agencies have specific research functions assigned to and performed by specialists.

The most prevalent pattern seems to be receiving, investigating, and disposing of claims filed with them by aggrieved individuals. As part of the complaint process, i.e., in investigating an allegation of discrimination against an employer, union, or employment agency, there is usually a visit and interviews with the respondent(s) named which may include a survey of employment patterns prevailing in a single establishment. As a general rule, little attention is paid to entire industries or the total community by means of systematic data collection. Even the compliance reviews conducted by some federal departments tend to concentrate on a single corporation rather than the industry.

As stated earlier in this report, the present study was inaugurated and designed in the hope that public agencies could be persuaded to depart from their traditional strong reliance on the complaint process and moved in the direction of studying larger entities such as industry and community patterns.

Although this study has produced comparatively little "hard" data of the type which can withstand the test of statistical reliability and qualitative validity, it has accomplished at least one important objective. It has helped to demonstrate that a public agency can, under its own authority, obtain data from employers and union officials without a formal complaint. For some time there has been broad consensus that policies and patterns in an industry and community can be changed by means of broad campaigns more effectively than concentrating effort on behalf of the relatively few aggrieved individuals who find their way to a Commission's office for the purpose of filing a complaint.

Private civil rights agencies have succeeded in convincing many employers to integrate their workforces or to increase the number of non-white employees by means of demonstrations, boycotts, and other types of pressure. There is a lesson here, we believe, for public agencies as well. Within their legislative mandates and limitations, they might exhibit a great deal more aggressiveness than they have done in the past to collect information with a view to changing existing employment patterns. Systematic data collection can help an agency to assess its effectiveness over a period of time and also to determine existing "soft spots"; both can indicate types of affirmative action which can realistically be undertaken. The methodology developed by this project can be utilized intact or with necessary modifications as one means to achieve these goals.

In terms of magnitude, the present study is disappointing. All tolled, 770 interviews were conducted, ranging from 35 in New Jersey to 142 in Missouri. These differences can be explained, in part, by the nature of the industry studied, e.g., in New Jersey the 35 interviews represent only 13 separate corporations but an analysis of individual installations was considered by the agency and the project staff to be more meaningful than generalizations about a total corporate structure.

A second industry variable is size; in Missouri the service establishments were, for the most part, exceedingly small and many of the questionnaire items irrelevant to their operations; therefore, each interview consumed little time. On the contrary, in New York City where often several respondents were interviewed in a single large store, the investigators found it necessary to spend a great deal of time on each interview.

A third and very important factor is the degree of agency commitment as manifested by the amount of money expended beyond the \$11,000 allocated to them from the project budget. Where such an additional investment was made, the services of more than one full-time investigator and/or consultant were available and a product of greater scope was possible. In Michigan, as in Missouri, additional personnel were deployed and, as a result, three Michigan labor market areas were surveyed and a total of 116 interviews conducted with building contractors and union officials as well as approximately 1800 self-administered questionnaires completed by students in apprentice schools in the three communities.

It should be kept in mind, however, that the 553 companies studied for which statistical information is available, account for more than 386,000 employees.

Even more disappointing than the small number of interviews completed (770 rather than the 1000 anticipated), was the quality of the data obtained. It was difficult to get concise reliable statistics from many respondents--some claimed that too much effort was required to provide information about racial and occupational distribution of their workforce; others demurred because they had already submitted similar information to the E.E.O.C. on the Standard Form 1. A word should be said about the data from these forms; ideally, they would provide a useful basis for comparison with the information obtained in our interviews; however, the E.E.O.C. does not request the form from the many small establishments included in the project and, furthermore, they were not available to the project staff in sufficient time to be utilized in this way. It is to be hoped that longitudinal and trend indices will ultimately be possible from a comparison between information from this study, the E.E.O.C.-1 forms and also perhaps with the 1963 and 1964 data collected by the earlier President's Committee on Equal Employment Opportunity, despite the fact that (a) much of the earlier data are presently available only by regions rather than smaller geographic areas; and (b) the occupational categories used are not always congruent.

Despite the reluctance of respondents to provide the statistical information requested, they were more cooperative in answering the attitudinal questions contained in the interview schedule. Excluding items which were inappropriate, such as seeking information about formal personnel practices in an owner-operated small motel, a skilled interviewer succeeded in establishing sufficient rapport so that respondents were reasonably frank in expressing their opinions. For this reason, and despite unanticipated weaknesses of some questions, this portion of the interview might have yielded some of the most meaningful insights in the entire study. But even the best schedule must rely on the interviewer's skill and unfortunately the investigators did not possess uniform competence. Probes were built into some questions, ("why do you feel this way?") but they were equally needed in others. The experienced individual probed at all necessary points whereas others did not even use those printed on the form. There is no doubt that more orientation, training, and supervision were needed. This was not possible in a study of such wide geographic scope and therefore those hired to do the interviewing needed exceptional experience, competence, and the ability to be self-directing to a greater degree than required by more traditional studies.

The statistical data reveal generally poor patterns of utilization of Negroes and other non-whites. The numbers and occupational distribution of minority group employees in the firms studied would substantiate the contention that there is widespread discrimination. If such a conclusion is not presented here, it is primarily for the reason

that the very concept of discrimination lacks discrete and precise definition. Does, say, the absence of Negroes "prove" discriminatory employment policies and/or practices? Conversely, does their presence prove that the management does not discriminate? If it were so simple and clear a "black and white" situation, assessment of discrimination would be exceedingly easy to establish. There are, however, many mitigating factors to be considered; to name only three: (a) the tightness of the labor market generally and how it affects non-white specifically; (b) residential patterns which affect the presence and proximity of non-white applicants; and (c) the nature of the business, i.e., is the workforce primarily high level technical, professional or other white collar or are there significant numbers of lower level jobs which Negroes having only limited education and training can fill?

Additional factors might be cited; to name only three: holding a contract with some level of government which requires signing a non-discrimination clause and periodic compliance reviews; almost purely subjective ingredients of such as positive attitudes toward racial integration on the part of someone high in the company structure, an industry which is experiencing a crucial manpower shortage. A dramatic illustration of the latter are hospitals which were investigated in Philadelphia and are probably representative. Here the problem is not an absence of Negroes but rather their placement in the occupational structure. The menial and dead end jobs which pay \$1.25-\$1.50 per hour are held almost exclusively by Negroes for the reason that in today's labor market whites are not interested in such employment. If the qualifications and standards for these jobs are raised, the current Negro labor market could be adversely affected.

It should be noted that the industries selected for investigation in this pilot study met certain criteria: they are either stable or expanding in size; their occupational structure is sufficiently heterogeneous to provide a relatively wide range of occupational levels, and they are located in communities having a sizeable Negro and other non-white population to provide a potential manpower pool.

With respect to the last factor named, it is interesting that the total figure for all the industries surveyed shows that non-whites comprise 9.7 percent of all the employees. Considering that in 1960 Negroes were slightly more than ten percent of the total population in the United States, it might seem that they are being employed in the proper proportion. However, such a conclusion would be highly inaccurate and leads to a serious deduction for the reason that the total Negro population is not the proper base for comparison but, rather, the size of the non-white labor force which eliminates all individuals under age 14. In the table on page of the Appendix

which shows the latter, it may be seen that 20 of the 23 communities in which interviewing was conducted had a non-white labor force in excess of 9.7 percent. On this basis, then a conclusion can be drawn that in the companies and areas studied, utilization of minority group workers is not commensurate with the size of the manpower pool. More precise measurements of such underutilization are shown in the indices on page which correlate location (agency), size of company, and type of industry with total, white collar, and blue collar distribution of non-whites.

The reasons which company respondents in this study have given for this skewed racial distribution is highly reminiscent of those which practitioners and researchers in this problem area have come to expect for more than a decade, namely, that qualified Negroes do not apply. This rationale usually means either that the company gets no Negro applicants and/or that those who apply are not qualified for the openings. At times, this "explanation" assumes a more generalized connotation as employers presuppose that a chronic short supply of qualified Negroes is endemic because of weak family structure, lack of individual motivation, poor education, and other similar stereotyped group characteristics. Although some of these are true for some Negroes, there is danger in such thinking since it tends to blame the Negro himself for his deprivation and serves as a self-fulfilling prophecy in that the effects of such deprivation become, in turn, the causes for further deprivation in a never-ending cycle. The crucial role of the employer in this cycle must be brought to his attention as well as the reality that when a compliance review officer pressures an employer to improve the racial integration pattern of his workforce, that employer often succeeds in finding more qualified Negro workers and applicants than he had previously. He does so by reaching out to community institutions and media to inform and encourage applicants and/or manages to find minority group individuals already on his payroll with the potential for work at higher levels of skill and wages.

Thus, the point can be made that if employers display sufficient creativity and ingenuity for finding qualified Negroes in response to pragmatic imperatives such as renewal of a contract, boycotts, demonstrations, and other pressures, it would seem to follow that they could do the same thing all the time. Or, since there are almost always some employers in a community who succeed in attracting and recruiting qualified non-whites, why do others consider this an insoluble problem? Here, too, the weaknesses of over-reliance on the complaint process is apparent. In most cases, an agency dismisses a complaint on the basis of "no probable cause" if the investigation reveals that the employer hired a white applicant with equal or better qualifications, a situation which is hardly conducive to expanding job opportunities for Negroes and one which has generated pressure for "compensatory" employment practices on the part of Negro leadership.

We believe that the answer may be found, in large measure, in the word pressure. It can be speculated that, like all human beings, employers left to their own devices will continue to do what they have always done in the same way unless and until some effective intervention is introduced. For a long time, as states and municipalities struggled to achieve it, legislation was expected to provide such intervention. However, careful scrutiny of the data accumulated in this study must raise some doubts about the effectiveness of a statute or ordinance enacted some 10, 15, or 20 and more years ago during which time discriminatory employment practices have continued to exist.

We would submit that fair employment practices legislation is a necessary but not a sufficient cause in creating equality of opportunity. This is to say that without such legislation it is highly doubtful that any progress will be made; however, the mere existence of legislation and the agencies which administer and enforce it are not likely to accomplish the desired objectives unless and until other ingredients are added. The ingredients which appear to have the potency to serve as intervening variables may be of varying kinds: as already indicated, a contract with government, a top company official imbued with the injustice of inequality, the organized awareness and resistance of the Negro community as exemplified by boycott of a company's product or service (euphemistically called "selective patronage"), or the more tension producing and attention-getting measures presently utilized by Negroes in demonstrations and riots. Even these are not universally effective inasmuch as despite the increasing prevalence of the current type of aggressiveness on the part of the Negro community, approximately 60 percent of the employers interviewed had either not been affected or had not responded with any kind of special program which might lead to great utilization of non-whites. Although there is no method of verifying the answers, it might be speculated that even the 10 percent claiming to have such a program represent an inflated figure. Furthermore, when asked if the company was planning any changes in their employment policy and practices, 503 or 91 percent of the total answered "no".

There appear to be equally exaggerated and unrealistic allocations of reliance on minimum educational requirements and/or performance on tests for various types of entry jobs as well as criteria for upgrading and promotion. One of the major findings in the California Commission's examination of testing procedures is that performance on tests is generally not an accurate prediction of successful performance on the job; nevertheless, as is the case with other facets of the employment process, management continues to depend on testing. Whereas graduation from high school may be a valid prerequisite for clerical jobs, there are many others for which such educational achievement is both unnecessary and unrealistic. In a competitive labor market, the employer might understandably demand or prefer a high school graduate to a dropout if other qualifications are similar;

today's labor scarcity hardly warrants this; nevertheless, requirements such as these tend to further disadvantage Negroes and other educationally deprived job-seekers, particularly new entrants to the labor market, who traditionally drop out of school in larger numbers and tend to do poorly on written tests and others which rely too heavily on language skills.

In considering personnel practices, two aspects demand attention: initial hiring and upgrading. It is a truism that individuals who do not get hired have no opportunity to be promoted within an organizational structure; nevertheless, Negroes and other minorities continue to be doubly penalized in that they are denied jobs which would provide them with both income experience and without experience, they cannot compete as equals or at all in the quest for upward occupational mobility.

An additional factor which militates against the Negro worker is to be found in unionized plants where formalized promotion procedures exist whereby job openings are posted and workers given the privilege of bidding for them. However, in places which do not have plant-wide seniority, i.e., where seniority does not shift from one job to another, an employee may refrain from bidding for the higher job because it means relinquishing the protection of accumulated seniority. Such a situation and decision is a further obstacle to the progress of workers from low-level jobs and these jobs are precisely those in which Negroes and other non-whites are likely to be over-represented.

In companies where promotion is less formalized, the criterion mentioned most frequently is the worker's ability as adjudged by a foreman or supervisor. Where such a determination rests with a superior having overt or covert prejudices against members of a racial or ethnic minority, it is rather apparent that an individual's destiny may rest on subjective and non-rational factors.

At several points in the analysis and interpretation of the study data, one gets the feeling that he has been transported backward in time about 20 years or more. Had this study been conducted two decades ago, the data it has furnished would have been considered most useful in persuading legislators and the general public of the necessity for fair employment practices legislation. For such data to emerge in 1966 can only be interpreted as an indication that existing laws have accomplished little in breaking established patterns of employment.

This interpretation is even more troubling when corroborated by the limited knowledge of a commission's very existence, to say nothing of its program. Had these responses been obtained from a cross-section of citizens in a given community or even a sample of Negroes, the results could not be considered as startling. The respondents in this case were, however, owners or in the top echelons of manage-

ment in their respective establishments. One may assume, therefore, that this is a select group distinguished by their acquaintance with developments in employment legislation, an area of considerable concern to them. Despite this assumption and the further fact that civil rights issues have been receiving widespread attention in the mass media during the last several years, more than 50 percent of those interviewed claimed to have no knowledge of the existence of any public civil rights agency in their community. When the answers to several related questions are treated together, there is some doubt even about the 21 percent who claimed to know about the agency but had had no contact with it prior to the interview. In attitudinal research, it is expected that respondents attest to knowledge if only to create a favorable impression on the interviewer. In view of this, it is difficult to explain why such a large number (50 percent) stated ignorance of the existence of agencies which were, for the most part, over ten years old.

Those acquainted with the operation of a public agency know the extent to which its continued existence and specifically any increase in its budget depends on its manifest accomplishments. It is therefore a sobering albeit unpalatable thought that such a large proportion of the employing population does not know the agency exists and therefore is not very likely to be seriously affected by either its mandates or inducements.

It is not possible to prescribe a remedy, or even a palliative which might ease the situation without curing it. An initial but essential step would be recognition and acceptance of the assessments indicated by the data in this study, unpleasant as they may be. In the case of both individual and social pathology the first step toward a cure is the admission that a problem exists. In the agencies involved in this study are representative, there is a lesson here for all state and municipal commissions, namely, need for modification of orientation and program. It appears that one of the basic assumptions underlying this study has been corroborated and that agencies need to consider shifting from past and present preoccupation with complaints in order to concentrate on broader spheres of activity which might better reach larger numbers of employers and others.

Perhaps it would be more productive for the commissions to study ways of preventing fires whether due to arson or inadvertent causes than to limit themselves to putting out fires. The objective of enlarging employment opportunities for minority group individuals can be served better by various types of affirmative action than by processing any number of complaints.

It is important to note that each of the eleven agencies participating in this study has had legislative authority to conduct patterns surveys.

This means that a formal complaint is not prerequisite to initiating an investigation into the employment practices and utilization patterns of a single company or an entire industry. Thus, under existing legislation any agency could have, on its own, conducted the type of study done as part of this project. This fact is further demonstrated by the fact that in most instances the interviewer had no difficulty gaining entree and administering the interview. Hopefully all public agencies can benefit from the experience of this project and proceed to a broader orientation and program not necessarily confined to and delimited by formal allegations.

It seems that what is needed is the same kind of thrust and outreach into the community that civil rights agencies ask of employers and the analogy is greater than one might suppose. An employer who hires one or several Negroes for non-traditional jobs may thereby encourage a few more Negroes to apply whereas the company which makes a concerted effort to inform the total community that jobs are open and candidates considered only on merit and irrespective of racial or ethnic identification will probably succeed in enlarging his potential manpower pool to an unprecedented degree. Agencies which continue to serve the minority community by acting primarily on behalf of individuals will probably continue to be as anonymous as they appear to be after many years of operation.

It would seem worthwhile for agencies to adopt not only a broad approach but to make greater use of research as well. Although the latter carries the calculated risk of contaminating an existing situation at times by the very act of studying it, a la the well-known "Hawthorne effect," it also has the potential of informing larger numbers of people through its sponsorship of the research. Undertaking the study of company and industry patterns, e.g., could serve several ends: (a) provide employers with knowledge of and contact with the agency; (b) produce empirical information about companies and areas which need or might further benefit from assistance and/or pressure; and (c) enhance the agency's image and posture in the minority communities. Together, these may help to create more and better job opportunities for non-whites and hopefully decrease the growing sense of frustration and hostility which is presently taking the form of negative rather than affirmative action on the part of those who have long been denied equal access to the job market.

--Frances R. Cousens

RECOMMENDATIONS

One of the important objectives set for this pilot study was the utilization of both the content and the methodology by other state and municipal agencies. In view of the fact that so few commissions have staff resources for research, the clues and insights provided here should be of particular value, since replication of one or more studies will be relatively easier.

Any commission wishing to undertake a patterns survey of a company or industry in its area should first obtain a copy of the complete report from the agency which conducted such a survey as part of this project. Because of financial limitations, only an abstract of the composite report has been made available to the public agencies not participating directly in the pilot study. The complete report from each agency contains, in addition to the findings, the methods by which entree was gained to the industry, the complete interview questionnaire, and impressions and experiences all of which will prove helpful.

It should be noted that the above may not be uniformly applicable or useful in all cases. Although a given industry has many similar characteristics there may well be unique factors associated with a particular locality. Thus, for example, New Jersey was greatly aided by its state Public Service Commission which provided cooperation and generally facilitated access to company officials. However, in other states there may not be the same willingness and other means will be needed. In general, however, it may be expected that some public or private organization which represents the companies to be studied would be a logical place to begin and gaining their confidence and cooperation will assist the study.

In addition to initial access, an employer organization or governmental body can provide much needed information about substantive aspects of an industry. In Washington, D.C., bankers served an important consultant role in modifying the standard questionnaire so that it was more meaningful to financial institutions. In Philadelphia and Michigan, leaders in the respective industries gave assistance in constructing an interview instrument especially geared to the industry. The study director in Missouri attended a conference of restaurant owners to become better acquainted with the thinking and problems of these establishments, etc.

Every attempt at systematic collection of data requires, at a minimum, experienced interviewers. The ideal questionnaire can be of little value if not administered properly. Therefore, it is recommended that an agency avail itself of competent interviewers from outside its own staff, if necessary. A professional who investigates allegations filed with the agency may or may not be the proper person to administer a structured interview schedule.

inasmuch as the purpose of each is significantly different. At a minimum, both parties regard the existence of a formal complaint as sufficient authority for the investigation whereas an interviewer attempting to obtain survey data may need to persuade a company representative that he is pursuing an equally legitimate purpose. Investigating a complaint also usually follows a rather precise legal formula whereas information sought for research purposes, involves a respondent's knowledge and "basal metabolic" attitudes. To be more concrete, a company (or union or employment agency) within the jurisdiction of a fair employment practices or civil rights agency will probably be represented by someone with knowledge of the company's responsibilities as provided by the legislation and enforced by the agency. If not, one of the first steps is to acquaint him with such responsibility. On the contrary, in interviewing for a study, it is just as important to determine what a respondent does not know as what he does and the interviewer should not "coach" nor manipulate a response by any means. Another requirement is knowing when to "probe" i.e., to ask additional questions in order to obtain greater depth, insights, and subtleties which are not forthcoming by use of only the printed questions.

In the pilot study some agencies found faculty members from local colleges and universities available to conduct interviews and/or serve as study directors or consultants. These individuals were already experienced in research methods, required relatively little orientation, and produced or assisted in obtaining interviews of better quality. The agency director needs to make the choice between a greater allocation of his financial and manpower resources on the one hand and the quality of the study on the other. In this instance, as in many other areas, the end product is usually affected by the amount of commitment and one gets what he pays for.

In addition to the interviewing itself, other methodological decisions are called for: whether to survey all the companies in a given industry or to select a sample. This will largely depend on the size and nature of the industry. Public utilities, for example, normally include a small number of corporations but each will probably have a number of separate installations. Knowledge of the operation and guidance from industry leaders will assist in deciding whether to interview only at corporate headquarters or the installations as well. Even within a given industry, there may be variations, viz retail chain operations. One may be highly centralized with employment policy emanating from and even hiring done at a central office whereas another corporation permits a local store manager great autonomy in matters of recruiting, upgrading, and the like. Obviously, these two types of operations will require differing survey techniques.

Although attitudinal information is extremely important in determining the "ethos" of a company, it is no substitute for statistical information about numbers or proportions of minority group employees within the total work force and their occupational distribution. As is well known, the mere presence of Negroes or other non-whites in an establishment is only part of the story; the levels at which they are working the salary range and their opportunities for advancement are equally important. For this reason, the interview must contain a suitable form on which to record this information, one which will reflect the occupational structure of the company. Employers were found to be less reluctant to express their attitudes than to supply the quantitative data about their workers, but if pressured more or less subtly, most of them were persuaded to produce the information. It is fairly obvious that the articulation of a sound policy of merit employment cannot be assessed on its own merit; existing practices and patterns are the better manifestation of this policy by those involved in the personnel process at all levels.

A point which should be emphasized here is that in almost every community there are some employers with a good record of merit employment, some of whom may be exhibiting great ingenuity in affirmative action by reaching out into the community for greater numbers and better qualified minority group applicants. An agency usually knows about such companies and has probably already involved them in some type of community or educational program. A comprehensive survey of the policy, practices, patterns, and manifest values of such an operation could be exceedingly helpful in the initial stages of a study.

One of the most sobering findings in the pilot project was the limited knowledge which employers have of the public agency. In replicating any portion of the present study, it would be fruitful for an agency to incorporate the section of the interview schedule dealing with this aspect of the agency's image in the community. Another aspect which was not included in the pilot project should also be considered, namely, the image of the agency held by minority group individuals, their leaders, and organizations. If it is not possible to achieve both desired scope and depth in a study, it is recommended that fewer companies be surveyed in order to include this subjective aspect. The filing of a formal complaint presupposes both knowledge of an agency's existence and confidence in its effectiveness to act on behalf of an aggrieved individual. For this reason, the agency would do well to test both these factors. The pilot project did not include this aspect, having limited its objectives to the patterns of utilization by employers, but there are other sources. One of the most effective recent studies is that conducted by Leonard Zeitz while a faculty member of the Department of Sociology at Rutgers University.¹

¹ 19 Rutgers Law Review 137 (1965)

Additional guidance can be obtained from a search of the literature for other relevant studies and consultation with both minority group leadership and social scientists who have conducted such studies or know of them done by others.

The Equal Employment Opportunity Commission staff and the project staff at the Wayne State University--The University of Michigan Institute of Labor and Industrial Relations will be happy to provide additional technical assistance within the limitations of their time and energies and agencies are invited to direct inquiries to either or both at their respective addresses contained in this report.

It is to be hoped that the Equal Employment Opportunity Commission, through its Liaison and Research Divisions will continue to provide both financial assistance and guidance to state and municipal agencies who wish to conduct studies in their respective communities.

--Frances R. Cousens

APPENDIX

BACKGROUND MEMORANDUM
ON WAYNE STATE CONTRACT

The Equal Employment Opportunity Commission has entered into a contract with Wayne State University, Detroit, involving research and investigations into patterns of discrimination in employment. Under this contract, Wayne will contract with selected state and local fair employment practice agencies. The agencies will agree to add to their staff a person who will perform the following functions: (1) investigation into patterns of discrimination in the jurisdiction, subject to the law of the jurisdiction (this means that in some states the agency may initiate proceedings on the basis of such investigations; in other states, the same work will be done under the rubric of research into patterns of discrimination); (2) help to evaluate the technique of investigation into patterns of discrimination; and (3) work on federal-state relations.

Under this contract, the state will retain the person, after consultation with Wayne State. Wayne State will reimburse the state for the salary of the person. Wayne will not only administer the selection of these states and assist in identification of the persons, but will also collect, analyze and evaluate the reports with the Commission, one in December, 1965, one in March, 1966, and one in June, 1966. These reports will be of use to the Commission in many ways, including the preparation of future budgets.

The significance of the work: Many state agencies have been criticized in recent years for failing to be more active in the struggle to end discrimination. The critics of the state agencies take the position that the states should not wait for complaints of discrimination to be filed with them, but should initiate investigations where there is reason to believe a pattern of discrimination exists, and move to end the discrimination. The complaints which are filed bear no relation to the problems of discrimination because of the nature of the minority group attitudes toward filing complaints.

A Rutgers University study of Negro attitudes toward law disclosed (19 Rutgers Law Review 219, 1965):

Mr. Zeitz's study . . . demonstrates that the assumption underlying the use of the complaint process -- that those who are hurt will complain -- is not true for the Negro community. He demonstrates that, by and large, the Negro,

(1) If he suspects that he will be discriminated against, will avoid the potentially embarrassing situation . . . By staying away from where he believes he is not wanted, he prevents the act of discrimination against himself, but allows the discriminatory practice to continue.

(2) If Negroes do face discrimination, they may not recognize it. This can occur for two reasons: (a) Either the economic or the social structure which discriminates is so complex (as in the real estate mortgage market, or in the unions' internal structure) that the discrimination is literally hidden from the Negro, or (b) for reasons which probably relate to the protection of his own personality, he may refuse to recognize the act of discrimination . . .

(3) Even if the Negro does recognize that he has been the victim of discrimination, he is not likely to complain to the Civil Rights agencies: (a) 71 percent of those studied knew of the existence of the Civil Rights Division; (b) of those who did know of the CRD, its reputation was mediocre at best . . .; (c) four-fifths of those who were interviewed said they would do nothing if faced with a discriminatory situation.

(4) Those Negroes who do use the Division on Civil Rights, tend to be better educated, higher income people.

This group more closely approximates the white middle class than it does the majority of Negroes of Newark who are represented by our sample. Since Division users reflect a minority of New Jersey's

Negroes in terms of socio-economic status, then it must be evident that the Division operates to the benefit of only a very small portion of the Negroes, and neglects the large majority whose socio-economic class behavior is inconsistent with utilization of culturally sanctioned legal institutions...

(5) Some 17 percent of the community studied is convinced that none of the existing legal institutions or approved forms of social change will improve the existing situation. These are people who condemn the police, who do not believe that judges, lawyers or the Civil Rights Division would be helpful to them, who do not believe that the major political parties can give them protection. Their attitude is either a desire to "fight back" to obtain their rights or to concede that their rights are unattainable.

Most studies of the race relations problem agree with the above findings, as do many state agency officials. However, these state agencies have been unable, for many reasons, including budgetary ones, to concentrate manpower on investigations into patterns of discrimination. Rather, they have utilized what limited manpower they have, in responding to complaints which were filed with them. Many state agency officials feel keenly that they would like to engage in this type of investigation, but have been unable to do so.

The result is that little is known as to how effective such investigations will be, or what the optimum "mix" is between complaint investigations and pattern investigations, or what special investigative techniques need to be developed to facilitate investigations into patterns of discrimination. In addition, there is little information which will enable the Commission to identify the areas in industries, or regions where there are in fact patterns of discrimination.

The research project is designed to place investigators in the field in state agencies who will concentrate on investigations into patterns of discrimination. The investigators will report not only the results of their investigations, but will assist in the evaluation of the technique of investigation into patterns

of discrimination. The state agency and other interested groups will also be asked to help in the evaluation of this technique of investigation.

The results of the research: The results of the research will (1) give us more insight into patterns of discrimination which exist; (2) provide the basis for state agency action where possible, or, in some circumstances, for the filing of an EEOC Commissioner's charge; (3) enable the Commission to evaluate the technique of investigation into patterns of discrimination, which will be crucial for (a) possible recommendations to Congress to expand the Commission's power with respect to patterns of discrimination, (b) continued future relations with the states, and (c) as a basis for determining the best ways to carry out the mission of the agency of eliminating discrimination in employment. It will also be useful in helping to formulate budgetary policy for the future.

PATTERNS OF DISCRIMINATION STUDY
PARTICIPATING AGENCIES
ADDRESSES

Mr. Edward Howden
Executive Director
Fair Employment Practice Commission
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San Francisco, California 94101
Dr. Jay T. Rusmore, Investigator

Mr. Paul M. Rilling
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Commissioners' Council on Human Relations
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Miss Henrietta S. Smith, Investigator

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Mr. Malcolm C. Webber
Chairman
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Mr. Robert Parker, Investigator

Mr. Burton I. Gordin
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Mr. Carl Baird, Investigator

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Missouri Commission on Human Rights
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Mr. William H. Booth
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Mr. Ellis L. Ross
Executive Director
Civil Rights Commission
240 Parsons Avenue
Columbus, Ohio 43215
Mr. Robert Selzman, Investigator

Mr. Terry C. Chisholm
Executive Director
Commission on Human Relations
601 City Hall Annex
Philadelphia, Pennsylvania 19107
Mrs. Donna McGough, Investigator

Miss Virginia Huebner
Director
Fair Employment Practices Division
Wisconsin Industrial Commission
819 N. Sixth Street
Milwaukee, Wisconsin
Mrs. Helen Rose, Investigator

Characteristics of Labor Force and Percent Nonwhite for
Relevant Standard Metropolitan Statistical Areas¹

	Labor Force	Percent Nonwhite
Kentucky		
Louisville	272,008	10.9
Massachusetts		
Boston	1,078,471	3.6
Michigan		
Detroit	1,445,905	13.9
Grand Rapids	139,756	-- ²
Lansing	115,776	-- ²
Missouri		
Kansas City	428,705	10.9
St. Louis	804,408	12.6
New Jersey		
Atlantic City	64,758	-- ²
Jersey City	268,396	6.2
Newark	713,609	13.8
Patterson-Clifton-Passaic	493,545	4.1
Trenton	113,622	11.9
New York		
New York City	4,606,471	12.5
Ohio		
Akron	199,606	7.5
Cincinnati	418,153	11.8
Cleveland	737,239	13.8
Columbus	275,484	11.7
Dayton	475,500	9.7
Toledo	320,865	8.6
Youngstown	354,018	8.5
Pennsylvania		
Philadelphia	1,774,485	15.6
Washington, D. C.	368,690	49.8
Wisconsin		
Milwaukee	491,613	4.9

¹Labor force data include all individuals 14 years of age and over.

²Information not available.

Source:

Table 115--Employment Status by Age, Color, Sex for State, Urban, Rural, and Standard Metropolitan Statistical Areas of 250,000 and more. U. S. Bureau of Census, 1960.

Characteristics of Population and Percent Nonwhite
for Relevant Standard Metropolitan Statistical Areas

	Total Population	Percent Nonwhite
Kentucky	3,038,156	7.2
Louisville	725,139	11.6
Massachusetts	5,148,578	2.4
Boston	697,197	9.8
Michigan	7,823,194	9.4
Detroit	3,537,709	15.8
Grand Rapids	294,230	5.1
Lansing	169,325	4.8
Missouri	4,319,813	9.2
Kansas City	1,039,493	11.4
St. Louis	2,060,103	14.5
New Jersey	6,066,782	8.7
Atlantic City	160,880	17.7
Jersey City	610,734	6.9
Newark	1,689,420	13.4
Patterson-Clifton-Passaic	1,186,873	3.8
Trenton	266,392	12.9
New York	16,782,304	8.9
New York City	10,694,633	12.0
Ohio	9,706,397	8.2
Akron	513,569	8.1
Cincinnati	1,071,624	12.1
Cleveland	1,796,595	14.5
Columbus	682,962	11.9
Dayton	262,332	2.1
Toledo	318,003	12.7
Youngstown	166,689	19.1
Pennsylvania	11,319,366	7.6
Philadelphia	4,342,897	15.7
Washington, D. C.	763,956	53.9
Wisconsin	3,951,777	2.4
Milwaukee	1,194,290	5.6

Source:

Table 115--Employment Status by Age, Color, Sex for State, Urban, Rural, and Standard Metropolitan Statistical Areas of 250,000 and more. U. S. Bureau of Census, 1960.

AGENCY _____

INTERVIEW # _____

INTERVIEW SCHEDULE FOR EMPLOYERS
FACE SHEET

1. Name of person being interviewed _____

2. Official title _____

(if necessary) What are your major duties and responsibilities?

3. Name of Company _____

4. Address _____

5. Telephone: Area Code _____ Number _____

6. Is this location corporate headquarters? Yes _____ No _____

7. (If No) What is the address of the headquarters? _____

8. Major activity of company (product or service) _____

Date of Interview _____

THE INTERVIEW IS TO DEAL ONLY WITH THE INSTALLATION VISITED

(Note: Employment statistics are to be filled in on a separate sheet which may be left with the respondent. If there are no Negroes employed at the present time, skip to Question 5.)

1. When were Negroes first hired at this location? (Year) _____
2. To the best of your knowledge, when were Negroes first hired anywhere in your company? (Year) _____
3. In which job classifications were Negroes first hired at this location? _____

4. (If appropriate) Have Negroes ever held other than maintenance and unskilled jobs here? Yes _____ No _____

If Yes

- 4 a. When did Negroes first begin to apply for such jobs, i.e., other than maintenance and unskilled? (Year) _____
- 4 b. When were they first hired in such jobs? (Year) _____
- 4 c. For what job classifications were the first Negroes hired? _____

- 4 d. (If necessary) Have Negroes ever held white collar jobs here, e.g., sales, office work, etc.? Yes _____ No _____
- 4 e. How did these Negro applicants or employees get referred or recruited for these white collar jobs? _____

4 f. Is there any difference in the way these Negroes were referred or recruited and the ways in which white people are?

4 g. Generally speaking, how have these Negroes worked out on white collar jobs, i.e., how do they do their jobs, get along with other employees, supervisors, etc.?

5. Is your company presently a participant in voluntary Plans for Progress? Yes _____ No _____

If Yes skip to 5 a.

If No, Do you have any program of this kind encouraging the employment of Negroes? Yes _____ No _____

If Yes skip to 6 a.

If No, Do Negroes ever apply for jobs with your company?
Yes _____ No _____

If No, skip to Recruitment

If Yes to question 5:

5 a. Was such a program promulgated at the corporate headquarters or at this installation only? _____

5 b. (If at corporate headquarters) Did this installation engage in practices to encourage the hiring of Negroes prior to the adoption of such a program at the corporate level?
Yes _____ No _____

5 c. To the best of your knowledge, when was this program developed? (Year) _____

5 d. What individuals and/or factors led to this program in your opinion? _____

5 e. How was the program communicated to the various departments?

5 f. How was it communicated to rank and file employees? _____

5 g. Who (title) is responsible for the implementation of the program? _____

5 h. Is the program audited periodically? Yes _____ No _____

If Yes

5 i. In which department does this responsibility rest? _____

5 j. How often is such an audit made? _____

5 k. What was your program in this installation at the time that the new corporate policy was established? _____

5 l. Do you know of any problems that arose in this location as a result of the program? _____

5 m. Do you know how they were resolved and by whom? _____

6. Did the establishment of your program of encouraging the employment of Negroes result in any increase in the number of Negro applicants? Yes _____ No _____

If Yes

6 a. For which job classifications did they apply? _____

6 b. Were any Negroes hired for such jobs (i.e., other than maintenance and unskilled categories?) Yes _____ No _____

If Yes

6 c. In which job classifications were they hired? _____

7. Are there any divisions, departments or job classifications in your company which have no Negroes at present? _____

7 a. Why do you think this is so? _____

8. In which divisions, departments, job classifications or lines of progression in your company are the greatest number of Negroes now employed? _____

8 a. Are there any particular reasons for this situation?

9. Are there any divisions, departments or job classifications in your company which have an all-Negro work force at present?

Yes _____ No _____

If Yes

9 a. Which divisions, departments or classifications? _____

9 b. How many employees in each of these? _____

RECRUITMENT

1. How do you recruit your employees as a general rule for:

a. Executive, managerial, professional _____

b. Other white collar and salaried _____

c. Hourly-rated _____

2. Normally, who in your company (by title) is responsible for each of the following: (see chart on next page)

Salaried
Personnel

Hourly-Rated
Personnel

a. Receiving and
Screening Applications

b. Testing applicants

c. Personnel interview

d. Final decision for
hiring

2 a. Who (title) in your company makes the ultimate decision
about hiring applicants? _____

2 b. Does anyone ever check up on those applicants who have
been turned down by this person/ Yes _____ No _____

If Yes

2 c. Have you ever found that some qualified applicants have
been turned down? Yes _____ No _____

If Yes

2 d. What do you do in such cases? _____

3. Do you do anything special to recruit Negroes for various levels
of employment? Yes _____ No _____

If Yes, please describe _____

4. (If appropriate) Very frequently a company has to reach out into
the Negro community to recruit applicants. Has this been your com-
pany's experience? Yes _____ No _____

If Yes

4 a. What specific activities has your company developed to recruit Negro workers? (e.g., recruiting at Negro colleges, contacting Negro leadership, etc.) _____

4 b. Have you ever contacted any community organizations and programs to aide you in recruiting? (Y's, Welfare Programs, MDTA, QJT, Poverty Programs, etc.) Yes _____ No _____

Please identify _____

4 c. Have you ever contacted any Negro or civil rights organizations to aid you in recruiting? (NAACP, Urban League, CORE, Negro ministers, etc.) Yes _____ No _____

Please identify _____

d. Which of those you contacted have proved to be most useful? _____

e. Which of them have proved to be least useful? _____

5. Have you ever presented programs in predominantly Negro Junior and Senior High Schools to inform students and teachers about positions open to qualified Negroes or training programs which are available?

Yes _____ No _____

If Yes

5 a. What kinds of formal and informal programs do you plan for such use? _____

5 b. How effective have they been generally? _____

5 c. Do you ever advertise job openings in Negro newspapers?
Yes _____ No _____

5 d. Do you ever advertise job openings on Negro radio stations?
Yes _____ No _____

6. Do you ever do hiring from a central source (e.g., labor pool)?
Yes _____ No _____

If Yes

6 a. Are Negroes ever in this pool? Yes _____ No _____

7. Has your company encountered any problems in getting experienced Negroes to apply? Yes _____ No _____

If Yes

7 a. What kinds of problems? _____

7 b. How did you go about handling them? _____

7 c. In your opinion, why don't more Negroes apply to your company? _____

7 d. Do you think other companies in this community have the same problem in getting Negroes to apply? Yes _____ No _____

If Yes

7 e. Why do you think this is so? _____

8. Has your company experienced difficulty in hiring Negroes for jobs other than service and unskilled types? Yes _____ No _____

If Yes

8 a. What kinds of difficulty have you experienced? _____

8 b. How did you go about handling them? _____

8 c. Why do you think there is an insufficient number of Negroes for jobs like these? _____

9. Do you have formal or informal programs to recruit graduates directly from schools - white and/or Negro (check all that apply).

	NEGRO		WHITE	
	Formal	Informal	Formal	Informal

- Public High Schools
- Area Trade Schools
- Colleges and Universities

Please describe (done at corporate level or at local installation, etc.) _____

10. Is there a preferred minimum educational requirement for entry jobs with your company? Yes _____ No _____

11. Do you use any kinds of testing to screen applicants?
Yes _____ No _____

If Yes

11 a. What kinds of tests do you generally use for entry level jobs which are: (1) salaried employees (describe) _____

(2) Hourly-rated employees _____

11 b. Do you also use tests in considering employees for up-
grading and promotion? Yes _____ No _____

If Yes

11 c. What kinds of tests are used for promoting (1) salaried employees (describe) _____

(2) Hourly-rated employees (describe) _____

12. In your opinion, why do some employers in this area discriminate in the hiring of Negroes? _____

13. Do you ever use public or private employment agencies to recruit applicants? Yes _____ No _____

If Yes

13 a. Which ones do you use to the greatest extent?

PUBLIC

PRIVATE

14 b. Has any employment agency ever inquired about referring Negro applicants to your company? Yes _____ No _____

14 c. Which ones?

PUBLIC

PRIVATE

14 d. How did they present this inquiry? (e.g., what was the gist of their remarks?)

14 e. Do these agencies ever refer Negro applicants?

If 14 f. In your opinion, why
No don't they ever refer Negroes to you?

	<u>PUBLIC</u>	<u>PRIVATE</u>
14 g. What is the general caliber of Negroes as compared with whites referred to you by these agencies?	_____	_____
	_____	_____
	_____	_____
14 h. Do you ever hire any of the Negroes referred to you by these agencies?	Yes ___ No ___	Yes ___ No ___

If No

14 i. What are some of the reasons that you have not been able to hire any of them? _____

If Yes

	<u>PUBLIC</u>	<u>PRIVATE</u>
14 j. In general, how have these people worked out?	_____	_____
	_____	_____
	_____	_____

15. How do you feel about "preferential" or "compensatory" employment practices for Negroes (i.e., giving Negroes preference over equally or better qualified whites?) _____

16. In some communities, a number of companies work together to establish and subsidize training programs for minority group members to teach them skills needed by these companies, thus setting up a Negro skills pool. Has your company ever participated in or planned to do this? Yes _____ No _____

16 a. What advantages do you think might accrue to your company from such a plan? _____

16 b. What disadvantages might there be for your company?

TRAINING AND UPGRADING

1. Do you presently have any apprentice training programs? Yes No

If Yes

1 a. Approximately how many apprentices do you have at present? _____

1 b. In what skills area are they? _____

1 c. Are any of the apprentices Negro? Yes No

1 d. How many? _____

1 e. (If applicable) In your opinion, what are some of the reasons that there are not more Negro apprentices? _____

2. What is your general policy and practice with respect to promotions? (describe: formal, informal, etc.)

2 a. Have you changed this policy within the last five years? Yes No

2 b. What changes have you made in that time? _____

2 c. What prompted you to make these changes? _____

If necessary

2 d. Do you have any special policy of practice with respect to promoting Negroes? Yes _____ No _____

If Yes

2 e. What prompted you to set up this special policy? _____

2 f. In general, how is it working out? _____

2 g. What are the advantages of this policy? _____

2 h. What are some of the disadvantages, in your opinion? _____

3. What is the standard procedure for upgrading in your company? (please check)

- a. jobs posted and employees bid
- b. recommendation of the supervisor
- c. seniority
- d. other (please specify) _____

3 e. Who in your company (by title) is responsible for promotion and upgrading? _____

3 f. Which of the above is MOST important in determining upgrading in your company? (Use letter designation from above)

4. Do you presently have any training programs designed to upgrade employees already on your payroll? Yes _____ No _____

If No

4 a. How do employees get into higher rated jobs? _____

If Yes

4 b. What kinds of programs? (Please describe) _____

4 c. In what occupational levels or skills are these programs?

4 d. Is the program open to all employees, for all positions regardless of race? Yes _____ No _____

4 e. Are there any Negroes involved in these programs at present? Yes _____ No _____

If No

4 f. Have any Negroes ever been involved in these programs?
Yes _____ No _____

4 g. What are some of the reasons that Negroes have not been involved in these programs? _____

5. Considering the wide range of jobs in your company, do you feel that there are any particular jobs that Negroes would have trouble filling (i.e., would lack qualifications for the job?) Yes ___ No ___

If Yes

5 a. Which jobs? _____

5 b. Why do you feel this way? _____

5 c. Are there some jobs in your company that would create problems for the company if they were filled by Negroes?

Yes _____ No _____

If Yes

5 d. Which jobs? _____

5 e. What kinds of problems? _____

6. What kind of seniority do you have?

- a. Plant-wide seniority
- b. Departmental seniority
- c. Craft or job seniority
- d. Other (please specify) _____

7. Is seniority transferred when shifting from one job to another?

Yes _____ No _____

7 a. Is seniority carried by the employee when he shifts from one seniority grouping to another? Yes _____ No _____

If Yes, please describe _____

8. Does your company bargain with any unions? Yes _____ No _____

If Yes, please complete the following:

Name of Union	Bargaining Units	Nondiscrimination Clause?	Year Clause Was Inserted
---------------	------------------	---------------------------	--------------------------

- 1.
- 2.
- 3.
- 4.
- 5.

9. If you have any union contracts, what influence and/or pressure has the union had on Negro employment or utilization of Negro employees in your plant?

- a. Little on no effect
- b. An adverse effect
- c. Positive effect

PLEASE GIVE SOME DETAILS ILLUSTRATING YOUR ANSWER TO THIS QUESTION

10. Has the union(s) contributed in any way in furthering equal employment objectives in your company? Yes _____ No _____

If Yes

10 a. In what ways have they been helpful? _____

10 b. Is there anything more that they could have done?
Yes _____ No _____

c. Which Union(s)? _____

If No

10 d. What problems have you encountered? _____

10 e. Why did the problem exist, in your opinion? _____

11. Ideally, what can unions do to assist management in adopting and implementing an effective equal employment policy? _____

12. In your opinion, why do some unions discriminate against Negroes? _____

13. Has your company ever been approached by any civil rights organizations (with respect to your employment policies and practices)?
Yes _____ No _____

If Yes

17 a. How did they approach you (boycott, picketing, etc.)?

17 b. Which civil rights organizations? _____

17 c. What were their requests or demands? _____

17 d. What did your company do when this happened? _____

17 e. Do you know of any other companies in your industry or in this area who have had similar experience? Yes _____ No _____

If Yes

17 f. Do you know how they handled this situation? _____

18. Has your company ever received a commendation for its employment policy? Yes _____ No _____

If Yes

18 a. By whom? _____

18 b. When? _____

18 c. On what basis? _____

(note to interviewer: see manual for instructions for the following sequence)

19. Has your company had any contact with a State or Municipal civil rights agency? Yes _____ No _____

If No

19 a. Is there such an agency or agencies in this area?
Yes _____ No _____

19 b. Which ones? _____

If Yes

19 c. With which agencies have you had such contacts? _____

19 d. What has been the nature of the contact? _____

19 e. What is your general impression of the effectiveness of such agencies in changing or improving the problem of discrimination in employment? _____

19 f. Why do you feel this way? _____

19 g. How effective do you feel Equal Employment Opportunity legislation has been in furthering equal employment objectives?

1. In your company: Of great importance _____
Of some importance _____
Of little importance _____
Virtually of no effect _____

2. In industry and business generally in your state:

- Of great importance _____
Of some importance _____
Of little importance _____
Virtually of no effect _____

20. Does your company anticipate making any changes in its employment policy and procedures (i.e., recruiting, hiring, upgrading, etc.) within the near future? Yes _____ No _____

If Yes

20 a. What kinds of changes do you anticipate? (describe whether expanding present program or instituting new one, general company policy, etc.) _____

20 b. What is the reason for making these changes? _____

20 c. How do you think this will effect your utilization of Negro applicants and employees? _____

20 d. What problems, if any, might arise as a result of further changes in your policy and practice? _____

20 e. How do you think these problems will be resolved? _____

20 f. Are there any ways in which the agency can be of help? _____

21. From your viewpoint, what are the main problems in implementing non-discriminatory employment and upgrading procedures in your company? _____

21 a. What about your first line supervisors? What special problems have they face -- or are facing -- in implementing such procedures in your company? _____

If possible, copies of current union-management agreements for the particular company should accompany this questionnaire on its return.

THIS PAGE IS FOR INTERVIEWER'S COMMENTS ON THE INTERVIEW

Name of Agency _____

Interview # _____

STATISTICS FORM

- 1. Total number of employees (as of the last pay period) _____
- 2. Total number of Negro employees (as of the last pay period) _____
- 3. Total number of employees 12 months ago _____
- 4. Total number of Negro employees 12 months ago _____
- 5. Employment statistics as of period ending _____

6. OCCUPATIONAL CLASSIFICATIONS	PAY GRADE	MALE EMPLOYEES	FEMALE EMPLOYEES
		White Non-White	White Non-White

Managerial and Executives

Professionals

Technicians

Sales Workers

Office and Clerical

Craftsmen, Foremen and other skilled

Apprentices

Semi-skilled

Unskilled (other than maintenance)

Maintenance

7. To the best of your knowledge, approximately what per cent of all applicants have been accepted for employment in your company in the past 12 months? _____

STATISTICS FORM

8. In this period, approximately what per cent of all Negro applicants have been employed by your company? _____

9. To the best of your knowledge, is your company currently engaged in providing services or products for any unit or level of government?

Yes _____ No _____

If No

9 a. Have they provided such services or products in the past?
If so, when? _____

If Yes

9 b. With which levels of government? _____

9 c. Do you know approximately what per cent of the company's total business these contracts represent? _____

9 d. Do you get directives about employment of Negroes in connection with these contracts? Yes _____ No _____

9 e. In your opinion, how helpful have these directives been to you in implementing your employment policies? _____

Name of Agency _____ Interview # _____

INTERVIEW SCHEDULE FOR UNIONS

1. Name of Local Union _____
2. Address _____

3. Telephone Number _____
4. Name and address of President _____

5. Names of Business Agents _____

6. Name and address of International Union Headquarters _____

7. Regional area represented by Local Union _____

8. Name of person interviewed _____
9. Title _____
10. Date of Interview _____
11. What workers are represented by the local union? _____

POLICY AND PRACTICES

1. Has this local adopted a formal policy and procedures to assure that equal opportunity is given to all members without regard to race, color, religion, national origin or ancestry?
Yes _____ No _____

IF NO: 1a. Is this local covered by such a policy of the international union, trades council or other group of which it is a member? Yes _____ No _____

IF YES: 1b. Which one(s)? _____

(note: request a copy of the written policy statement if available)

(FOR BUILDING AND CONSTRUCTION UNIONS AND OTHER UNIONS OF SKILLED WORKERS, ask question 1c-1f inclusive)

1c. Does this policy cover applicants for membership? Yes _____
No _____

1d. Does this policy cover applicants for apprenticeship?
Yes _____ No _____

1e. Has this policy been communicated in writing to the entire membership? Yes _____ No _____

1f. To all recruitment sources? Yes _____ No _____

2. Do members of this local work on any jobs involving a contract with government? Yes _____ No _____

IF YES: 2a. With which level of government? (specify)

3. Does this local operate under terms of a collective bargaining agreement negotiated with an individual company or companies?
Yes _____ No _____

IF YES: 3a. Is a non-discrimination clause included in the agreement? Yes _____ No _____

IF YES: 3b. When was this clause first included? Year _____

4. Does this local operate under terms of a collective bargaining agreement negotiated with an employers' association or associations? Yes _____ No _____ (obtain copies of such agreements)

5 IF YES: 4a. Is a non-discrimination clause included in the agreement? Yes _____ No _____

IF YES: 4b. When was this clause first included? Year _____

RECRUITMENT

1. Does the employer ever call you when he needs workers?
Yes _____ No _____

IF YES: 1a. Is the local the only channel for job referral? Yes _____ No _____

1b. Is the local given the first chance to refer workers?
Yes _____ No _____

1c. Are your local referrals given equal consideration with others? Yes _____ No _____

1d. Are your referrals given equal consideration with others? Yes _____ No _____

1e. Is there an absence of regular referral activity?
Yes _____ No _____

2. Does the collective bargaining agreement specify any of the above referral procedures? Yes _____ No _____

Please explain _____

3. Approximately what proportion of the workers within your local's jurisdiction does the employer recruit through:

Union _____% Other sources _____%

IF THERE IS A SYSTEM OF REGULAR REFERRAL OF WORKERS THROUGH THE UNION LOCAL:

3a. On what basis or bases does the local decide which individuals to refer to a job? (explain) _____

(If not mentioned):

3b. Do you ever use any of the following as a basis for referral: (check all that apply) seniority _____; length of time unemployed _____; skill _____; Other _____ (please specify) _____

4. Does the local have a written policy covering referral practices? Yes _____ No _____ (if yes, obtain a copy of this policy).

5. In situations where the employer does part or all of his own recruiting, i.e., through sources other than the union, does your local attempt to influence his decision about hiring Negroes and other minority group persons? Yes _____ No _____

IF NO: What are some of the reasons that the union does not do this? _____

IF YES: 5a. Does this influence apply to company divisions, department, job classifications and lines of progression? Yes _____ No _____

IF YES: 5c. In which of these? (indicate all named) _____

6. Does the local union have any limited kind of membership?
Yes _____ No _____

IF YES: 6a. What kind is it? _____

(if not mentioned)

6b. Do you issue temporary work permits? Yes _____ NO _____

(if not mentioned)

6c. Do you have class "B" membership? Yes _____ No _____

IF YES: Please describe _____

7. Can limited membership in the local be changed to full membership? Yes _____ No _____

IF YES: Under what conditions can this be done? Please describe _____

8. How does limited membership affect:

a) job referrals? Describe _____

b) the individual's Rights within the local? Describe _____

FOR SKILLED TRADES ONLY (f other than skilled trades, skip to question 1, Seniority)

1. What skilled trade(s) is represented by the union? _____

2. Roughly what proportion of your members received their training: (give percentages)

- a. In other countries _____ %
 - b. Through trade and vocational schools _____ %
 - c. In the armed services _____ %
 - d. Through upgrading _____ %
 - e. Through an on-the-job training program _____ %
 - f. Apprenticeship _____ %
 - g. Other _____ %
(Which) _____
-

3. Where some workers have not had formal apprentice training or obtained journeyman status through up-grading or on-the-job training programs:

3a. What policies does the union have for admitting them as journeymen? Describe _____

(request written policy statement if available)

3b. Is any kind of test given to these people? Yes _____
No _____

IF NO: skip to question 3j.

3c. Is there a written test Yes _____ No _____ (request the name of the test or a copy or sample of the test)

3d. Is there a practical test of skill? Yes _____ No _____

3e. Who administers the test? Name and Address _____

3f. Who decides if the applicant has passed? Name and Address _____

3g. What is the basis or criteria for deciding on passing or failure? (Explain and obtain written policy if available)

3h. Is the test given to all non-apprenticed workers seeking journeyman status? Yes _____ No _____

3i. In the past, have there been any special circumstances when exceptions have been made? Yes _____ No _____ Explain _____

3j. Are there membership requirements other than testing for non-apprenticed applicants for journeyman? Yes _____ No _____

IF YES: 3k. Do these requirements (other than testing) apply to all non-apprenticed applicants? Yes _____ NO _____

3l. In the past, have there been any special circumstances under which exceptions have been made? Yes _____ No _____ Explain _____

4a. Are journeymen in good standing in other locals of your international union always accepted automatically when they apply to your local? Yes _____ No _____

IF NO: 4b. Please explain _____

5a. Is there a program for obtaining journeyman status through up-grading or on-the-job training? Yes _____ No _____

IF NO: skip to question #6

IF YES: 5b. What steps are required if an individual wants to take part in such a program? Explain _____

5c. What are the minimum requirements for those who want to take part in the up-grading or on-the-job training program? Explain _____

5d. Is any kind of test given? Yes _____ No _____

5e. Is there a written test? Yes _____ No _____

(if yes, request name of test or copy or sample of test)

5f. Is there a practical test? Yes _____ No _____

5g. Who administers the test? Name and Address _____

5h. Who decides if applicant has passed? Name and Address _____

5i. On what basis or criteria is a decision made for passing or failure? Explain (or obtain written policy statement if available) _____

5j. Is the test given to all applicants for the upgrading or on-the-job training program? Yes _____ No _____

5k. In the past, have there been any special circumstances where exceptions have been made? Yes _____ No _____
Explain _____

5l. How many years in the upgrading or on-the-job training program are required in order to obtain journeyman status? Number of years _____

5m. Do those who take part in this program suffer any initial reduction in pay? Yes _____ No _____ Sometimes _____
If Sometimes, explain _____

5n. Approximately what proportion of those in the upgrading or on-the-job training program are already making the full journeyman wage rate without yet being journeymen?
Give percentage _____%

APPRENTICESHIP

6a. Is there an apprenticeship program? Yes _____ No _____

IF NO: go to question 13.

IF YES: 6b. Who runs the apprentice program? check one

1. management _____
 2. labor _____
 3. Joint management-labor _____
 4. Other (please describe) _____
-

6c. Is the apprentice program registered with the U. S. Bureau of Apprenticeship Training? Yes _____ No _____

6d. Is it registered with any state agency? Yes _____
No _____. IF YES: with what agency? _____

6e. Is any unit of city or county government involved in the apprentice training program? Yes _____ No _____

6f. Who provides the classroom for instruction? specify _____

6g. Who provides the instructors for classroom sessions? specify _____

7a. What are the steps in the process of becoming an apprentice?

7b. What minimum requirements have been established for candidates for apprenticeship? (explain and/or get written policy statement if available) _____

(If not mentioned) What is the minimum amount of schooling required? Are there any requirements for special courses, etc.?

7c. Under what special circumstances have exceptions been made as to minimum requirements for candidates? Explain. _____

7d. How do most apprentice applicants get referred to you?

7e. Approximately what proportion are referred by friends and relatives who are members of the union? _____%

7f. Do those referrals to you by members of the local union get any preference? Yes _____ No _____

7g. Must a candidate for apprentice training have a promise of employment? Yes _____ No _____

7h. Is preference given to apprenticeship candidates who have a sponsor? Yes _____ No _____

7i. Who can serve as a sponsor for the applicant? _____

7j. Do you actively recruit apprentices? Yes _____ No _____

7k. IF YES: How do you go about doing this? _____

7l. Are openings for this training communicated to: (check all that apply)

State Employment Service _____	Private Schools _____
Private employment agencies _____	Trade Union Members _____
Newspapers _____	Contractors _____
Public Schools _____	Other (specify) _____

7m. What is the primary recruitment source for apprentice candidates?

7n. Do candidates for apprentice training take a written examination? Yes _____ No _____

Specify name of test or request copy. _____

7o. How often was the examination given during the last 12 months? _____

7p. Who administers the examination? Name and Address _____

7q. Who determines the passing score on the written test?
Title and Name _____

7r. Is an oral examination or interview conducted as a regular part of the selection procedure? Yes _____ No _____

7s. How many persons conduct this interview? _____

What are their titles? _____

7t. How often are applications for apprenticeship received and reviewed? (check only one)

1. Continually
2. At regular periods (specify _____)
3. Varies according to need

7u. How many applicants for apprentice training have you had in the last 12 months?

7v. Approximately what percent of these were accepted? _____%

7w. Approximately what proportion of applicants for such training were: Negro _____ Spanish-speaking _____ American Indian _____ Oriental _____

7x. Generally, how long do eligible candidates have to wait for training _____

7y. Do you have a waiting list now? Yes _____ No _____

IF YES: 7z. What is the date on the oldest application in your files? _____

(Request copy of apprenticeship application form)

7aa. Do you have problems in getting enough apprentice applicants? Yes _____ No _____

7bb. If yes, What do you think some of the reasons are? _____

7cc. Do you have the problem of finding enough applicants who qualify? Yes _____ No _____

7dd. Approximately what proportion of your apprentices have been dropping out before training is completed? _____%

7ee. What do you think are some of the reasons for the drop-outs? Describe _____

7ff. In your opinion, what could be done to increase the number of qualified applicants? _____

7gg. How might number of qualified minority group applicants be increased? _____

7hh. Name of local union representatives on Joint Apprentice Selection Committee: _____

8a. How many apprentices does the union have now? _____

8b. What is the ratio of apprentices to journeymen? _____

9. Approximately what proportion of the apprentices are
Negro _____ Spanish-speaking _____ American Indian _____
Oriental _____

10. Some unions are making special efforts to bring in Negroes and other minority group persons into apprentice training. Is your union doing anything like this? Yes _____ No _____

IF YES: Please describe _____

11. Does your union have any problems with employers in bringing Negroes and other minority group persons into apprentice training programs? Yes _____ No _____

IF YES: 11a. What kinds of problems? _____

12. What is the present job situation for members of your local, i.e., Is the demand for workers: (check one)

- very good
- pretty good
- mediocre
- poor
- very poor

12a. How do you think the job situation for your members will be over the next five years? (check one)

- very good
- pretty good
- mediocre
- poor
- very poor

13. Are you presently graduating enough apprentices to meet industry demand? Yes _____ No _____

IF NO: 13a. What are some of the reasons? _____

(If not mentioned)

13b. Is this due to dropping out due to retirement, death or otherwise leaving? Yes _____ No _____

13c. Are there any other reasons for the shortage of qualified workers? _____

13d. Have you any thought as to how the number of apprentices might be increased? Describe _____

SENIORITY - LAYOFF, RECALL, TRANSFER AND PROMOTIONS
(For industrial situations only)

For unskilled and semi-skilled workers (excluding skilled workers and white collar)

1. Does only plant-wide seniority apply in all cases of lay-off, recall, transfer and promotion? Yes _____ No _____

IF YES: Skip to question #9

IF NO: 1a. How does plant-wide seniority affect each of the following:

layoff _____

recall _____

transfer _____

promotion _____

2. Is there any seniority by line of progression? (A situation where workers move from less skilled to more skilled jobs in a single line of progression) Yes _____ No _____

IF YES: 2a. How does seniority by line of progression affect each of the following:

layoff _____

recall _____

transfer _____

promotion _____

3. Is there any seniority by department? Yes _____ No _____

IF YES: How does seniority by department affect each of the following

layoff _____

recall _____

transfer _____

promotion _____

4. Is there any seniority by job classification? Yes _____ NO _____

IF YES: 4a. How does seniority by job classification affect each of the following:

layoff _____

recall _____

transfer _____

promotion _____

5. Is some seniority determined on anything other than plant-wide experience, by line of progression, by department or by job classification? Yes _____ No _____ Explain _____

IF YES: 6a. How does this other way affect each of the following:

layoff _____

recall _____

transfer _____

promotion _____

7. Are there some classifications of workers, e.g., those with particular skills -- but not one of the regular skilled trades -- to whom different seniority rules apply? Yes ___ No ___

IF YES: explain _____

IF YES: 7a. To what classifications does this apply? _____

7b. How is seniority determined for these workers? _____

7c. How does seniority system affect each of the following:

layoff _____

recall _____

transfer _____

8. For skilled workers, with journeyman status, how is seniority determined for:

layoff _____

recall _____

transfer _____

9. For apprentices, how is seniority determined for :

layoff _____

recall _____

transfer _____

10. For purposes of layoff and recall, do skilled workers retain their seniority in previously held non-skilled jobs?

Yes _____ No _____ Explain _____

11. Do apprentices retain their seniority in previously held non-skilled jobs for purposes of layoff and recall? Yes ___ No ___

Describe _____

IF YES: 11a. Do they continue to accumulate seniority in their previously held non-skilled jobs for purposes of layoff and recall? Yes _____ No _____

Area wide or company-wide seniority

12. Is there a form of area-wide or company-wide seniority where a man in one plant of a company or in an area has rights in another plant of the company or in the area? For example, if an individual is laid off for lack of work in one plant must he be hired in another plant of the same company before newcomers? Yes _____ No _____ Explain _____

Promotions

13. Are jobs automatically posted for bidding? Yes _____ No _____

IF NO: 13a. What system do you use? Please describe

13b. Which of these criteria are used in promotion? (check one)

- seniority only
- ability only
- some combination of seniority and ability

13c. If both seniority and ability are used in determining promotions which one is the most important? (check one)

- ability
- seniority

(for example, does seniority only count where men are of equal ability. Or is the most senior man given the work for a probationary period to prove whether or not he can do the job?)

CIVIL RIGHTS (for all union respondents)

1. Has a complaint of discrimination ever been filed against your local with a Civil Rights Agency at any level of government? Yes _____ No _____

IF YES: 1a. Which agency or agencies were involved? _____

1b. What was the nature of the complaint? _____

1c. What was the disposition? _____

2. Do you feel that some employers discriminate? Yes ___ No ___

IF YES: 2b. How and why do they discriminate? _____

2c. In your opinion, is there some justification for this?
Yes _____ No _____

3. Do you feel that some trade unions discriminate? Yes ___ No ___

IF YES: 3a. How and why do they discriminate? _____

3b. Is there some justification for this? Yes _____ No _____