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CHAS. P. MESSICK, DIRECTOR

May 1, 1952

Honorable Arthur Malone
City Clerk
City Hall
Hoboken, New Jersey

Dear Sir:

Our organization has completed its studies of the personnel, its classification, organization, work habits and related matters as heretofore authorized and directed by the Board of City Commissioners. We are causing to be delivered to you five copies of our reports thereon for presentation to the Mayor and the members of the Board of City Commissioners. This report is in two volumes; the first containing the proposed revised classification of the City service, an explanatory statement of the classification process, a suggested draft ordinance, certain suggested rules and regulations and other discussions. The second volume contains a series of memoranda or reports in which are presented our observations on the work and particular problems of most of the divisions and agencies of the several City Departments together with a number of suggestions for improvements in organization and administration.

It is requested that you submit these reports to the Mayor and members of the Board of City Commissioners in due course for consideration.

Request is being made that a copy of these reports be turned over to you as a part of your official records.

Very truly yours,

Chas. P. Messick & Associates

Chas. P. Messick

Chas. P. Messick, President

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Organization Reports on a Study of the City of Hoboken

by

Chas. P. Messick and Associates
1605 West State Street
Trenton, New Jersey

May 1, 1952

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Organization Report #1

GENERAL APPRAISAL OF THE CITY SERVICES

In preparing a proposed classification plan, heretofore submitted, for the Hoboken City Service, based upon the work performed or expected to be performed and the responsibilities carried by the working forces of the City, it was necessary to examine in detail the organization of personnel and the operating procedures of the five major departments of the city government and their several sub-divisions. In the course of the classification studies, an appraisal was made of the number and kinds of positions now existing, of the need for these positions, and of the possibility of maintaining the present services or of improving them at the same or less cost to the City by changes in the numbers or kinds of positions and in the internal organization and operating procedures of the several operating units.

In this first of a series of brief reports dealing with these matters, it would seem to be helpful to call attention to the effective work being done in some of the departments and agencies as well as to the conditions found in others where it would appear that improvements can be made.

It is believed that administrative practices can be improved and total operating costs reduced by establishing a few new positions. More economies, however, can be realized by making some changes in existing organization and by improving the day to day supervision, thus making possible the discontinuous of a number of existing positions.

It should be said at the outset that Hoboken it not unusual among the cities of this state or of other states in its population group. Like other comparable municipalities, some of its services are well organized and effectively operated.

Some of its services are carried on at what may be considered an average level. Still others are maintained at a level which cannot be said to be satisfactory. The City, like many others, does not always get the maximum possible return for each tax dollar spent. But it has not loaded down its citizens with a maximum debt. Some of its essential services are carried on at a conservative cost and in a highly creditable way, and it has a considerable number of skilled employees who take pride in their work and who are zealously serving the people's interest. There is much to commend in the City government. But it can be made better, and moneys can be saved by extending the same or comparable practices and procedures which are now being applied in the most effective units.

An outstanding example of effective operation in the City government is the fire division of the Department of Public Safety. The fire hazards in Hoboken are considerably greater than in most cities of comparable size. The problems of maintaining adequate fire prevention and fire fighting strength are complicated by a crowded population, narrow streets, the types of buildings in a large proportion of the City, the extensive parking of automobiles on the streets for lack of adequate parking areas, and the peculiar hazards of the water front. The fire houses are old and far below present day standards. The equipment is not above average. Yet the fire losses, year after year, have been low when judged by the experience of other cities. It can be said, of course, that Hoboken has been lucky in that there have been no large and disastrous fires in recent years. But the prevention of fires and the effective extinguishing of those which do occur must be attributed in a considerable degree to the existence and effective operation of a well manned, well managed, and reasonably equipped fire unit. Both the management and the men of this unit of the City government deserve the approval and the appreciation of the people.

A second outstanding activity of the City of Hoboken is its recreation programs. The recreation activities carried on by the Recreation unit of the Department of Revenue and Finance by the Police Athletic League of the Department of Public Safety, and by the Board of Education, while not coordinated as well as they should be, provide healthful recreation outlets and activities for a very large proportion of the young people of the City and for a substantial number of older people. Those who have been responsible for this work have not permitted old buildings, limited equipment, and very inadequate playground space to discourage them. They have gone ahead with what they have so effectively that there has been built up an interest and participation that are unusual in scope and that do accomplish in very large measure the main social objectives for which recreation programs are intended. The incidence of juvenile delinquency in the City, as compared with that of other populous areas, is evidence of the value of Hoboken's recreational activities. The foregoing examples are not all that fall on the credit side of the City's activities. The cleanliness of the streets, considering the problems involved, is well above the average. The water and sewer systems are old and must be reconstructed for the most part in the not too distant future; yet pending the time when extensive rebuilding is undertaken, they are being maintained in usable condition with a surprisingly small number of day to day failures. The welfare load is being kept at the minimum or near it. A considerable part of the health services are on a creditable level. The percentage of delinquency in tax collections is noticeably low, and the official records of the City are unusually well maintained and are readily accessible to the public.

The centering of attention, in later reports in this series, on conditions in certain units which can and should be better should not be interpreted to mean that all - or most - of the City services are poorly handled. Rather these later reports should serve to emphasize the fact that in many respects the City government is now operating with reasonable effectiveness and that the responsible municipal officers are displaying a serious and continuing interest in discovering and correcting whatever weaknesses which may be found to exist.

Organization Report #2.

Relations with The New Jersey Civil Service Department

Whenever any local government in New Jersey adopts the Civil Service laws by referendum vote, such action sets up forthwith a partnership of interest and responsibility between the State Department of Civil Service and that particular local government. More than a hundred of these local governments have heretofore adopted the law and established this relationship. By such referendum the citizens of the local government make known to their own elective and appointive officers and employes that, thereafter, the personnel transactions of their government are to be handled jointly in the manner prescribed in the Civil Service law and rules by the officers and staff of the State Department of Civil Service and the officers of the local government. The Civil Service law and rules set forth in rather definite form the part each member of the partnership is to have in each personnel transaction. The quality and effectiveness of the end result as an instrument in the improvement of the municipal administration depends upon the success with which each party in interest is able to or does discharge its or their functions.

The State Department has no jurisdiction with respect to the small group of elective and appointive officers and a few of their immediate aids which make up the unclassified service other than to determine whether local appointments made within the unclassified service are within the statutory prescriptions. With respect to the classified service, however, which represents the great bulk of the working forces of the municipality and made up of the competitive, the non-competitive and labor divisions or classes, the State Department of Civil Service has a significant part in

nearly every personnel transaction. The determination of actual pay rates, pay scales and pay levels of local government employes is the responsibility of local officers but the statutes require that the State Department shall see to it that equity as among employes within groups and classes shall be generally maintained and that promotion, lay-off and other rights of employes involving pay and pay rates shall be respected.

When the referendum was adopted in 1946 setting up the partnership of interest and responsibility above referred to, the Department of Civil Service, the Board of City Commissioners, and the operating officers, began joint action which indicated their desire both to comply with the Civil Service law and to carry on the City's personnel operations in such a way as to observe sound personnel principles and to achieve the personnel objectives for which the law was designed.

The State Department made a good start in 1946 and 1947 by setting up procedures for handling payrolls and pay problems in which it has a part, by developing a classification plan for the city service, by determining the status and rights of individual officers and employes, and by providing for the reporting of personnel information needed by it in doing its share of the partnership work. The Hoboken officers used the classification plan as worked out in collaboration with the State Department as the basis for its pay plan, proceeded to submit the various personnel information and made changes in its payroll procedures to meet the needs of the State Department.

Personnel operations which deal with people and their individual interests and relationships are complex and difficult at best. They require frequent and continuing collaboration of the personnel technician, the

operating officers, the local government legislative body and often the employes. The State Department of Civil Service, by reason of its inadequate staff and its legal responsibilities to the state personnel problems and to the hundred and more local governments, has not been able to continue that closer relationship to the city government of Hoboken which characterized its earlier activities. In consequence it has been compelled to rely more and more upon written communications, letters, memoranda, written forms, telephone conversations, and occasional visits of departmental officers or staff representatives to confer with city officers, discuss local personnel problems and work out jointly reasonable solutions for such problems.

A fact, so frequently overlooked by appropriating and administrative bodies, is that the city's personnel or that of any sizable organization, public or private, is a living, changing thing. It requires constant and continuing attention. New positions are established to undertake new activities, old positions are changing and need to be modified or eliminated, changes are taking place in work programs, in organization and in operating proceedures, incumbents of positions come and go. Changes in economic and employment conditions raise new problems of pay, recruiting, separations and many others. All of these matters require trained staff and staff time on the part of the State Department of Civil Service to maintain the working relationships absolutely essential to achieve the personnel objectives both stated and implied in the civil service law and rules and required in effective personnel administration.

There is no doubt about the earnest desire of the State Department of Civil Service to discharge its full responsibility to the City of Hoboken as well as to each of the hundred and more other local governments which it is

required to serve under the law. It cannot render this service unless it is provided with adequate staff to do the job. That staff is not now available and despite the earnest representations of the Department it does not now appear that it will be in position to make adequate additions to its staff in the immediate future.

If it were possible, it would be particularly desirable for the State Department to send a staff member to Hoboken at frequent regular intervals, probably on an average of once a week, to go into current personnel matters with the legislative, administrative, and operating officers of the city and to work out with them the best solutions to these problems, both in compliance with the Civil Service requirements and with due consideration of the operating, financial and administrative factors involved. Out of these conferences would develop the needs for examinations to be held, the special problems to be met, further studies, if any, which should be made and numerous other related matters.

If it is not possible for the State Department to have a staff representative devote sufficient time as proposed, and this is likely to be the case for the reasons stated, it is proposed that the City delegate one of its own officers or employes to make a particular study of the Civil Service law and rules, and procedures thereunder, and to act as liaison officer between the various city departments and the State Department. This officer or employe should go to the Newark office of the Civil Service Department from time to time accompanied or not by the local department officer directly concerned in the particular matter as such officer may desire, and seek workable solutions and disposition of the numerous personnel problems and

transactions as they arise and at the time when decisions should be made. Such a plan of action would provide a means of clearing promptly the great volume of current transactions affecting the city's personnel and an informed local officer or employe through which most of these matters could be channeled, and whose responsibility it will be to see to it that these matters shall be attended to at the proper time and in the best possible way. Such a plan should not be regarded as a permanent substitute for visits by the State Department's staff on a more or less regular schedule but until that can be arranged, it appears that the suggested plan will be helpful and worthwhile.

Organization Report #3

THE FREE PUBLIC LIBRARY

A careful inspection of the Free Public Library has been made and its staff organization and work have been carefully considered. The Library building is old and not well adapted to the demands of modern library service. The book collection is large, in numbers of items included. The book collection, however, needs a comprehensive re-examination and obsolete and worn out items discarded and the useful part of the collection replenished with standard, up-to-date selections in practically all important fields.

The greater portion of the staff have had long service and most of them are elderly. They were first employed before educational standards for Free Public Library service had been very definitely established in many cities. While the present members of the staff are generally earnest workers, a number of them are not qualified to perform the duties to which they are assigned, in accordance with present library standards, by reason of this lack of specialized professional training and experience. Some of the workers should not be charged with this type of work because of advanced age or physical condition. The physical condition of the Library building makes it more difficult to provide adequate library service but it need not seriously impair the character and quality of such service. Satisfactory library service, however, is directly dependent upon the capacity and fitness of the library personnel.

The several changes in the Library building and the replacement and improvement of the book collection will require both time and substantial funds. The gradual replacement of library personnel likewise offers difficulties in

the employment, tenure and retirement rights of the present staff. Even aside from the substantial costs which are inevitably involved and which would add to the already heavy burdens of tax payers, the improvement of the library service in the city is essentially a long-range program. It is recommended that the steps already planned, some of which have already been accomplished, be continued as rapidly as possible until the city is equipped to provide and does provide a library service as effective and comprehensive as that furnished to the cities of comparable size in the state.

In furtherance of the projected improvements of Free Public Library service, it is proposed:

1. That a qualified librarian be appointed as promptly as possible to fill the vacancy caused by the recent retirement of the Librarian.

2. That the newly appointed librarian be authorized and directed to develop plans for the improvement of the Library and its service.

3. That the Librarian be authorized and directed to make or cause to be made a comprehensive examination of the existing book collection, with a view to the elimination of obsolete and unsuitable books, documents, papers and records no longer useful for city library purposes.

4. That the plan of retiring members of the staff as they reach age 70 be continued and that those of lesser age whose physical or other handicaps prevent them from giving acceptable service be retired or replaced.

5. That an advisory group of representative citizens be named by the Mayor and Director of Public Affairs to work with the qualified Librarian

in developing plans for building up the Library and its services to a satisfactory level and to acquaint the general public with the kinds of library service available and to encourage the wider use of the library facilities. The advisory citizen group should be especially valuable in working out with the Mayor the cost and proper scheduling of the library improvement program over a period of years as funds are and can be made available.

Organization Report # 4

CHILD HYGIENE WORK AND STAFF

Prepared by Chas. P. Messick and Associates

The Baby Welfare station is so operated as to provide a minimum of service at a maximum cost. According to the statement of the Clinic Physician-in-charge, the number of babies brought to the station, now housed in the school building at 7th and Adams Streets, is approximately ten a week and little or no home visiting is done. Yet, to provide this limited service, one Clinic Physician, five Clinic Attendants, and one Building Service Worker, with indicated total annual pay for the past fiscal year of $15,900 are employed.

To correct this situation, the following recommendations are made:

1. That the seven existing positions be discontinued and the incumbents retired, if they are eligible for retirement, otherwise that their jobs be discontinued and that they be laid off.

2. That the baby welfare work be placed under the City Health Officer and the Baby Welfare services be broadened and improved in the manner indicated below.

3. That two hour clinics be held three times a week except as operating experience shows the need for more or fewer clinics.

4. That the City Health Officer attend all clinic sessions and provide such medical services and advice as may be needed or, if this is not feasible or desirable, that a physician skilled in child hygiene work be employed and paid ten dollars for each two hour clinic session attended.

5. That a full time professionally trained child hygiene nurse be employed, to work under the supervision of the City Health Officer, and to be paid according to the same scale as the Public Health Nurses, to set up the clinics, assist the physician at clinic sessions, and, when not engaged in such clinic work to make home visits to give mothers and others such advice and assistance as they need.

6. That the present quarters be retained, at least for the present, and that arrangements be made with the Board of Education to take care of the cleaning and related work.

7. That arrangements be made with the Supervising Public Health Nurse, whose quarters are in the same school building, to take care of callers and telephone messages at such times as the clinics are not in session and the Child Hygiene Nurse is making home visits.

8. That energetic steps be taken to broaden the baby welfare services. Experience in other cities shows quite conclusively that the number of mothers needing and profiting from assistance and advice in the care of their babies is several times the number now aided in Hoboken.

Giving effect to these recommendations would reduce the present costs by approximately $10.000 a year and at the same time assure both better and broader baby welfare services.

Organization Report # 5

WELFARE WORK AND STAFF

Prepared by Chas. P. Messick and Associates.

In recent years effective steps have been taken to reduce operating costs in the welfare unit and to make the work more effective. There seems little doubt that most of the possible abuses have been discovered and eliminated. It is believed, however, that, with proper management, some further economies can be effected without impairing the welfare service. Specifically, these are as follows:

1. With the Welfare Director actively supervising and participating in the field work, and a case load ranging from approximately 65 to approximately 130, there seems to be no need for two case workers to do the investigating work. It is therefore recommended that one of the two case worker positions be discontinued and the incumbent laid off.

2. There seems no need for an office staff of three, in addition to the Director. One employee will be required to act as receptionist, interview callers, do the preliminary screening of those seeking public assistance, and help with the clerical work. It seems clear, however, that there is no real need for two additional clerical workers. It is therefore recommended that one of the two clerical positions be discontinued.

3. The hours of work of the Building Service Worker (reported to be eighteen hours a week) seem longer than necessary to take care of three rooms, and, in any case, the pay of $1720 a year, the rate being paid at the time this study was made, for such limited services is clearly excessive. Since

the quarters are in the school building at 524 Park Avenue, it should be possible to make arrangements with the Board of Education to do the cleaning and related work; if not, the handling of this work should be taken into account when the heating and cleaning work for city quarters in general is considered in the manner recommended in organization memorandum # 6.

Giving effect to these recommendations would mean economies of more than $9,000. a year without any impairment of the welfare services provided.

Organization Report #6

BUILDING MAINTENANCE AND CLEANING

Prepared by Chas. P. Messick and Associates

The working forces of the City of Hoboken are housed in a number of buildings scattered throughout the City. These include:

The City Hall.

Recreation Center #1.

Recreation Center #2.

The Public Library Building.

Public School Building #4 at 524 Park Avenue.

Public School Building #8 at Adams and 7th Streets.

The Streets Garage at 2nd and Jackson Streets.

The building at Newark and River Streets.

The bandstands and other structures in the parks.

7 Fire houses.

Nearly all of these buildings are relatively old but are well constructed. They do offer some problems in maintenance, renovation, and upkeep. But the refusal of the city administration to enter upon costly building and rebuilding projects is highly commendable. There will be required however, a carefully planned yet economical building maintenance and improvement program continuing over a period of years and designed to provide reasonably adequate housing facilities at a minimum cost. Such a program should be developed without delay and put into effect as promptly as possible. The easy way to approach a problem of this kind of course, is to point to the City's present accommodations and demand new buildings at once without regard to the cost or the financial, tax and economic considerations involved. And Hoboken, like many other

municipalities, has its advocates of this course within its official family and, no doubt, among its citizens. There is no denying the fact that it would be gratifying to have new quarters all around but the City of Hoboken, like many other municipalities has a high tax rate. And it is faced with extensive and costly improvements in its sewer, water, and to a lesser extent its streets and highways, which cannot be delayed indefinitely. To the provident observer it seems clear that the City of Hoboken does not at this time require a new building program which it can ill afford, as a prime essential to good public administration. It does need, however, a systematic renovation and improvement program which will not tax its resources too heavily and which will prove reasonably adequate.

The function of maintaining and cleaning the City's buildings is assigned to the Department of Public Affairs. The Department is presently following in the main, the plan of assigning cleaning personnel to the several public buildings, even though they may be occupied and used by other departments and agencies. This policy is frequently advocated and followed in public buildings maintenance. Such a plan is both sound and essential in populous governments using large buildings but it is not adapted to a city of the size of Hoboken, which houses its workers in numerous widely scattered small buildings and parts of buildings. Under this plan supervision is difficult, the cost is high, and economies in both cost and personnel ~~is~~ are difficult. The best way to assure cleaning and housekeeping work here at the best possible level is to make this function a direct part of the responsibility of the department, division, or unit supervisor whose staff uses the building. Even though workers are assigned or employment authorized, as workers are required by a single department, the workers themselves should be responsible to the supervisory authority using the building. For example, the Librarian should have direct authority in matters

of assignment, attendance, and discipline over the maintenance and service workers required in the library building. The recreation authorities should exercise like authority over this class of workers in the recreation centers. The ranking officer in the several fire houses should direct the cleaning and maintenance personnel in the fire houses. And so on. This proposed procedure will resolve problems of jurisdiction, authority, discipline, and the like which now exist and will make for better and more satisfactory work. And some funds can be saved for other purposes.

It is proposed:

1. That a competent supervisor of building maintenance, preferably an engineer and certainly with engineering and building knowledge and experience, be employed to develop and direct a carefully designed building maintenance program for all structures used by the City. When such a program is approved by the Director of the Department, the Supervisor of Building Maintenance should be responsible for implementing and directing it. The Supervisor of Building Maintenance should set up work standards and see that they are observed; determine the kind and number of maintenance, heating, and cleaning positions and the hours of work; see that reasonable standards of workmanship, industry, attendance, and output are observed; confer and cooperate with the appropriate supervisory officers or employees responsible for the activities in and use of the several buildings or parts of buildings; and give such technical aid and counsel as may be needed. With the exceptions noted below he should not undertake to direct the day to day activities of the workers themselves.

2. That the principal part of the cleaning work in the City Hall be done by Building Service Workers (women) employed on a full time basis,

thereby reducing the present part time cleaning forces by about half; that these workers be assigned hours from say, 4:00 P.M. to 10:00 P.M. with a half hour off for lunch and rest on week days; that, under the direct supervision of a Supervising Building Service Worker reporting to the Supervisor of Building Maintenance they handle all of the cleaning work in the building except that in cell block where prisoners are kept or in any additional restricted area on the basement floor as may be determined by the Police Chief from time to time.

3. That the present force of Firemen and Helpers report directly to the Supervisor of Building Maintenance and that it be a part of their assigned duties to assist with cleaning work, with minor maintenance work, and with moving furniture and equipment requiring immediate attention.

4. That there be designated in the City Hall one Elevator Operator position and one Building Maintenance Worker position, with the incumbents reporting directly to the Supervisor of Building Maintenance; that the Elevator Operator be given one hour off daily for lunch; and that the Building Maintenance Worker relieve him during the lunch period and at other times in emergencies. Both the Elevator Operator and the Building Maintenance Worker should be required to wear a distinctive but inexpensive uniform or symbol.

5. That the prisoners be required to keep the cell block clean, with the Firemen and Helpers and the Building Maintenance Worker doing any additional cleaning or other work which cannot be done by the Doorman or by the prisoners under his charge.

6. That the three Building Service Worker positions in Recreation Center #1 be discontinued since the services performed have not met the needs at the Center; that one Building Service Worker be retained at Recreation

#2; that the Superintendent of Recreation be authorized to select, with the approval of the Supervisor of Building Maintenance and his appointing authority, the cleaning and maintenance workers required and to assign and direct these workers; and that the Supervisor of Building Maintenance limit his functions in the recreation unit to working out with the Superintendent of Recreation the size and kind of cleaning and maintenance staff required, reasonable work standards, and procedures for obtaining observance thereof, and providing technical counsel and advice on cleaning and maintenance problems and personnel.

7. That in the library building there be employed two Firemen and Helpers, reporting directly to the Librarian, to operate the heating plant, take care of cleaning of the quarters (not of the book collection), do minor maintenance work, and move furniture and heavy objects, and that the two Building Maintenance Worker positions be discontinued. The functions of the Supervisor of Building Maintenance should be the same as in the recreation unit (see paragraph 6 above) except that he should have direct charge of all except minor building maintenance work.

8. That as to the agencies housed in school buildings, where a Building Service Worker is now employed (the baby welfare station, the public health nursing unit, and the welfare unit), the employment of any Building Service Worker be discontinued and arrangements be made with the Board of Education to take care of the cleaning work just as it now takes care of the building maintenacne and heating work.

9. That as to the garages, the present building maintenance, heating, and cleaning arrangements be continued but that the Supervisor of Building Maintenanne be authorized and directed to confer with the supervisory officers,

to give them technical counsel and advice, and to report to the Director concerned any unsatisfactory or hazardous conditions he finds which are not remedied, along with his recommendations as to the best method of correcting or eliminating them.

10. That as to the fire stations, it be made the duty of the several commanding officers to see that the work and living quarters are maintained in a clean, sanitary, and orderly condition and that they are suitably heated, and that the Supervisor of Building Maintenance be authorized and directed to collaborate with the Fire Chief and his Assistants in planning and carrying on current building maintenance and repair work.

11. That a plan for the systematic and orderly renovation and improvement of City properties housing the several municipal agencies and their staffs be developed and that funds be provided annually for this work for some years to come. In this program careful effort should be made to take up the several projects in the order of need. The first project may well be the renovation of the basement quarters of the City Hall used for police purposes; the second, the renovation of the library building; third, the improvement of the first, second, and third floors of the City Hall. Some minor repairs and changes, the substitution of lively colored paints for the dull, light absorbing colors now in use, and a generous and continuous use of soap and water will brighten up the whole structure as well as lift the morale and spirits of those who spend their working hours in the building.

The moneys saved by the adoption of the several proposals listed in this report will go a long way toward meeting the annual expenditures required in this renovation program.

Giving effect to these several recommendations would mean the discontinuance of a number of positions, the establishment of a few new positions,

and the providing of additional materials and supplies needed for building repairs, refinishing, renovating, and minor alterations. The net annual saving would be between $10,000 and $25,000. More important than the reduction in financial costs, however, would be the separation from the municipal payroll of unproductive and unnecessary employees and the marked improvement in the building maintenance, heating, and cleaning services.

Organization Report #7

AMBULANCE SERVICES

Prepared by Chas. P. Messick and Associates

Between $15,000 and $20,000 a year of the funds appropriated for police purposes are spent in providing ambulance services for the City. Three Patrolmen, paid $3800 a year each, and one Patrolman, paid $3300 a year, serve as Ambulance Driver; in addition, the cost of servicing, repairing, and maintaining the ambulance used comes from police funds.

There is no doubt the City should have ambulance services. Such services, however, should be provided by the hospital to which the City contributes funds. The hospital should employ and direct the employees required. It is not the best use of police manpower to assign Patrolmen, with their pay based upon the doing of responsible police work, to the driving of an ambulance or of acting as an ambulance attendant.

It is suggested, therefore, that arrangements be made with the hospital, receiving a grant of City funds, to take over the operation of the ambulance; that qualified ambulance drivers be employed at rates of pay based upon this type of work rather than upon police patrol work; and that the hospital make arrangements for an interne or other medical officer to accompany the ambulance on its runs.

Organization Report #8

STREET MAINTENANCE AND CLEANING

The streets of Hoboken are, in the main, kept in reasonably good condition for use by automobiles, trucks, and other types of street traffic and as compared with the streets in other municipalities, the city's street cleaning forces do well in keeping the streets free of trash, litter, and other types of refuse. It is essential of course that the streets be kept usable and clean. Constant effort should be made to better present conditions and, if possible, to reduce operating costs. To help in the achievement of these ends, the three following suggestions are made:

1. The street maintenance crew is so organized and supervised as to take care of ordinary street repairs and maintenance. But, as in the case in many other municipalities, taking care of the day to day repairs as necessities arise is not enough; there is need, now, for the city to look toward the replacement of some of the old paving and other betterments. In addition, the street maintenance supervisory officers badly need technical engineering help, advice and counsel. It is neither long time nor short time economy to require the present operating officers, competent as they may be, to handle the technical engineering problems they face almost every day without technical engineering assistance. In organization report #11 it is pointed out how the needed engineering services can be provided at the lowest possible cost.

2. As has been pointed out, the City streets are well above the average as to cleanliness, despite the difficulties imposed by close and prolonged parking, difficult traffic conditions, and other factors. The present method of relying entirely on hand labor for the street sweeping and related work, does,

however, impose high costs which can be reduced. The extensive parking of automobiles on the streets, night and day, makes necessary the use of hand labor to a greater degree than is the case in other municipalities. Nevertheless there is a place for motor equipment in this work in Hoboken. Repeated observation of street conditions leads to the definite conclusion that one mechanical broom could be used to good advantage. There are many stretches of streets where it could be used very effectively and in numerous other places it could be used in parts of blocks to sweep along the curbs and to pick up the refuse swept from under and around parked automobiles, thereby saving much of the slow and expensive hand work now involved. It is believed that the proper and maximum use of a mechanical broom would make it possible to discontinue at least ten of the existing Street Sweeper positions. It is suggested that a mechanical broom be purchased; that it be used wherever traffic and parking conditions are such as to make possible effective mechanical operations; and that, as Street Sweeper positions become vacant, they be not filled until the number of hand sweepers is reduced by at least ten and probaby by more.

3. The present practice of having a Laborer-Driver and one other employee (a helper) accompany each loaded truck to the dump is wasteful of manpower. It is a well established street cleaning procedure to have a Laborer-Driver only to take the loaded truck to the dump and to return it to the place where it is needed for the next load. There are some difficulties, to be sure, in providing profitable employment for the helpers needed in loading the truck while the truck is going to and from the dump. Conditions in Hoboken, however, tend to make this task relatively easy. These helpers can be given designated sections of the streets to sweep while the truck is making the trip

to and from the dump, and can perform various other related tasks. If the Laborer-Driver needs assistance in dumping the truck - normally he does not - then one man may be stationed at the dump to help unload all trucks instead of having a helper ride each truck on each trip. This method of using the helpers would make possible a further reduction of two, three, or four in the number of Street Sweepers.

Organization Report #9

POLICE AND FIRE PERSONNEL

Prepared by Chas. P. Messick and Associates

The police services of the City of Hoboken should be such as to provide, as far as is reasonably possible, the various kinds of assistance to the law-abiding residents of the City essential to their safety and well-being, to prevent, as far as is reasonably possible, the commission of crime, to apprehend criminals and disturbers of the peace, and to apprehend and deal effectively with those who commit unlawful acts. Likewise, the fire services of the City should be such as to prevent, as far as is reasonably possible, the occurence of fires and to deal promptly and effectively with those fires which do occur.

Few, if any, citizens will question these basic standards. There is, however, wide differences of opinion, informed and uninformed, as to the numbers actually required and the most effective organization of the personnel in these two important divisions or units of the City government. While a number of people may be found who are willing to prepare paper plans designed to prove that the uniformed divisions are undermanned or overmanned, depending upon their point of view, it should be obvious that there are no unmistakable and absolute answers to these questions applicable to all municipalities and to the varying conditions existing therein. By experience and experimentation, by comparison with comparable jurisdictions elsewhere, and with the various projected standards of numbers and costs and by constant administrative effort, the best decisions so far as the City of Hoboken is concerned may be determined. The public has a right to expect that the City authorities charged with the administration of the uniformed forces will organize these forces so as to assure the best possible results,

that they will utilize such forces as they now have to the best advantage and that they will insist upon and maintain satisfactory levels of discipline and conduct among the personnel under their command.

The voters of the City have recently adopted a shortened work week for the uniformed forces. This action is in accord with present trends, but these same voters and taxpayers must not lose sight of the fact that this action is theirs and not that of their elected officials and that it means more patrolemen and more firemen to cover the posts and do the job heretofore done under the old working hours. While it appears that improvements may be made in the better utilization and assignment of police and fire personnel, the old talk of overmanning is no longer applicable. The task under these changed hours of duty and improvements in the service which was already underway is to carry out faithfully the mandate of the people and to do this with as few additions to the personnel as possible and to keep the increased costs involved at a minimum.

After rather close observation over a considerable period, Chas. P. Messick and Associates have no hesitancy in saying that it is believed that the Director of Public Safety and his responsible assistants in the uniformed divisions are working constructively and with no little success to meet the various problems involved in the shortened work week, in the better utilization of personnel and in desirable improvements in administration and administrative procedures.

By reason of the key importance of the police and fire services to the City and the complicated problems involved in the change over to the shortened work week in these divisions a careful study of the personnel problems under

these changes has been made, the following proposals are offered for the consideration of the Board of Commissioners and the taxpayers and citizens generally:

1. That any and all members of the uniformed police and fire units or divisions unable, becuase of physical or other infirmaties, to perform effectively the duties implied in his title, be retired, or, if ~~he~~ any member should not be eligible for retirement, that he be shifted to a lighter assignment, if such is available, in which he can do work that must be done and be paid accordingly. Police and fire fighting work calls for physical strength and stamina. A member of these forces unable to perform his duites when the occasion arises represents not only a hazard to himself but to his fellow members of the force and to the public. This is a risk that neither the individual, his fellow workers, the directing authorities, nor the public can afford to take. The police and fire retirement systems with their broad coverage were designed to take care of cases of this type and should be so used.

2. That in both the police and fire divisions the assignment of members of the uniformed forces to clerical or other out of title duties be discontinued, that such positions be filled by "civilian" appointees, and that the reassignment of uniformed men to the regular duties under their title and the filling of the vacancies resulting ~~be filled~~ by "civilian" appointees be undertaken as promptly as possible. In both divisions a limited number of officers and members of the uniformed forces have been performing the work of mechanics and mechanical repairman in maintaining the departmental motor and other equipment. It is proposed that these men continue in their present

assignments as has been approved under Civil Service regulations and that they be continued in their present rank and status in the uniformed forces but that they look to the completion of their service, promotion and salary adjustment in the mechanical group or unit and not in the uniformed ranks and that hereafter appointments as mechanics and mechanical repairmen as required be made from appropriate eligible lists under these or comparable titles. In the classification report separately submitted, it is proposed to set up such "civilian" classes as Police Telephone Operator, Police Radio Dispatcher, Ambulance Driver, Fire Apparatus Dispatcher and Telephone Operator, Secretary to the Police Chief and Senior Clerk, to be paid in accordance with the pay scales established for such services and not those for patrolman and fireman.

The changes herein proposed, will be in keeping with the Civil Service laws which require that employees shall not be employed out of title, should assure better service in that appointed to these titles will have the basic skills for the work at the outset; should result in some savings and the elimination of pay inequities as they affect the incumbents of these Classes.

3. That as part of the determination of the minimum required number of uniformed firemen under the shortened work week careful study be made of the urgent request of the Chief for an additional man for each major piece of apparatus in order that it may be fully and effectively at fires. There is merit in the contention since it is both poor economy and poor administration to maintain a piece of fire fighting apparatus throughout the year and have it undermanned by one when it is actually at work at a fire and therefore not fully effective. Fire losses in Hoboken have been low in recent years but the types and kinds of buildings, the crowded conditions and the industrial and water fron fire fighting and fire prevention problems constitute fire risks

and fire prevention needs which must not be ignored. Aside from the question of increasing the personnel of some or all of the fire companies, it is believed that two men should be added to fire prevention work.

4. That steps be taken, as soon as possible, to assure the employment of the proper number of qualified police officers to do the work they are employed and paid to do. After careful analysis of the personnel problems of the Department, in collaboration with the Director and Deputy Director of Public Safety, it appears that the number of non-supervisory officers and employees needed to handle the police work properly with a forty hour week, with provision for annual and sick leaves, and with police services provided throughout every hour of the day and night all of the time, are as follows:

To man the 16 established posts - 80 Patrolmen

To do the motorcycle work - 4 Patrolmen

To man the two patrol cars - 12 Patrolmen

To take care of the water front work - 5 Patrolmen

To provide payroll protection - 2 Patrolmen

To handle the custodial and related court work - 2 Patrolmen

To act as doorman - 3 Patrolmen

To handle the criminal investigation work - 18 Patrolmen

To handle the missing persons work - 2 Patrolmen

To handle the fingerprinting, photographic, and related identification work - 3 Police Identification Officers

To handle the dispatching of radio cars - 5 Police Radio Dispatchers

To handle the telephone work at headquarters - 5 Police telephone Operators

To provide "civilian" protection for children going to and from school - 28 part time, part year School Traffic Officers

To handle the School Safety Patrol Work - 1 Supervisor

To handle the Police Athletic League Work - (1 Supervisor
(1 Assistant
(1 Maintenacne Man

To handle police matters affecting women and children - 1 Policewoman

To handle medical and related work - 1 part time Police and Fire Surgeon

To provide religious services - 1 part time Chaplain

To handle certain secretarial, stenographic, and clerical work - 1 Senior Clerk-Stenographer

In addition, four Ambulance Drivers are needed; they are not listed above as it is recommended in Organization Report #7 that providing the ambulance services be done by the hospital to which the City makes a grant of funds. As has been pointed out above, that only the duties of positions for which the titles Patrolman, Policewoman, and Identification Officer are used involve technical field or office police work of a unsupervisory character; the other positions required in the Division should be filled by "civilian" employees possessing the needed clerical, medical, or other skills. Getting the officers presently having the title Patrolmen back to the technical police work they are employed and paid to do, and finding, employing, and training the "civilians" who should take their places will take time and involve many personnel and operating adjustments. It will take time, too, to find, induct, and train the 28 School Traffic Officers needed to relieve the equivalent of 16 full time Patrolmen of their present school traffic work. The observance of the forty hour week, the providing of needed police services, the transfer of trained police officers from "civilian" to technical police work, and the keeping of police costs at the lowest possible level all require that the changes indicated by effected as soon as possible.

Providing police services 168 hours a week with a forty hour work week, with provision for annual and sick leaves, requires some additions to the

present force of supervisory officers. A careful anaylsis of the situation indicated the following ~~needs~~ supervisory officers to fully man the Department:

18 Police Sergeants

10 Police Lieutenants

5 Police Captains

1 Police Chief

1 Supervising Police Identification Officer

5. That the building inspection and oil burner inspection work be transferred from the Department of Public Safety to the engineering unit proposed in Organization Report #11.

6. That efforts be made to make known to residents, taxpayers, business and civic organizations, the press, and others, ~~using every legitimate device~~, the steps being taken to utilize effectively the police and fire personnel and the necessity of a larger personnel than most envision in order to maintain needed police and fire services, to give practical effect to the forty and fifty-six hour work weeks, and to grant the police and fire officers the annual and sick leaves provided by law and civil service rules.

Organization Report #10

PARK SERVICES

Prepared by Chas. P. Messick and Associates

The three public parks constituting the City park system - Church Square Park, Hudson Square Park, and Elysian Park - are fairly well maintained and are extensively used by the public. The cost of the services provided, however, is clearly excessive, and, in some respects, these services fall short of what is desirable and feasible. The following changes are recommended with the ends in view of reducing operating costs, and, at the same time, of improving and extending the services:

1. That two of the office positions be discontinued. There is no planning, record keeping, or other office work justifying the employment, in addition to the Director and the Deputy Director, of an administrative clerk, a clerk, and an assigned laborer who reports that he spends approximately a fourth of his time in the office.

2. That in each of the three parks one of the present Park Laborers be designated as Park Caretaker and be assigned to do the park work and that the other existing Park Laborer positions be discontinued. This would mean the discontinuance of four positions whose incumbents are now assigned to Church Square Park and of six positions whose incumbents are now assigned to the other two parks.

3. That a roving or floating gang be organized, consisting of a Park Foreman, who should also drive the truck, of one Park Laborer, and either of a Tree Trimmer or of an additional Park Laborer. There is no doubt of the need for a Tree Trimmer who is in good physical condition, agile, and skilled in the trimming of large trees and in their shaping and care. The limited amount of such work and employment conditions, however, are such that it may be desirable

and economical to employ a part time Tree Trimmer to work at the times such an employee is needed. In any case, this roving or floating gang should aid the three Park Caretakers by doing the main part of the planting, transplanting, tree trimming, and other work calling for the services of more than one person at a time.

4. That two Park Watchmen be employed with separate tour of duty, to cover the hours the Park Caretakers are not on duty. Their duty should be to travel from park to park to note conditions, to prevent vandalism, to deal with those inclined to destroy or damage park property, and, in general, to maintain good order and assure safety.

5. That the Park Caretakers and the Park Watchmen wear, while on duty, distinctive but inexpensive uniforms or emblems and that arrangements be made with the police authorities to give them police powers.

Giving effect to these recommendations, would, at one and the same time, improve to an appreciable degree the park services and reduce operating costs by approximately $15,000 a year.

CITY CLERK'S
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Organization Report # 11

THE ENGINEERING AND RELATED SERVICES OF THE CITY

Prepared by Chas. P. Messick and Associates

The City of Hoboken is faced with a number of important engineering problems and there are more to come a little later. It is yet following what seems to have been a long established policy of keeping its own engineering work at a low minimum. It is proposed that the City now take the necessary steps to widen and intensify its engineering services.

The City streets are in reasonably good condition, as compared with those of other cities, but more street construction rather than less must be planned for and undertaken in the near future. The public buildings are nearly all old; a carefully designed program of renovation and repair over a period of years will put these buildings into serviceable condition and make it possible to postpone expensive new building projects. Both the sewer and water systems will require, in the near future, extensive as well as expensive reconstruction and improvements, while the maintenance problems of these utilities become more and more exacting.

The City Engineer is also the Building Inspector. The inspection work is apparently regarded as his principal assignment. He reports that his inspection duties require the greater part of his working time and he receives about two-thirds of his total pay for his inspecting services. It is reported that his engineering services are confined almost enitrely to new construction projects. In his combined duties as Building Inspector and City Engineer, he is assisted by an Oil Burner Inspector and an Engineering Aid. There is no

regularly assigned clerical help to meet callers, answer telephone calls, maintain records, and do the miscellaneous clerical, typing, and stenographic work involved in handling necessary correspondence and preparing plans and specifications. Aside from a borrowed clerical helper now and then, the routine office work must be done by the City Engineer and his two aids at the expense of the technical work which should receive their full time.

Notwithstanding the obvious lack of technical engineering supervision, the maintenance of the streets, the sewer system, and the water system has been well done under the direction of competent and industrious foremen. The maintenance of buildings has been handled in recent years on a very limited basis. But these accomplishments, creditable as they are, must not beaccepted as an indication that no changes are needed. The sewer and water systems are seemingly maintained on an emergency basis and keeping them working taxes both the ingenuity and the efforts of the foremen in charge. It is easy to demonstrate that the City needs and must have a great deal more technical engineering help in the maintenance and improvement of the physical properties which are vital to the well being of the community.

It is neither real economy nor good policy to continue these conditions. The proper steps ought to be taken now to avoid much larger expenditures later on and to prevent breakdowns, particularly in the sewer and water systems, which would be serious to the City's industry and its people. It is suggested, therefore, that, as a beginning, an engineering unit be set up staffed as follows:

1. A City Engineer to devote his full time to the engineering work of the City. His duties should include a continuing study of

the engineering and related problems involved in maintaining and rebuilding the sewer system, the water system, the public streets, and the public buildings which house the City's administrative and other activities; the preparation of plans and specifications for new work and for extensive alterations as projected and authorized; the inspection of such work done under contract; general supervision and direction of all maintenance and construction work undertaken; and the supervision of the engineering staff.

2. The separation of the duties of the Building Inspector from those of the City Engineer, except as to general supervision of the work, and the appointment of a full time, qualified Building Inspector, preferably with some engineering training and experience, to do both the building inspection work and that now done by the Oil Burner Inspector.

3. A full time, qualified Construction Foreman and Inspector, preferably with some engineering training and experience, to assist in the development of maintenance and repair programs and in the preparation of plans and specifications as they are needed therefor; to lay out and direct the work done by City forces; to assist in preparing plans and specifications for new or other work to be done by contract; to inspect all such work to insure compliance with such plans and specifications; and, as time permits, to assist in the drafting and related work.

4. A full time , qualified Engineering Draftsman to prepare the maps, charts, and other drawings required for current use and to do other drafting work needed to provide up to date essential engineering and operating data and information.

5. A full, time, qualified Clerk Stenographer to receive callers,

give out information, keep the records and files of the unit, take the dictation of the City Engineer and his assistants, do typing and related work, and perform other miscellaneous clerical duties in the engineering unit as required. The proposals as to the employment of a Clerk Stenographer are made on the definite assumption that the City Engineer and his several assistants should discontinue the clerical work which they have been doing; a trained clerical worker will do it better and at less cost.

If an engineering unit following the lines herein proposed is established, it would appear that it should be attached to the Department of Revenue and Finance as now organized. It should be clearly understood, however, that the responsibility of the engineering unit should extend to all departments when engineering work, assistance, and counsel are required, and that the engineering unit is intended to and must serve the whole City government.

Organization Report #12

ACCOUNTING, BUDGETING, PERSONNEL, PAYROLL, PURCHASING OPERATIONS

Prepared by Chas. P. Messick and Associates

In any sizable organization, either in business or government, there are certain "housekeeping" activities which are necessary to keep the unit or organization going. These activities include: a system of accounts; the preparation, adoption, and execution of the budget; the handling of the several kinds of personnel transactions; the making of provision for and the payment of officers and employees for services rendered which involve the recording of hours of work and attendance; the requisitioning, purchase, receiving, storing, issuing, and safeguarding of supplies, materials, and equipment; the housing of the operating units and agencies; and the determination of legal procedures required in handling these varied transactions within the framework of the legal prescriptions authorizing the whole undertaking. In some manner, formally or informally, each of these several matters must be looked after and provided for. To some extent these various operations are usually centralized and systematized. To the degree that they are not, administrative and supervisory officers and employees must devise ways and means of handling the matters arising in their respective units on a day to day basis.

The City of Hoboken, as is the case with so many other organizations, both public and private, follows various procedures in taking care of its activities coming under the foregoing classifications. A separate unit has been established to handle legal operations after the general pattern followed in New Jersey and other states. The authority for prescribing, supervising, and maintaining the City's accounts and bookkeeping records is centralized in part only. The accounting system itself is complex. The budget operations in theory follow the usual pattern but they should be im-

proved and unnecessary delays eliminated. The purchasing functions, important as they are, are scattered throughout the several departments and even though the departmental officers should discharge their duties in these matters with extreme care individual or departmental purchasing is always at a disadvantage as compared with central purchasing effectively done. The housing of the City agencies poses more than ordinary difficulty as pointed out in organization report number 6.

It is hoped that the following observations and suggestions dealing with some of these problems may be helpful.

Accounts and Records: The City's system of financial records and of making current and post audits of financial transactions is cumbersome and relatively expensive. There is need, to be sure, for the prescription of systems of accounts; for the supervision of their operation to make sure that the established prescriptions are properly observed; for the handling of current financial transactions; and for the independent post audit of financial transactions. Under present procedures in Hoboken this series of operations is broken up into three instead of two main activities or parts usually prevailing. The sound principle, and the one widely observed, is to vest in one financial unit the determination and prescription of accounts within the provisions of the statutes and good practice, the supervision and the handling of current financial operations, and an annual or other audit by an independent auditor, or auditing agency, outside the city government reporting his or its findings to the governing body. Hoboken has an auditor and comptroller who seems to act independently, a chief or City accountant in the Department of Revenue and Finance, and employs an independent auditing and accounting organization to make the annual post

audit and report. The auditor and comptroller apparently prescribes the system of accounts, is expected to supervise its operation, and makes a current pre-audit of all proposals for expenditure before payment can be made. He has no staff and his office is separate and apart from the financial division. The chief or City accountant maintains the accounting system and records or sees that financial transactions are recorded and payments made.

The present division of authority is within the statutes. It would be difficult to maintain that it is advisable or necessary. If it is to be maintained, the auditor and comptroller should be a part of the financial and accounting staff and have a directing and active part in the daily operations. It is common practice in New Jersey for the Director of Revenue and Finance to assume the functions of a comptroller, a plan entirely adequate for a city of the size of Hoboken.

Budgeting: In the matter of budget making and budget procedure each department struggles with its own budget needs. There is no central point or single officer to which or to whom the departmental budget problems and request come eventually for study, analysis, and for the development of a proposed overall budget policy. Some officer or employee should be designated budget officer. It would be a good investment if a new office were created under this title. It would seem more logical in a city the size of Hoboken, however, to assign these duties to some officer or employee in the Accounting Division, as the duties involved in the preparation and supervision of the annual spending program or budget are so intimately related to the accounting work that it would be difficult to separate the two activities.

If the City should designate a budget officer, it would be in order for each of the five departments to prepare as at present its tentative department budget but only after the budget officer has furnished the Board of Commissioners with a statement of the City's financial condition, its prospective moneys available for the ensuing year, and after in consideration of these data the Board acting as a body prescribes a tentative general policy. This preliminary work should be done early enough in September or October to permit the departmental authorities to prepare and submit and the budget officer to analyze the work and spending programs urged by the several departments and present his findings and suggested budget policies for the succeeding year to the Board before the serious work of budget preparation begins.

It may well be that some of the heads of operating units at this point will want to urge additional activities, the expansion of some present activities even though such matters are beyond the general policies earlier established, the curtailment of other activities, and for different emphasis upon yet other projects. Such proposals are to be expected. They are entirely proper for in this way our democratic system functions. With the financial and other facts before it, with general policies laid down on the basis of these facts, and with the responsibility of assembling, analyzing, and presenting these facts at the proper time the business of budget making for the City will be taken out of the grab-bag, competetive procedure too often followed in our governments at all levels. Some such procedure as this will add emphasis also to the fact that budget making is a single undertaking for the whole City and not a struggle for funds as between and among the several officials, departments, and agencies.

All of the steps here indicated including the fixing of tentative general

policies, the study and review of departmental budgets in the light of these policies, the necessary study and analysis, and the making of final decisions should, and must, be undertaken early enough in the closing year and upon a time schedule that will bring to completion the budget preparation by the end of the preceeding year or at the very beginning of the new budget year if the full advantages of careful budget making are to be realized. While the statutes provide a grace period for the completion and adoption of the budget, this authorized delay ought to be regarded as, at most, a concession to the very human inclination to put off difficult decisions rather than as an actual necessity. The budget should be completed by the beginning of the spending year. It can be done without hardship and without placing undue burdens upon anybody. The main requirement is that the work shall be started in time and carried on schedule to completion. A Budget officer can aid in this accomplishment and in the improvement of the budget and budget procedure and his administration of it during the year will undoubtedly accomplish substantial savings later on. There are various devices for continuing control of departmental or agency expenditures, such as setting up of quarterly, even monthly, expenditure quotas which must be adhered to. Such measures have been found desirable, even necessary, in many jurisdictions. A Better plan, perhaps, is understanding cooperation and collaboration with respect to the spending program by the budget officer, the various officers and supervisory employees having to do with spending matters, and the Board of Commissioners acting as a body.

The budget officer must concern himself with the problems of conservation of funds as well as their expenditure as a daily routine. Positions become vacant and cannot be filled immediately; supplies, materials and equipment provided for may not be available; planned improvements or activities may be abandoned or carried out in part only; and better and more economical methods

of carrying on certain operations may be found. These are examples of the kinds of devices or incidents which indicate how the work of the budget officer may be valuable and result over the year in substantial money savings.

The budget officer as well as the Board of Commissioners will have extra expenditure problems as well as those of conservation of appropriated funds; rising prices, short supply of essential materials, and unforseen emergencies, particularly in these days are always in the offing and may call for extraordinary expenditures beyond provisions made by regularly budgeted emergency items. It must be remembered that a carefully devised budgeting and spending system cannot create funds, of course, but it can and will conserve funds available and that is of first importance always.

Personnel: As has been pointed out in another report, the only effective plan of carrying on personnel transactions as prescribed in the civil service law and rules is by way of a working partnership between the City authorities and the State Department of Civil Service. The involved and important matters of classification, pay, recruiting, rating, separation, and other personnel transactions cannot be disposed of in a satisfactory way at long range by means of forms, letters, and telephone calls. There must be personal collaboration on the part of the personnel technician and the operating officers and employees who have the essential facts and who need to participate in the decisions to be made and in implementing these decisions. As pointed out hereto the State Department of Civil Service, by reason of shortage of qualified staff and the tremendous volume of work imposed upon it by law, is not now able to assign the necessary staff member to Hoboken on a more or less regular schedule to lend his cooperation in the solution of the City's personnel problems.

The alternative to this situation is for the City to send its representative or representatives to the Newark offices of the State Department on a somewhat regular schedule equipped with the essential data to work out with the State Department staff the solutions to the many personnel problems as they arise. Here again, the same officer or employee in the finance division may well be assigned as the agent of the City and the several departments in the development and maintenance of classes and more adequate working relations with the State Department. Furthermore, the financial and the personnel matters in any jurisdiction are so closely related that they cannot be completely separated. This fact in itself adds argument to the suggestion here made.

Payrolls and Attendance: Improvement can and should be made in the methods of keeping attendance records and in the preparation of payrolls. Some of the larger operating units, as for example, the police and fire divisions, maintain careful and complete attendance records fully adequate for operating, personnel, and payroll purposes. In a number of other units, however, these records are neither adequate nor complete. The presence of employees of many types and their profitable employment in their assigned duties during the prescribed hours cannot be taken for granted. It must be the business of supervisory officers and employees to see to it that the workers under their direction are on the job during their assigned hours and that each of them deliver a fair day's work for a fair day's pay every day other than authorized time off for which the employee expects to be and is paid. Moreover payrolls are usually prepared on the assumption that the officer or employee has been on duty and has done the work for which he is employed unless a report to the contrary has been made. It is submitted, and wide experience and observation bears out the contention, that workers in public or private employ must have proper supervision, that they must be re-

quired to observe attendance regulations, and that positive and not negative records must be maintained and relied upon to obtain proper results.

The chief or City accountant to implement the attendance and pay procedures established by the Board of Commissioners should prescribe a suitable form for keeping attendance records (excepting in the police and fire divisions where attendance is carefully maintained and made a part of the disciplinary process); see that these records are correctly kept; require the certificate of the immediate supervisor and of the designated department officer as to the completeness and accuracy of such records; and base the payroll accounts in each instance upon such attendance reports. A Time keeper may be required if no present employee can be found available in the accounting division or in some other unit of the City government who can be assigned to the accounting division for timekeeping duty. It is reported that there is a question at least in the mind of some employees or officers as to whether the addressograph operator performing the mechanical work involved in the preparation of payrolls in under the direction of the accountant. This is the logical and necessary relationship of these two employees and there should be no delay in taking such action as may be needed to place the addressograph operation under the supervision of the accountant.

Purchasing: The present practice which extends back over the years is for each department and often operating sub-divisions within departments to make their own purchases and determine the methods that shall be used in receiving, checking, recording, storing, issuing, and safeguarding the supplies, materials, and equipment which they purchase. The fact that there has been no indication of unusual waste or misuse of departmental supplies, material, and equipment is not sufficient evidence that change is not needed. The total

experience of every business enterprise of considerable size and of hundreds and thousands of governments shows conclusively that central purchasing is a necessary and essentially sound procedure, that the pooled buying power and volume make possible better prices, better service, and substantial savings.

In the City of Hoboken it is feasible and advantageous in many ways to vest the responsibility for the direction of the accounting, budgeting, personnel and purchasing work in one person.

The purchasing agent should have these responsibilities: (a) To make such inquiries and investigations as may be necessary to determine whether such purchases as proposed are actually required and that the needed funds are available for that purpose; (b) To purchase needed supplies, materials, and equipment as needed, authorized, and provided for in the proper quantities from time to time at reasonable prices, and from reliable vendors who can and will make delivery at the time and place designated; and (c) To make or cause to be made proper inspections to make sure that the materials, supplies, and equipment, purchased and delivered, are of the kind, quantity, and quality ordered, and that the transactions are properly recorded, and the goods stored, issued, safeguarded, and used.

While it may appear that too many duties and responsibilities are being proposed as resting in one officer, it should be remembered that these functions are closely related, that there are advantages in centralizing them under one head, and that in a City of the size of Hoboken the volume of the supervisory duties in each of these activities is limited.

If the Board of Commissioners should determine to follow the plans outlined herein in centralizing these several activities in one officer, some

such title as Accounting, Budget, Purchasing, and Personnel Officer would seem appropriate. One Senior Account Clerk and a personnel technician would be required. The handling of these several activities in orderly fashion through one agency would undoubtedly both improve the City's administration and save many thousands of dollars annually.



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