

EXAMINATION

1
2 By Mr. Jaffe:

3 Q Mr. Farrell, I wonder if you could give us a
4 general description of the responsibilities of the Civil
5 Service Commission.

6 A I believe we are all aware that in the constitution
7 of the state it provides the positions, wherever possible,
8 shall be filled by merit and fitness in state government.
9 We assume that responsibility through Title II and, therefore,
10 basically and broadly I would say that the Civil Service
11 Commission is responsible to run a merit system in carrying
12 out this particular mandate in the constitution.

13 It falls not only into state service but also into all
14 local jurisdictions, county and municipal levels of
15 government where by referendum those jurisdictions have
16 selected to come under the provisions of Title II, which is
17 the Civil Service Act.

18 Q Mr. Farrell, could you tell us a little bit more
19 specifically what are the methods in which the Civil Service
20 Commission goes about doing this?

21 A As a merit system, responsibility if you want, we
22 could be called the state personnel agency, the concepts
23 that any of us have of a personnel agency pretty much fit
24 into our functioning. Recruitment, selection, classifications
25 of positions, compensation, especially on the state level,



1 and we have limited jurisdiction, local jurisdiction in this
2 area of compensation, but on state level we have a full
3 responsibility; training, and one other area which falls to
4 our Commission primarily, appeals, appeals from suspensions,
5 separation. These are the details.

6 Q Could you give us an estimate of the number of
7 potential positions that are under the Civil Service systems,
8 state and local?

9 A I would say it runs around 140,000, state, county
10 and municipal levels.

11 Q What is your average a year?

12 A We are running about, I would say, 80,000 applicat-
13 ions a year against our announcements to fill vacancies. I
14 cannot say there are 80,000 vacancies. I would say the
15 turnover or vacancies would come to about 20 percent, so
16 one-fifth of that. Around 20 percent or 20,000 if you will.
17 This may be a little blown up, but generally speaking what
18 is filled, state, county, municipal levels of government.

19 Q Could you also give me an approximation of the
20 number of municipalities that are part of the state Civil
21 Service system?

22 A I think we are running about 250 jurisdictions
23 other than state level.

24 Q On a percentage basis how many would that be?

25 A I would say that represents about half now because



1 we have about 550 all told, counting municipal levels.

2 Q This may not be a fair question, but could you do
3 it in terms of population? In other words, the number of
4 municipalities that are covered in terms of population
5 figures. In other words, is 70 percent of our population
6 serviced by it?

7 A That would be pretty hard for me to say. Let me
8 say if jurisdictions can help you, I don't know of any large
9 cities, other than what is left maybe in New Brunswick, that
10 are not under the jurisdiction of Civil Service. We are now
11 getting into the smaller communities, the communities with
12 maybe 50 employees that are now, by referendum, voting
13 themselves under Civil Service. So we are down into that
14 area of small towns.

15 MR. MEYER: Do you have all the counties now?

16 THE WITNESS: Somerset excepted.

17 By Mr. Jaffe:

18 Q All the counties but Somerset and all the major
19 cities of New Jersey are under

20 A Yes. Our responsibility is particularly in
21 recruitment and selection and certification to fill
22 vacancies.

23 Q Do you also set the requirements on a state and
24 local level, too, for the particular positions?

25 A That is a very definite responsibility of ours in

1 all the jurisdictions under Civil Service.

2 Q Do you set the salary for both state and local?

3 A No. I mentioned earlier that in state service we
4 have the responsibility of fixing salary. In the local
5 jurisdictions they have that. This is one of suggestion,
6 survey for them if so requested, recommendation as to what
7 salaries are at the going rate in the area from our research
8 and studies, but nothing binding.

9 Q Could you give us a brief description of how you go
10 about setting requirements on the state service and in the
11 local municipal service?

12 A In state service we are pretty standardized. The
13 senior clerk in Banking and Insurance is the senior clerk in
14 the Civil Service Commission or she is at the same level of
15 operations in Institutions and Agencies. This type of
16 standardization is rather easy for us to maintain in state
17 service.

18 In local jurisdictions this becomes a rather difficult
19 task. We are attempting to do it. We are continually
20 moving in that direction of standardization. We do achieve
21 it pretty much in one particular town. In other words, the
22 senior clerk in Public Works in, say, Newark is the same
23 level of operations as the senior clerk in the Department
24 of Finance in Newark. So we do maintain a pretty good
25 standardization, we feel, in the jurisdiction, but when you

1 try to cross-section this and take in a township in Cape May
2 County as against a senior clerk in Newark, then we are
3 talking sometimes of something that is difficult to
4 standardise.

5 Q How do you go about setting it within a municipality?
6 Do you work with the local municipality?

7 A The jurisdiction tells us these are the duties
8 that are going to be performed by this position. We will
9 attempt to relate that to a standardized scale. If it
10 doesn't fit, we will go back to the community and tell them,
11 "Now, this is what we feel with this rate of pay and with
12 this kind of duties we should be looking for in regard to
13 filling this position adequately." This having been done,
14 we ask their suggestions.

15 They do have an opportunity to talk to us, but then in
16 finality it is ours to make the decision. So even though
17 they may say, "We are going to have a high school graduate
18 for this particular job," we don't feel that the ordinance
19 binds us in filling the statutory responsibility of our
20 department.

21 Q To relate this to the particular problems that the
22 Commission is looking at, it is my understanding that the
23 Governor some one month or month and a half ago asked your
24 Commission to review the requirements for particular jobs
25 with an end of bringing more disadvantaged into the local

1 Civil Service status through the municipalities. Could you
2 describe for us how you did it and what have been the
3 results of it?

4 A You have talked of local jurisdictions. This was
5 not done. The response that we were asked to particularly
6 accentuate at this time was within the state service.

7 Q Would you describe that first, please?

8 A We did a review, but we had already initiated a
9 review because we were finding difficulty in filling positions
10 where we had what may turn out to be unrealistic minimum
11 requirements. We have the task of not lowering standards
12 and adequacy of those hired and yet relate them to the area
13 that was available for recruitment. With that in mind we
14 reviewed and are still reviewing and we concentrate in the
15 lower area positions.

16 Q Give us an example.

17 A I am going to leave with you a list of those we
18 actually changed. Let's take institutional attendant, which
19 is a big area of employment. We had high school requirement
20 there. This was a hurting area. Let's take butcher. We
21 were putting high school and/or grammar school in some of
22 the positions of this kind. We have changed that now and
23 have put in a general requirement of ability to speak and
24 write English.

25 I think I must point out to you that a good number of



1 positions in the lower category are not examined for by us.
2 They are in what we call the non competitive area, and have
3 been for many, many years. The attendant, for example.
4 However, we did set certain minimum requirements for the
5 hiring agency to be bound by. How much they adhere to this
6 I don't know. We assumed they would adhere to the require-
7 ment. So the non competitive position was a direct hire
8 against certain standards we have set in the specifications.

9 CHAIRMAN LILLEY: You mentioned ability to
10 speak and understand English. What does this do
11 in the Puerto Rican community?

12 THE WITNESS: Actually it was to read.

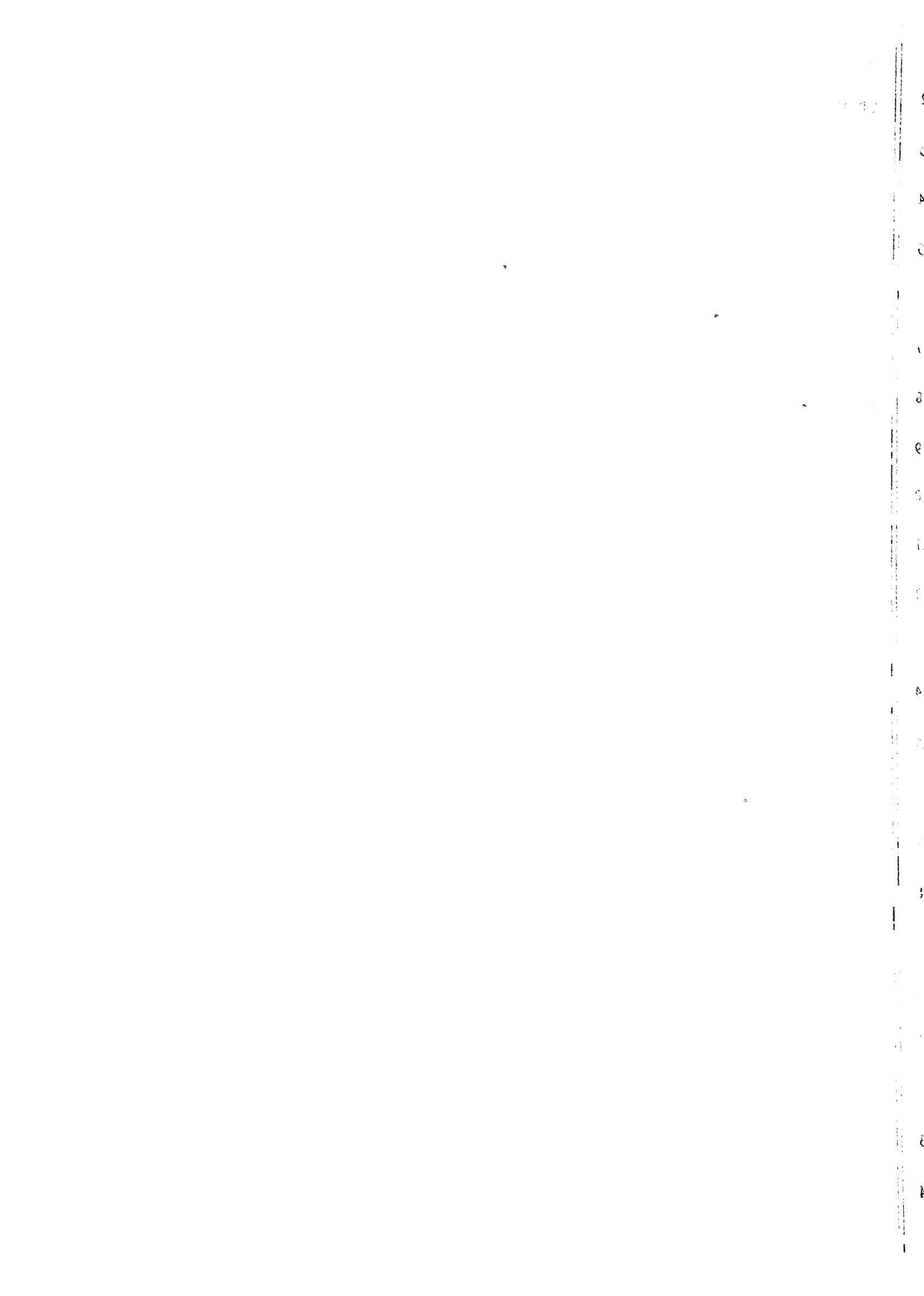
13 CHAIRMAN LILLEY: Does it raise any problems?

14 THE WITNESS: I have a feeling that this
15 definitely will because they were completely
16 excluded from our original little higher
17 requirement of high school graduation and/or
18 grammar school graduation. We are now moving down
19 into approaching this area.

20 In our examining staff we have provided
21 for this kind of individual who can speak Spanish.

22 JUDGE WACKENFELD: How long did you do that?

23 THE WITNESS: Certain of the cities have put
24 this upon us long before we ourselves as a
25 department felt the need for it, and I would say



1 it has at least six or seven years in its initiation.
2 It happened in the courts originally.

3 JUDGE WACHENFELD: Has it shown any good
4 results?

5 THE WITNESS: I think they have been able to
6 now at least know what these people are saying. We
7 have been able to reach to them. I don't see any
8 appreciable number in this area yet.

9 JUDGE WACHENFELD: Number of employment?

10 THE WITNESS: No. I think it is too brand new
11 for us to even put a finger on it at this point.
12 We feel we did break away from what we thought was
13 adequate high school education. We were being
14 pushed by the using agencies to raise the standards,
15 and in the same breath we know they were not
16 realistic and we were not being realistic insofar
17 as filling the positions. They weren't being filled.
18 So as a result Greystone and places of that sort
19 were going with vacancies.

20 By Mr. Jaffe:

21 Q As a result of this new program you have instituted,
22 has there been a marked increase in applications? Has there
23 been more of an attempt to reach the disadvantaged group?

24 A I find there has been an increase in filling the
25 vacancies. Whether it has been the result of stronger

1 recruitment processing or reaching out or whether it has
2 been because we have lowered the standard, and I put that in
3 quotes, "To lower the standard," we don't feel that. I think
4 what we have done, we have reached into more realistic
5 recruitment.

6 Q Could you describe the more active recruitment you
7 are doing?

8 A Let's take the clerical trainee, which is an
9 excellent example of this. I will give you three or four we
10 have gone into. The mechanic trainee, the institutional
11 trainee and the clerical trainee.

12 The institutional trainee was primarily set up to bring
13 in, if you will, the basic inadequate fringe people and
14 bring them in and train them to fill the bill and to service
15 adequately the institution.

16 Q This is on-the-job training?

17 A That's correct. It is a combination of classroom
18 and clinical training, clinical meaning on the job. The
19 clerical trainee is something that I guess about a year and
20 a half ago was precipitated in our need to get clerk-typists
21 and clerk-stenographers. So it wasn't an answer to recruit
22 out of the ghettos or any other place, or from the
23 disadvantaged. We were having positions of clerical that
24 were inadequately being filled or not filled at all.

25 So we felt we had to go into the market and bring them

1 who had no clerical experience or no clerical background,
2 and train them. We are in the midst of this now, and we
3 are in the midst of an announcement. We were doing this as
4 a pilot project. By the way, nationally we are a pilot
5 project in this, which is of interest, and I think we are
6 being watched in this area as to just what happens to it.
7 Up to date, and I think it closes at the end of this month,
8 we have 4,000 applications, which is quite a surprise to us.
9 I am not sure, I have no way of knowing at this point -- I
10 hope to do studies on it -- that they are coming from the
11 disadvantaged group. This may be the housewife who is coming
12 into employment again. This may be the blue collar
13 advantaged individual who wants out of blue collar, out of
14 the factory and wants to go into clerical.

15 So this has been an excellent guideline for us in many
16 areas. This is our advertisement of the clerical trainees
17 (indicating). This is the handout that has been going
18 around the state. It has been every place. I have no way
19 at this point of knowing just who is applying for this. We
20 will do a complete study on it as to background of the
21 people because it will be on the application form.

22
23 Q I wonder if you will also make these available to
24 the Commission.

25 A Yes.

Q We would be interested in an analysis of the type

1 of person who has responded to that type of program.

2 A We have already committed ourselves to the
3 Governor's Office in this area, and we assure you we will
4 be doing that. It will be interesting. It will be an
5 excellent indication to us.

6 Beyond this, which is of concern to us, Mr. Jaffe and
7 Commissioners, is the market there for 4,000 people? Now
8 we have the 4,000 people. Where are we going to place them?
9 Say even if 2,000 survive. Where are we going to place
10 them?

11 MR. GIBBONS: Clerk-typists?

12 THE WITNESS: That's right, file clerks and
13 so on. They may not all be available to state
14 service, but definitely we are going to push into
15 county and municipal levels of government where we
16 had some contact, and this would be a brand new
17 venture, to allow these lists to be available to
18 industry which may have a market for them.

19 The test that we are giving, and this
20 has been one of our problems -- we have had a
21 problem with a culturally-oriented test, and I
22 think any of us who are in the business of hiring
23 and recruiting know this has been the problem. The
24 disadvantaged individual is not necessarily maybe
25 talking the same language that we are talking in

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1 our examinations certainly at that level. So we
2 have had occasion in knowing this because it has
3 been our experience over the years being in the
4 testing business, we had Dr. Kirkpatrick in, and
5 we brought him in as a part-time consultant with
6 us. This is the gentleman out of NYU and the Ford
7 Foundation. He has been doing this work for the
8 Ford Foundation, and he has helped in setting up
9 a culturally-oriented test for us. It hasn't been
10 used yet, so it will be interesting to see. We
11 are hoping that it really brings results insofar
12 as doing two things.

13 Our primary business is to fill jobs
14 with adequate people. If it serves in this other
15 area of lessening the tensions in the disadvantaged
16 areas, this would be good.

17 By Mr. Jaffe:

18 Q Do you need any kind of legislation to take your
19 trainee programs that you are now operating on a state level
20 into the local municipalities, or is that just a question of
21 persuasion?

22 A I think it is a matter of persuasion. This needs
23 a real push from the Governor's Office and from the using
24 agencies, the elected officials in these areas.

25 Q Do you think this is an area in which the Commission

1 could be helpful to you?

2 A I think it would be a very strong suggestion of
3 mine that it get into your report somewhere along the line.

4 Q Do you think there is a need in the local
5 municipalities for this type of program?

6 A I would say. They are certainly crying to us to
7 fill vacancies and run tests in the clerical areas.

8 Q On your advertisement on these types of programs
9 do you have an active recruitment in the sense you have
10 people go into the ghettos or other areas of the cities?

11 A We went in through CAPS and through the other OEO
12 programs, and we did go into the areas, the so called ghetto
13 areas and actively recruited in that area -- shopping centers
14 and so on. Placards on busses, trains these were in separate
15 instances throughout the years where our experiences have
16 been, but there was a solid concentration of all other types
17 of recruitment pushed into the clerical trainees.

18 BISHOP TAYLOR: You have here on the application
19 for examination the question: "Have you ever been
20 arrested?" Suppose the answer is yes. What
21 happens then?

22 THE WITNESS: The witness not only says yes,
23 but he has to indicate what the nature of the
24 arrest was and what was involved. This is reviewed
25 by statute by the chief examiner and secretary.

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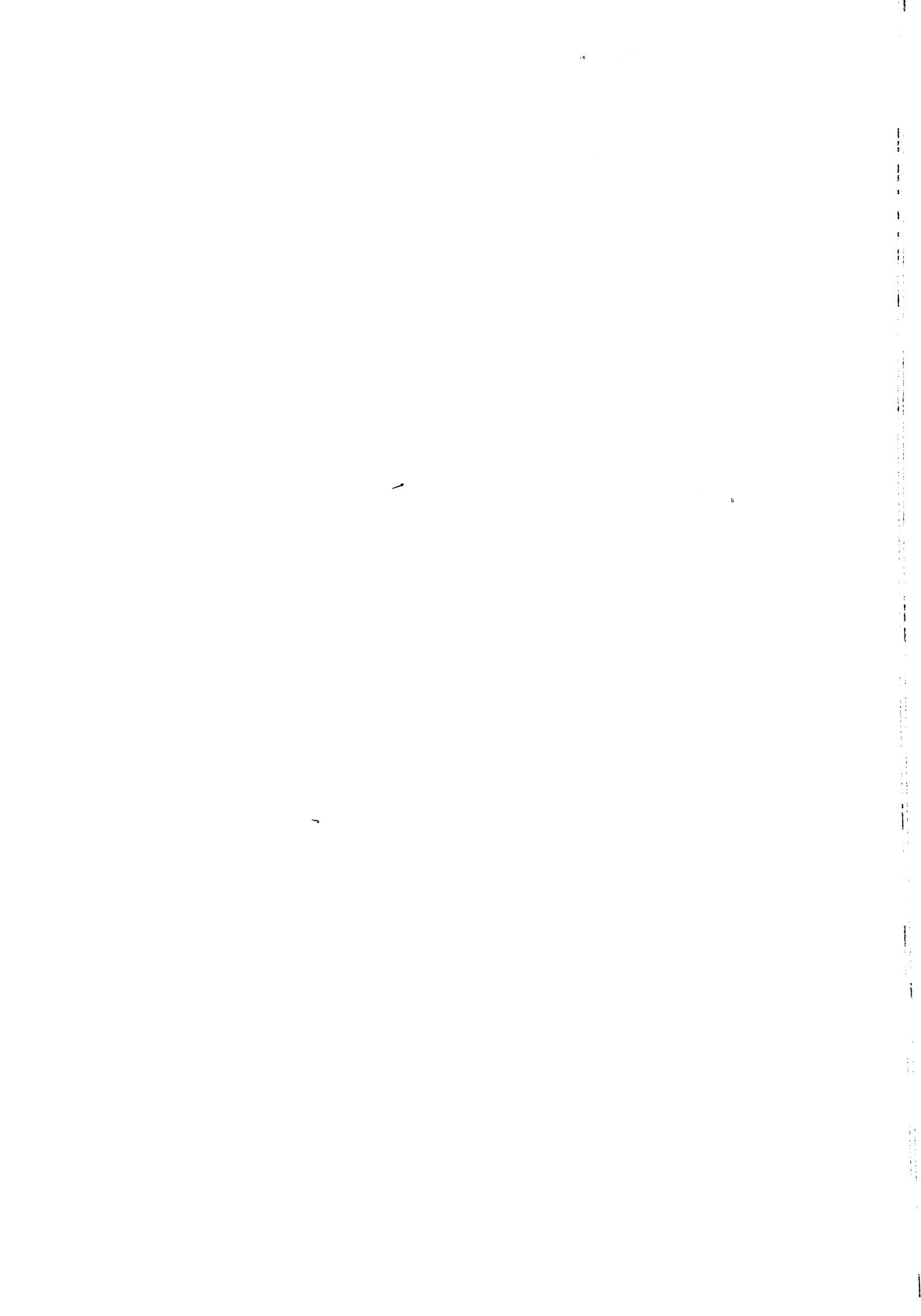
1 This is myself. On the basis of my decision and
2 review sometimes necessitating an interview with
3 the individual, the individual concerned, the
4 applicant is admitted to the examination. This
5 has been spelled out by circulars and by statute,
6 and we will give these to Mr. Jaffe for presentation
7 as to just how far we have gone in our attempts to
8 orient the using agencies because it is one thing
9 for the chief examiner and secretary to say, "I
10 feel this man is capable of performing in spite of
11 this arrest record, and there is a rehabilitation
12 and the question is, is he or she on the way to
13 full rehabilitation?"

14 Now that having been determined, the
15 using agency has to accept this because this is the
16 day to day operation the individual is going to
17 get into.

18 MR. GIBSON: Are there any objective
19 regulations in this respect I assure you would have
20 a different set of standards for a policeman
21 than a clerk-typist.

22 THE WITNESS: The policeman is fixed by
23 statute. This is cut and dry by statute. There is
24 no gray area at all in this.

25 BISHOP BRIGHT: I wonder whether the Bishop



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might have been thinking of arrest for a thing like
civil disobedience, which has a different coloring
in today's situation.

THE WITNESS: Let me tell you why we ask:
"Have you ever been arrested?" Years back we used
to put in our application: "Have you ever been
convicted?" We found so much hedging on this by
individuals. They didn't tell us the truth, and
their plea was, "We didn't understand the question."

We feel, "Have you ever been arrested?"
is pretty clear. Then I certainly take this kind
of thing into consideration, the nature of the
offense.

MR. GIBBONS: Do you make any investigation?

THE WITNESS: Of necessity if they are still
on probation we will check with the Probation
Office. We will check with the Parole Office.
Well, many times we will check with the arresting
agency. I use them to a great extent because they
can give you the local coloring that is not in the
piece of paper. They can tell us just what was
involved. It gives us a better rapport with the
individual if I call him in.

By Mr. Jaffe:

Q Before an individual can proceed with the process



1 if there has been an arrest record, does it have to be
2 personally approved by you and your staff before he can go
3 any farther?

4 A That's correct. If it is reported to me. I have
5 seen no particular increase in applications in spite of the
6 Governor's urging me to look with a lenient eye, and not
7 necessarily to the detriment of service. He persists in
8 telling me, "John, I don't want you to jeopardize the
9 service by admitting anybody with a record." But nevertheless
10 maybe a more liberal look-see on my part.

11 Since that has been encouraged, I don't find any
12 increase in the number of such applications coming before
13 me.

14 Bishop, if I say so, I feel that hiring agencies
15 sometimes have already screened these people out so they
16 never do get to me. How I can change that I don't know.

17 Q Would you have an opinion as to just how relevant
18 the question is?

19 A Really I don't think that many people are being
20 prevented employment to my level of decision because of a
21 record.

22 Q But you don't have a feel for how many people just
23 never get through the local municipality because of it?

24 A That's right.

25 Q I wonder if you might give us an opinion --



1 A They are not all fingerprinted.

2 Q I wonder whether you have an opinion as to whether
3 or not for a position like a clerical trainee or institutional
4 attendant you think it is relevant to even ask the question:
5 "Have you ever been arrested?" or do you think it may not
6 be a proper question?

7 A It is relevant insofar as the statute requires it.

8 Q What I am asking you for is an opinion as to
9 whether or not you think there might be room for statutory
10 legislation and to remove it as a question in certain types
11 of positions.

12 A I think you have to be concerned with the
13 institutional attendant, let's say. If we don't ask it
14 there, there is possibility of it affecting the morals of
15 a minor in a previous charge or in a previous offense. The
16 type of employment that the individual is going into I think
17 is of moment here.

18 MR. GIBBONS: Access to narcotics.

19 MR. BYRNE: What does the statute say? It
20 says a criminal record, doesn't it?

21 THE WITNESS: That's right.

22 MR. BYRNE: It doesn't say anything about
23 arresting..

24 THE WITNESS: That is why we changed to arrest,
25 to get the story.



1 MR. REYNOLDS: Maybe you are asking for too much.
2 Have you got a ruling?

3 THE WITNESS: No, we have no ruling. They do
4 not get knocked out.

5 MR. REYNOLDS: But aren't you playing God though?

6 THE WITNESS: They may be deterred from
7 applying.

8 MR. REYNOLDS: A lot of people are arrested.

9 MR. GIBBONS: There are whole blocks in
10 Newark where you find it hard to find a person who
11 has not been arrested.

12 By Mr. Jaffe:

13 Q Suppose you take something like an institutional
14 attendant and you obviously don't want someone who may have
15 a conviction on a morals charge. Couldn't you achieve the
16 same purpose by once you get the man in and this name has
17 applied for that particular job by sending that name to the
18 FBI and the local authorities for a check as to whether or
19 not there has been an arrest record, and in that way you
20 don't deter the individual from applying; you don't deter
21 the agency from reviewing his qualifications, and you get
22 the information and you can make the independent determination?

23 A In other words, do it at the point of employment
24 and not at the point of application?

25 Q That's right. Wouldn't this achieve the same end



1 you are achieving.

2 A Yes. Very solid.

3 BISHOP DOUGHERTY: Are there precedents
4 on this procedure at Federal levels?

5 MR. JAFFE: Yes. To some extent that is what
6 the Federal Government does.

7 By Mr. Jaffe:

8 Q I wonder if that kind of thing would require
9 legislation, or could that be implemented just by regulation?

10 A Probably with a request to the Attorney General for
11 an opinion geared in that direction, I think it would be
12 sufficient for our Commission to so orient it. Again I am
13 proceeding from the point of view what has always been done,
14 that the application has to be as true an application of all
15 facets as possible. It may not be as realistic now as I
16 was indicating to you, that my reaction is there has been
17 no particular increase in people with records looking for
18 employment. But it is very possible that the questions
19 that have been raised here are showing that they are
20 deterred because it is asked on the application.

21 BISHOP DOUGHERTY: I have a question as to
22 whether or not this has been sufficiently
23 disseminated or advertised. In other words, the
24 Governor's request is known here, but has it got
25 down to the mass of people?

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1 THE WITNESS: At this point I think he was a
2 little reluctant to indicate, you know, publicly
3 that there was going to be a relaxation in the
4 consideration. This is one ex officio comment, if
5 I may say so. You know, an irate citizen and so on.

6 BISHOP TAYLOR: You say out of 4,000, 2,000
7 were cleared; that the opportunity for jobs
8 within the framework of the state would be limited,
9 and that you would make names available to outside
10 industry?

11 THE WITNESS: Correct. I think this could be
12 readily done.

13 BISHOP TAYLOR: I notice here you are saying,
14 "Are you a citizen of the United States?" Over
15 here you say only citizens of the United States
16 may apply. Is it not possible that many of these
17 disadvantaged people are immigrants who are living
18 in these communities who might make excellent
19 employees in industry and outside of government.
20 I can see why they would be excluded from employment
21 within the framework of the state.

22 THE WITNESS: I don't know how many of them
23 are in the disadvantaged area, of course, the
24 non-citizen.

25 MR. GIBBONS: A fair number of Western



1 Hemisphere natives I suppose.

2 By Mr. Jaffe:

3 Q Where is the requirement there?

4 A Statutory.

5 Mr. JAFFE: The question the Bishop brought
6 up was good, as to whether that was a realistic
7 requirement.

8 Mr. MEYER: It certainly was not in the
9 thirties when there was a lack of employment
10 opportunity.

11 THE WITNESS: We ended residency requirement,
12 and we are moving away from that, residency, even
13 to the point of local jurisdiction. They had to
14 be a resident of Trenton or Newark. That still
15 persists. Now there has been legislation to permit
16 recruitment outside that jurisdiction if the local
17 jurisdiction so desires. It is a permissive type
18 of legislation to permit us to recruit outside of
19 that jurisdiction at the county level or state.

20 BISHOP TAYLOR: What this form means, if a
21 person were to move up from Mississippi to Newark,
22 he would have to live in Newark for a year before
23 he could make application for a Civil Service job.

24 THE WITNESS: We have twelve months residency.

25 BISHOP TAYLOR: Is there any special reason

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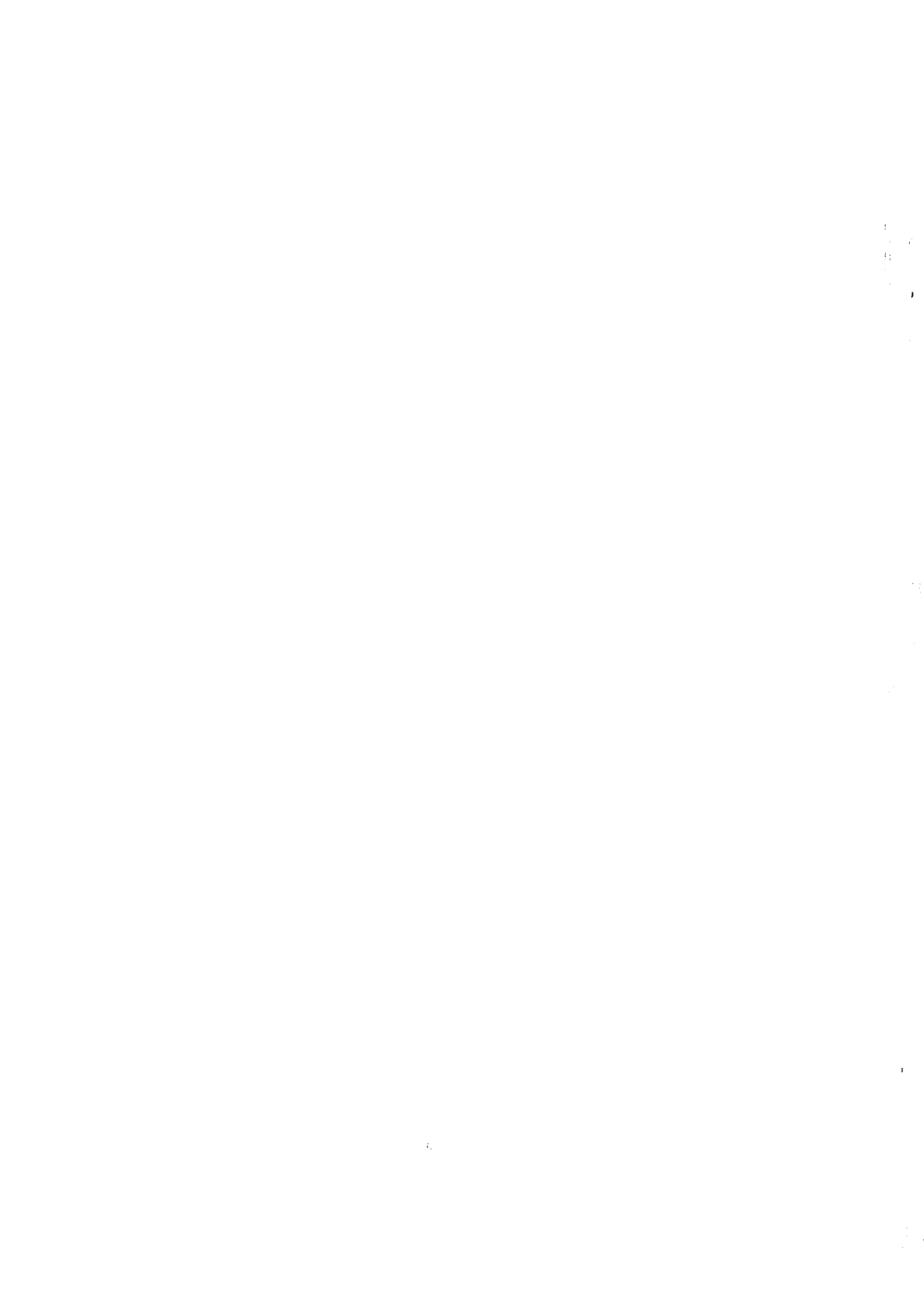
2 THE WITNESS: Other than the fact that we
3 don't know where this is going at this point.

4 MR. MEYNER: You don't want to encourage
5 immigration.

6 MR. JAFFE: I agree with the Bishop. It seems
7 to me we are going at cross-purposes. Our welfare
8 system is set up where you don't have a residence
9 requirement and don't have to reside in New Jersey
10 for twelve months, but yet the state as an employer
11 had these requirements.

12 THE WITNESS: In our clerk-typist position
13 and clerk-stenographers statewide we have gone over
14 the barrier into New York and into Pennsylvania.
15 We have done that. This is the first one for us
16 in the clerical trainee, and there may be some
17 growing pains in this. Your point is well taken,
18 but if we have a sufficient number of twelve months
19 residents to more than adequately fill the
20 vacancies, this will be the test. We may run into
21 a continuous recruitment in this area.

22 BISHOP TAYLOR: I raised the question on the
23 basis of your statement that of the 4,000 who
24 responded and 2,000 were cleared, you would have
25 great difficulty in placing them you said.



1 THE WITNESS: That's right. I don't foresee
2 we will have 2,000 vacancies in state service. So
3 we are going to lean on county and municipal levels
4 of government to use these people.

5 MR. MEYNER: Aren't you being most optimistic
6 when you say 2,000 out of 4,000 are going to clear
7 when you don't ask them anymore beyond these simple
8 questions?

9 THE WITNESS: There is a test beyond this.

10 MR. MEYNER: After the test you might narrow
11 it down to two or three hundred?

12 THE WITNESS: Conceivably. If the group that
13 is applying is returning housewives, then the
14 number would be 300. It may very well be more.

15 MR. GIBBONS: But the number of disadvantaged
16 persons will be very small.

17 THE WITNESS: We don't know what the test will
18 show. This is a brand new test, and this is why we
19 did so much in this area with Kirkpatrick as to
20 a culturally-oriented test which we hope will
21 enable us to measure. It is a pilot project,
22 believe me, for us and for the country.

23 MR. JAFFE: Could we mark this as a commission
24 exhibit?

25 (EXHIBIT NO. C-15 WAS RECEIVED IN EVIDENCE.)

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1 THE WITNESS: In regard to the 4,000, our
2 concentrations having been in the area of the
3 disadvantaged and the ghettos and through GATS,
4 we feel that primarily the bulk will be from the
5 disadvantaged area. Again I am guessing. I am not
6 going to say to you that it is from there because
7 we have had any number of inquiries from housewives:
8 "Is this available to us?"

9 By Mr. Jaffe:

10 Q I wonder if you might like to address yourself to
11 the residence requirement as far as police are concerned as
12 to whether or not if they were removed we might have a
13 greater outflux of negroes into the police forces in the
14 suburban areas?

15 A The hurting areas are the cities not the suburban
16 areas. What it has done is allowed the suburbanite to file
17 and be considered for employment through competition into
18 the city job.

19 MR. GIBBONS: That is a competitive job?

20 THE WITNESS: Oh, yes, run by us.

21 By Mr. Jaffe:

22 Q Have suburbanites been coming into the test?

23 A Let me give you an example in the Trenton area.
24 The City of Trenton has been hurting for patrolmen. In
25 their hurt one thing we did was go into continuous

1 recruitment. Come in off the street, and after we have a
2 certain number we will be in contact with you and we will
3 process you through examination. This open-end recruitment.
4 This has been effective. We have tried it in Trenton and
5 in Newark. It is still in process.
6

7 But a furtherance was through broadening the scope of
8 eligibility of recruitment. We know in the Trenton area
9 the townships -- Hamilton, Essex and Lawrence, which are the
10 immediately surrounding townships of Trenton -- have had
11 lists in the past that went unused from examinations. In
12 other words, there were still names remaining at the end of
13 two years, the life of the list. We felt that this showed
14 potential interest, to say the least, in being patrolmen.
15 Somebody has taken an exam and was interested enough to file
16 and go through the process and get on the list, but his
17 town did not have the vacancy. Trenton does. So it has
18 been helpful in the Trenton area for us, but it is the
19 townships that are coming into Trenton, not Trenton going
20 out to the townships, which I think was what you had
21 mentioned.

22 I would say to you that it is the suburbs coming into
23 the cities, rather than in this particular area the city
24 supplying the suburbs.

25 By Mr. Jaffe:

Q What you are saying is the suburbs have no need

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for that employment?

A Generally speaking They are not hurting. Some small towns are. Take a town like Hillburn, which is high residential and a high income area. They hurt for patrolmen.

MR. MEYER: But your profiles is your qualifications are so high that you don't get them in Trenton, but you do get them from these other places to come into Trenton.

THE WITNESS: We get them to apply, but they don't survive. You are right. Why high qualifications? There again the police are professionalizing themselves, and the PBA and the police chiefs and the public safety directors want high standards.

MR. SILBERT: I suppose we have to face the fact that of all areas in government we can't have the police be employees of last resort.

THE WITNESS: In regard to patrolmen, we are down to the tenth grade already. We have a tolerance to tenth grade schooling, not high school. You know the PBA and outfits like that are pushing for college.

By Mr. Jaffe:

Q Do you have a police training program similar to one of your clerical training school programs? Is there a program now of police trainee recruitment?

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A No. The nearest thing to it was the Cadet Program, the Police Cadet Program.

Q Where was that?

A Woodbridge still has it, I think. Newark tried it. Trenton tried it but nibbled at it. It never got off the ground. It hasn't proved highly successful.

MR. MEYER: Isn't it true under existing legislation once a municipality accepts an employee as a patrolman, then he must go to school a certain time at a certain approved school?

THE WITNESS: Police training before permanent status is attained, yes. That is of recent vintage. That is about five years old.

MR. MEYER: Supposing a city like Newark wanted to start a police trainee recruitment program similar to your clerical training program. Are there Civil Service restrictions?

THE WITNESS: By no means. The only problem you have is age, and that is statutory. You have age here, in maximum and minimum. So the cadet program was to get them out of high school and arouse their interest enough to stay with it from high school graduation, let's assume eighteen years of age, until twenty-one. This is the area that has been difficult. It sounded good, the cadet



1 program, and ostensibly may be good, but there
2 aren't enough interesting spots to keep that
3 youngster out of high school until he attains the
4 fullness of being a patrolman at twenty-one. This
5 I think has been their area of difficulty nationally
6 from what we understand.

7 MR. MEYER: He has three years to get
8 disillusioned, too.

9 By Mr. Jaffe:

10 Q Would it be realistic to talk in terms of changing
11 that to the point where at 19 you could become a patrolman,
12 a year as a trainee, and then go to the police training
13 academy for three or four months then become a patrolman?

14 A I wouldn't want to comment. It is a statutory
15 set up, and I don't know how realistic it would be or how
16 unrealistic it would be.

17 BISHOP DOUGHERTY: I think that question
18 requires professional police judgment.

19 MR. JAFFE: I realize that, and you said it
20 for me, Bishop.

21 THE WITNESS: I am in no position to tell
22 you that we see a lot of interest on the part of
23 19 year olds to get into the police department. I
24 have no way of making that comment.

25 By Mr. Jaffe:



1 Q Our basic purpose is to find out what statutory
2 requirements and Civil Service requirements there really
3 are and if there is a feasible method, we at least want to
4 have the background of the Civil Service requirements so
5 that we can recommend.

6 A If they ask us 19, we are ready to examine, if
7 that will help you. We feel adequate to examine at the 19
8 year old age as well as we are doing at 21. This is an area
9 where we have been well tried and experienced in the whole
10 area of police examinations and firemen examinations,
11 probably one of our longest and oldest experiences.

12 Q Mr. Farrell, I wonder if you might discuss some
13 of the problems you have run into in your physical location
14 problems in terms of where an institution is located,
15 particularly the institutional attendant problem, as opposed
16 to the job center.

17 A Doctor McCorkle will probably be more experienced
18 in this than I, but talking of institutions and having been
19 out at Trenton State Hospital as a personnel director for
20 ten years prior to coming back to the Commission under then
21 Governor Meyner as chief examiner, I would say location is
22 one of the factors of vacancies. This brings about how do
23 you transport from the areas of numbers, of possible
24 applicants and possible employees and transport them down
25 to New Lisbon or Woodbine, as the case may be? I think



1 Governor Meyner will remember when Ancora started and was a
2 state institution set down in the pines, I know there were a
3 lot of misgivings. I know by the Governor more than
4 myself, because he had many other areas to face as far as
5 answers were concerned other than employment, but when that
6 institution was put down there, lo and behold we found a
7 whole farm belt down there who were excellent recruitments,
8 and Ancora from its opening never really hurt such as an
9 institution like Greystone and Trenton State Hospital.

10 My experience, for what it is worth -- let me tell
11 you what I did at Trenton State as personnel officer,
12 because I faced a problem there of a lot of vacancies at
13 the attendant level. These were the days of accreditation
14 of a place like Trenton State and of all our mental
15 institutions. We were being pushed by the Governor to get
16 accreditation, and he wanted a good, healthy mental program
17 in this state, and rightly so. Now, we come to a full
18 accreditation. We had to have a certain number of attendants
19 and nurses. How to fill those vacancies in this growth
20 toward accreditation? One little thing I used, and I say
21 this because I did it, and I did it with the help of the
22 Board of Managers at Trenton State Hospital, men like Judge
23 Philip Forman -- we had a very small nucleus of colored
24 applicants at the time, or colored employees. Strange as it
25 may seem, and I think this happens, we had a large nucleus of



1 southern whites as attendants, and they were good attendants,
2 but I imagine sometime prior to my ever being there there
3 was a break-through of a certain number of people from
4 southern communities who came up to Trenton, found good
5 employment, and this was a break-through. As a result,
6 they came from those areas. When I arrived on the scene
7 there was a pretty healthy nucleus of southern whites
8 working at Trenton State Hospital.

9 I was trying to get away from the institutional floater
10 who moved up and down the coast as the seasons changed, the
11 so called non-resident if you will, and I turned to the City
12 of Trenton where Trenton State Hospital did not enjoy a
13 particularly good reputation. The employees did not. Part
14 of this was the press releases and so on. When an attendant
15 got in trouble in town, his employment was earmarked.

16 "John Jones arrested for drunkenness, Attendant at Trenton
17 State Hospital." The community felt that wasn't the place
18 to work.

19 What I did, and I stressed and I used particularly the
20 colored employees of the hospital, the few that were there.
21 We had about 1400 employees. Maybe we had 150 at the time
22 who were colored. I took those colored employees, and
23 particularly the good ones, and personally told them that
24 if you clear the individual that you bring, that will be
25 good enough for me. We will hire him. Having done this we



1 actually had a very healthy, wonderful reaction. What I was
2 doing, and at the time I didn't realize it, but I was
3 creating in the colored community in Trenton a feeling that
4 a successful employment could be had at Trenton State
5 Hospital. It proved effective. Two things were accomplished:
6 It started to develop a better reputation for us in the city,
7 and secondly, it certainly stopped the employment of the
8 flouters who, generally speaking, had no ties to the hospital.
9 He was a professional institutional attendant. A few pays,
10 get drunk and go.

11 MR. MEYER: Didn't you find they were a good
12 deal more sympathetic to the mental illness they
13 encountered there and had special attributes in
14 caring for people?

15 SHE WITNESS: And particularly the colored,
16 the "esmmie," they had a wariness to them. I say
17 this sincerely. I found the colored female
18 attendant made a good attendant.

19 Having done that and exhausted it, I still
20 had vacancies. I now used Carver Center, which was
21 a civic center. This is where Judge Forson came
22 in and was very helpful. We used Carver Center so
23 if a colored individual came in for employment, I
24 would say, "Do you know anybody in Carver Center?"
25 If you can get somebody in Carver Center to

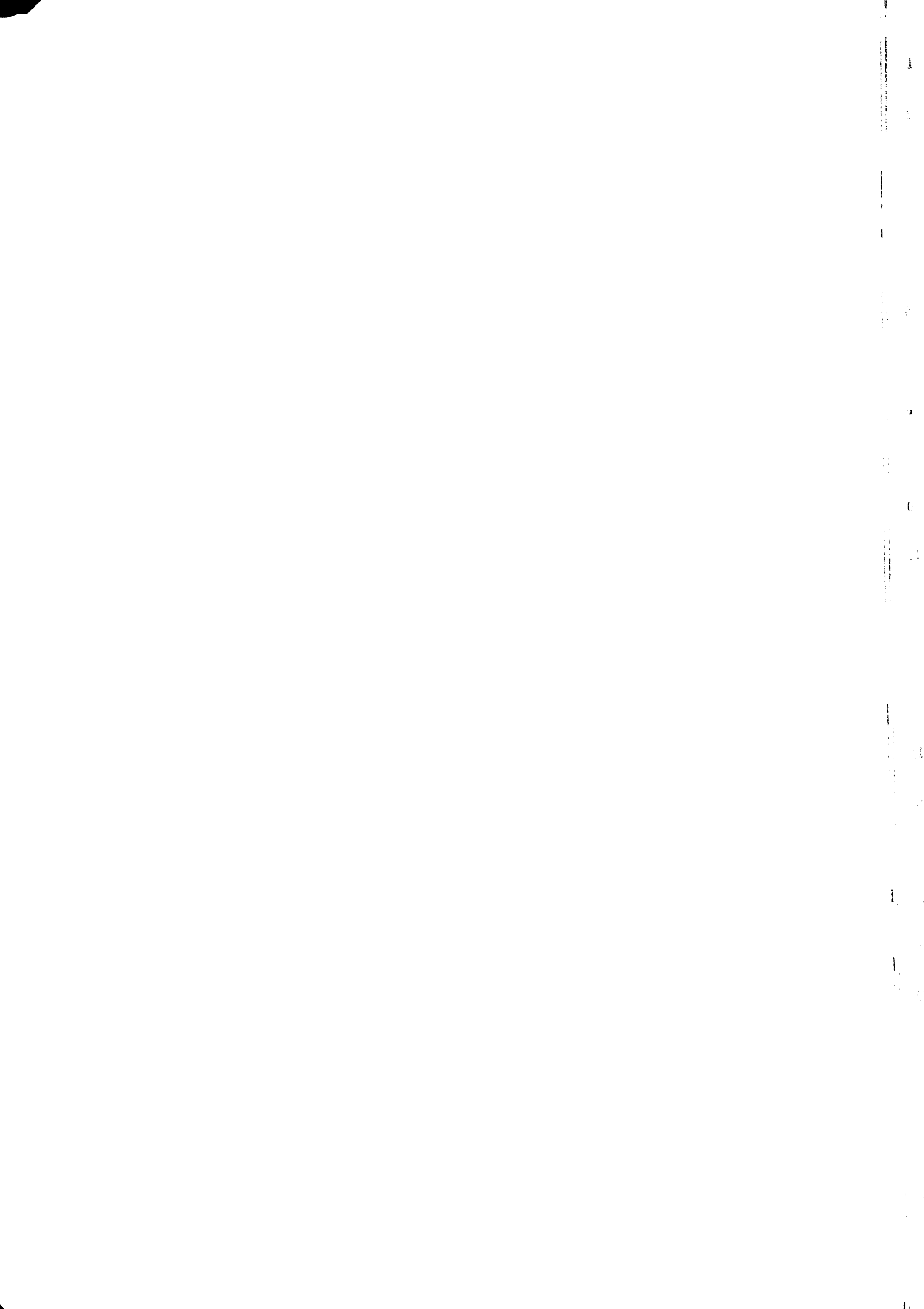


1 recommend you, that is good enough for me." Carver
2 Center then became right in the colored district,
3 if there was such a thing in Trenton, the recruiter
4 for me for institutional attendants.

5 I think the percentage at Trenton State
6 Hospital at this point is high. The attendants
7 have moved into psychiatric technician, from
8 attendant to charge attendant, and into nursing.
9 The state has gone into a nursing program, training
10 from attendant and psychiatric technicians into
11 nursing. I make this as a point of one experience
12 of my own. I am not saying this is workable today,
13 but it was my effort to fill vacancies, and it
14 proved to serve many purposes.

15 I think this is important in my thinking:
16 that if we can get the individual in the
17 disadvantaged area to know that at Company A or
18 Company B, or at this particular state service or
19 this particular state department there is good
20 possibility of employment there, there is good
21 career possibility there, this is a good
22 opportunity. This is a slow growth, Mr. Jaffe.
23 This is not a big push. This is slow, but it is
24 solid.

25 By Mr. Jaffe:



1 3 You have given us quite a few suggestions as to how
2 you think this Commission can help you in your general
3 dissertation. I wonder if you have any other thoughts as
4 to the kind of things the Commission can do that could be
5 helpful to your department in meeting the problem of
6 employment of the disadvantaged and the problem of training,
7 the combination kind of thing.

8 THE WITNESS: I know we have the ability to
9 move in this direction, and this is more performance
10 tests. We have over several years, and I initiated,
11 again with Governor Keener, an accentuation of
12 performance testing. We felt the written test was
13 not measuring for us the butcher, the baker, the
14 potential mechanic, so we have gone into performance.
15 This requires a much greater budget than when you
16 given written tests. I would love to see as a
17 recommendation, for what it is worth, small or
18 large in your write up, an encouragement for more
19 performance testing and not only with us, but say
20 I say for industry as well.

21 MR. MEYER: How many employees in Civil
22 Service?

23 THE WITNESS: In our department we have 250.

24 MR. MEYER: How many degrees?

25 THE WITNESS: In our own department I would say

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1 about 30.

2 MR. HAYES: Are they in Trenton or Camden and
3 Newark?

4 THE WITNESS: Mostly in Newark. We have some
5 in the Trenton office as well. The Camden office is
6 very small. We only have seven or eight there but
7 no negroes.

8 BISHOP TAYLOR: What types of responsibilities
9 do they carry?

10 THE WITNESS: We have them in our examinations
11 staff and they are in the clerical staff up into
12 near top supervisory positions. They are district
13 supervisors in our office in Newark, for example,
14 which is divided into handling certain districts
15 and municipalities. We have two in those two
16 supervisory jobs. We have an excellent lead in our
17 engineering staff, in our examinations staff, who
18 is looking real good.

19 MR. GIBBONS: Do the members have any other
20 questions?

21 MR. JO MATHIAS: Mr. Parrell mentioned Carver
22 Center. I happen to know of it. I know it gained
23 a certain prestige in the Trenton area office as a
24 participating activity. Having walked the ghetto
25 areas, I know of no similar situation in Newark,



1 Boys' Club and so forth. John, do you think that
2 is a type of agency in there were more of it, it
3 would be helpful?

4 THE WITNESS: Let me say my experience was
5 excellent. I used Carver Center almost to a fare-
6 the-well because they were wonderful for me. They
7 were happy about the accentuation. Maybe it was
8 discriminatory. I took Carver Center of all the
9 colored organizations, but it was the one I knew.

10 MR. BAYLER: Is that an endowed civic center?

11 THE WITNESS: It is part of the YMCA.

12 MR. MC LAURICH: It is referred to as a
13 colored YMCA in Trenton, but I was thinking of it
14 in relationship to some of our current POC set ups
15 or anti-poverty set ups in the community, and I
16 realized how they operated and started from their
17 boot straps and gained support and prestige, and I
18 related it to these newly organized activities and
19 their ability to produce and do a job for the
20 community.

21 MR. BAYLER: I know I had attended meetings,
22 but I never realized how it was operated.

23 THE WITNESS: I felt they knew the community
24 that I couldn't reach into. To me they are an
25 excellent screening. But I took their screening



1 without question, and I gave them some character as
2 far as I was concerned, as far as placement and
3 recruitment was concerned, but they enjoyed that
4 and they liked that respect.

5 MR. REYNOLDS: You were smart enough to entrust
6 them with some responsibility, and they responded.

7 THE WITNESS: That's right. I don't remember
8 that I got any bad ones out of them.

9 MR. SIMONS: Mr. Farrell, you will be
10 available to our staff members in the future?

11 THE WITNESS: Yes, always.

12 MR. SIMONS: They will undoubtedly want to
13 develop further information.

14 THE WITNESS: We are in the midst now of
15 establishing two training centers, one in Trenton
16 and one in Newark, for this clerical trainee.

17 By Mr. Jaffe:

18 Q Will you people operate these?

19 A In conjunction with Community Affairs, the two
20 departments. Training is basically our responsibility, if
21 from nothing else, from a supervisory point of view. I
22 definitely feel that we need to accentuate our advertising,
23 our recruitment. Legal advertising is minimal. It is not
24 getting people because it is hidden away in the back pages
25 with the sheriff's notices. We don't feel this is realistic.



1 We are in the midst of trying to suggest legislative changes.
2 We need to go into the black ads so that we can compete with
3 the telephone company and other entities.

4 Q Do you need legislation to do that?

5 A Yes, to give us some elbow room.

6 MR. GIBBONS: Not even as far as the
7 municipalities?

8 THE WITNESS: The type of advertising, because
9 it is expensive, legal advertising, and yet it is
10 not serving a purpose for us.

11 MR. GIBBONS: We would be interested if you
12 might have one of your staff people give us a
13 memorandum as to this type of legislation that you
14 need.

15 THE WITNESS: This has already gone to the
16 Governor.

17 MR. GIBBONS: You might want to give it to us,
18 too. We might give it a push.

19 THE WITNESS: We feel recruitment is important
20 if we are to reach the people.

21 MR. GIBBONS: Thank you very much.

22 - - -



C E R T I F I C A T E

I, JOSEPH F. READING, a Certified Shortland Reporter
and Notary Public in and for the State of New Jersey, do
hereby certify that the foregoing is an accurate transcript
of my stenographic notes to the best of my ability.

Joseph F. Reading

October 4, 1967.

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