

# COMMUNITY

*A Publication of the New Jersey Department of Community Affairs*



**SUMMER TIME** — It's a great time for playground fun, as these 4 and 5 year old climbers show at the day care center operated in Camden by the Black Peoples' Unity Movement. The center is part of the Department's Day Care 100 program. Story on page 5.

## **State Aid Totals 87 Per Cent Of \$29-Million DCA 1971 Budget**

The New Jersey Legislature has appropriated a total of \$29,118,159 to the Department for its use in fiscal year 1971, beginning July 1.

Of this amount, \$25,310,223, or nearly 87 per cent, will be returned to New Jersey communities under 15 state-aid programs. The Department provides technical and financial assistance under these programs for such purposes as housing and community development, improved economic opportunity and social services, and strengthening the capability and performance of local government.

The remainder of the departmental appropriation is for operations, including the administration of the state-aid programs.

The total budget is slightly lower than that of the current fiscal year, which provides \$15,572,638 for operations and state aid under the regular appropriations act and \$14,250,000 for three state-aid programs enacted after passage of the appropriations act.

Only one new program was included in the new budget — the Municipal Interchange program, under which the Department pays consulting fees of municipal officials and other

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## **New Code Enforcement Policy, Stressing 'Living Environment,' Ready for State Implementation**

A novel approach to housing code enforcement, under which violations would be cited against housing units themselves rather than against various specific and oftentimes unrelated conditions within the units, is ready for implementation by the State of New Jersey.

Schuyler Jackson, director of the Department's Division of Housing and Urban Renewal and architect of the new approach, said he would begin using it immediately.

He added that he expects the approach to be easier to use, fairer to the owners of buildings cited for violations, and more readily accepted by the courts than the present enforcement procedure.

Under present procedure, a building owner named as a defendant in an enforcement suit is liable for penalties for each individual violation of which he is convicted. Under the new approach, he would be liable only for one penalty for each housing unit found to be in violation. He could also be penalized for permitting common areas such as hallways and lobbies, building exteriors, building structures, or support systems such as electrical and heating, to fall below minimum standards.

New Jersey is believed to be the only state which has mandatory state standards for hotels, motels and multiple dwellings, as well as a state-supported inspection and enforcement program. There are an estimated 115,000 buildings under state jurisdiction. The Bureau of Housing Inspection within Jackson's division enforces the state code and administers the State-Local Cooperative Housing Inspection Program, under which the Bureau delegates registration and inspection responsibilities to municipalities under contract and provides state-aid credits and other benefits for work performed.

Jackson outlined the new approach in an 11-page letter sent May 22 to Superior Court Judge William Kingfield, who hears the Division's housing cases.

In it, he asserted that the purpose of housing was to provide a "safe and healthy living environment" for its occupants, and that the importance of a violation was its effect upon the "functional ability of housing to serve its purpose."

"With this approach," Jackson said, "it is the totality of violating conditions upon which a judgment is made whether the owner of property is failing to maintain a proper living environment for occupants."

Present enforcement proceedings, he said, involve "long lists of items, any one of which could, if isolated, be considered trivial or petty." He said that judges, as well as administrators, inspectors and property owners, were hard to persuade of the fairness of "substantial penalties" for such itemized violations.

Under the new approach, he said, "inspections will be con-

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## **200 College Interns Accepted**

A total of 200 undergraduate and graduate students have been accepted for summer employment in the Department's fourth annual Interns in Community Service program, scheduled to begin June 16.

The 11-week program, which will run until August 28, is designed to attract students into public service careers. It is financed by a \$253,760 state-aid appro-

## **Minority Builders Aided in Bidding**

In its first three months of operation, a Department-financed community enterprise development venture in Newark has helped six minority-group contractors obtain \$425,000 worth of construction work.

This achievement was cited by Gurney Nelson, director of the New Jersey Contractors Development Office, in a report to the Department. He pointed out that his office had assisted minority-group contractors in bidding on \$1.25-million worth of work, of which about \$300,000 worth remained to be awarded.

Nelson, a registered engineer, said he was pleased with the results. "In construction work, you're doing well if you get 10 to 20 per cent of the work you bid on," he said.

Assisted by a \$65,000 grant from the Department, the Contractors Development Office is supplementing the existing skills of some 35 small-scale minority-group contractors so that they can expand their volume of work. These skills include cost estimating, materials purchasing, bid preparation and cost accounting.

The six contractors have bid successfully on 10 general contracts and subcontracts. The subcontracts include concrete, masonry, carpentry, painting, plumbing and excavation work. The projects include restaurants, an industrial plant, a residence, churches, and fencing at an airport.

Nelson said, "The real test of our effectiveness will be over the long run, when these contractors are competing without our help. Fortunately, there's support for minority enterprise development within the construction industry, and we have every reason to believe that our project will work."

priation in the Department's 1971 fiscal year budget. A day-long orientation session will precede the program at Rutgers University, New Brunswick, on June 15.

Gregory Nagy, coordinator of the program, said that as of May 25, 187 of the interns had been assigned positions for the coming summer. He said the Office of Community Services, which administers the program, is arranging suitable job assignments for the remaining 13 interns.

Nagy said intern assignments are based on the educational background, work experience, residence and career interests of interns and on the availability and location of jobs.

Under the program, the student interns hold a variety of government or public service jobs in all levels of state and local government and in some quasi-public or government related private agencies.

"The interest in the program, both of students and sponsoring agencies, is higher than in any previous year," Nagy said. About 1,400 students submitted applications, he said.

## **Emergency Aid Set**

The Department's Division of Local Finance has been given responsibility for administering a \$2-million state aid fund, passed by the last session of the Legislature to reimburse municipalities for certain expenses incurred as a result of civil disturbances during 1969.

Regulations governing distribution of the fund will take effect upon publication in the June 4 issue of the New Jersey Register. Any municipality is eligible to apply for reimbursement of expenses incurred during an "emergency" as defined in the Local Emergency Aid Act of 1969.

The definition is as follows: "Any unusual conditions caused by civil disturbances whereby the safety of the public is endangered or imperiled."

Any municipality desiring to apply must request application forms not later than July 15 from the Director, Division of Local Finance, Department of Community Affairs, P.O. Box 2768, Trenton, N.J. 08625.

Payment will be made by the State Treasurer after review by the Division and upon certification of the proper state authority.

## **Community Affairs Appointments Made**

Lester H. Grubman, president and chief executive officer of the Progressive Life Insurance Company of Red Bank, has been appointed to a four-year term on the Department's Advisory Council on Community Affairs, effective June 26.

The 13-member council, established in the legislation creating the Department, offers advice on the problems of local government and conducts studies on specific community problems. Commissioner Edmund T. Hume is ex-officio chairman. The remaining members, drawn from local governments, community associations, and the public, are appointed by the Governor with the advice and consent of the State Senate.

Grubman, 50, a resident of Little Silver (Monmouth County), was nominated by Governor William T. Cahill on May 7 and confirmed by the Senate on May 11. He is a director of the First Merchants National Bank, Asbury Park, the Monmouth County Chapter of the American Red Cross and the Monmouth Council of the Boy Scouts of America.

Of the appointed members, the law requires that three must be mayors, four must be private citizens and the remaining must be chosen from each of five existing community associations. Grubman succeeds Henry Kennedy of Newark as one of the four citizen members.

In related action, the State Senate also confirmed on May 11 the nominations of John D. Peak of Penns Grove (Salem County) and Daniel E. Beards of Jersey City as members of the New Jersey State Youth Commission, one of the Department's component bodies. The nine-member Commission has the statutory power to study, coordinate, and disseminate information on youth programs.

Both appointments are effective June 4. Peak, 38, succeeds Harold Oostdyk and will serve a three year term. He is executive director of the Pennsville Branch, Salem County YMCA, and has been active in Boy Scout and Red Cross youth groups.

Beards, 30, will fill the unexpired term of Mrs. Catherine Costa ending June 4, 1971. He is director of personnel activities for the McCall Pattern Company of New York and is a member of the New York Athletic Club.





*STRAW HAT shields this Florida migrant from sun as he works in Cumberland County fields. (Below) Sandra Carbonell and Max Rothman of the Farm Worker Division, whose workdays are becoming busier meeting the legal and social service needs of some 9,000 farm workers.*



*WORKERS LIVE in housing such as these typical one-story, tin-roofed, concrete-block-supported migrant camp buildings. A 1967 state law set minimum standards for this housing.*



## ***Rural South Jersey's Missionary Lawyers Winning 'Confidence As Well as Cases' Of Migrant Workers***

The phone rings in the small clapboard office of the Farm Worker Division, Camden Regional Legal Services, Bridgeton.

Attorney Max Rothman, the Division's project director, takes receiver in one hand, pencil in the other. He jots as he talks:

"...What's he charged with? How much bail? What's the worker's name? Do you know the name of the farm? O.K. Where are you? How long will you be there? I'll have an attorney down there by four."

Hanging up, Rothman says, "That's one way we get our cases. Word about us has spread and people are beginning to call."

Rothman, a former Peace Corps volunteer, directs a Legal Services office unique among the statewide network of such offices supported financially by the Community Affairs Department and by federal and local antipoverty funds.

Its job is to counsel and protect the legal rights of the approximately 9,000 seasonal farm workers who harvest the rich croplands of Cumberland, Salem and Gloucester Counties during the peak season.

The workers, virtually all of them Puerto Ricans and blacks, come from the island commonwealth, the southern United States and nearby urban centers to work on the tri-county region's 800-odd farms. Roughly half the entire state's seasonal farm labor force are employed in these three counties.

They arrive on the farms in April. They are busiest from late June to mid-September, the peak harvesting season. Many return home during autumn, but some remain until November to harvest late crops.

Roughly one-fourth of the workers are hired under contract between the Commonwealth of Puerto Rico and the Glassboro Service Association, a branch of the New Jersey Farm Bureau. The contract sets an hourly minimum wage of \$1.65 and transportation costs if the worker remains the full season.

Nearly half are "day haul" workers, hired by the day in nearby cities and transported to and from the farms. About 6 per cent of the workers come up in crews from the southern states. The



*PANORAMA of rural Cumberland County...a farm truck, a deserted shed, workers' bungalow, and miles of flat, open farmland planted with truck crops.*

*—Photos by  
Jim McDonald.*



remaining one-fourth obtain work on their own.

Rothman said, "These farm workers are among the least educated, least experienced, most impoverished rural Americans. Few of them know what their basic rights are. They've had very little contact with social service agencies, and they have had a traditional distrust of lawyers. We're working to win their confidence as well as their cases."

The Farm Worker Division has been in operation for only a year, and has grown from a one-man office (Rothman) to its present staff of eight, including four lawyers, a social worker and an investigator.

Through visits to migrant camps and jails, the Division has become involved in dozens of cases, acting in the workers' behalf. As its involvement grows, initial distrust of lawyers begins to fade.

"We had more new cases in April than in any month last year and that includes the peak months," Rothman said. "There have been 17 cases in the first seven days of May alone."

The cases typically involve worker-farmer disagreements about pay, unscrupulous consumer practices, motor vehicle violations, and problems between workers and government agencies, including law enforcement agencies.

For example, the Division last year assisted a worker arrested on an informal complaint of theft and put in jail for three weeks without charge. The Division brought the case before a magistrate who freed the worker in the absence of a formal charge.

"The worker had no idea that his constitutional rights were being violated," said Rothman. "He was forfeiting three weeks' pay because he was ignorant that the law was actually on his side."

Rothman said that the language barrier was a complicating factor in many cases involving Puerto Rican workers. Consequently, most of his staff is bilingual, and several were Peace Corps volunteers in South American countries.

Rothman believes that an educational program for the workers

would prevent many of the worst abuses. However, many of the farmers use the state trespass law to prevent social service workers, including Rothman's staff, from visiting the migrant labor camps that are on private property.

Legislation has been introduced to modify the trespass law, but as yet no action has been taken.

"As an alternative to legislation," Rothman said, "we would challenge in the courts, if necessary, any interference with our rights as attorneys to visit with farm worker clients in their homes. We would also challenge any interference with a worker's right to receive visitors."

Miss Sandra Carbonell, a native of Cuba, is the Division's social worker. She has a master's degree in community organization from the University of Pennsylvania Graduate School of Social Work.

Her job is to supplement the legal assistance offered by the Division by referring workers to agencies offering other social services, such as welfare, health and day care. "The typical worker with whom we come in contact has many interrelated problems, all preventing him from functioning properly," she said.

She views her job as gaining the confidence of the clients, overcoming their distrust of public agencies, and also educating the agencies about their obligations to serve the farm workers. She supervises case workers for Southwest Citizens' Organization for Poverty Elimination (SCOPE), the regional antipoverty agency.

Rothman said the Division's plans for the summer include a project to reform bail procedures, and a project to employ 30 Puerto Rican high school students as day haul workers. The students will be trained in basic legal rights and familiarized about farm workers' problems, in order to act as liaisons between the Division office and the workers. At the end of the season they will submit documented reports of their experiences.



## Community Residents Help Design New Day Care Programs

Public housing residents, local model cities and community action agencies, and a variety of non-profit groups are shaping programs for new kinds of day care centers in their communities through the Department's Project Day Care 100.

The experimental project encourages community residents and parents to plan and develop their own day care activities. The centers will serve low-income families and will be staffed largely by specially-trained nonprofessionals.

James D. Coffee, director of the Department's Office of Economic Opportunity, which administers the project, said, "We want parents and residents to have a major voice in designing and running these centers, because they know best the needs of their children."

Six centers are now operating in low-income neighborhoods of Camden (2), East Orange, Newark (2), and Somerville.

Non-professional staff workers are being trained by the Bank Street College of Education in New York to operate three additional centers in Jersey City, Hoboken, and Paterson. Staffs have been trained for two additional centers to be opened in Mount Holly and Plainfield.

When the project is fully operational, there will be 15 community day care centers located throughout the State.

"We expect that by testing out day care programs under a variety of local sponsors, we will discover new things that can be done with day care to provide maximum benefit to children and the communities," Coffee explained.

He added, "Day care was once viewed as merely a baby sitting service for young children so the mothers could work. This function is still important, but we now know more about early childhood development, and we are filling the children's days with a range of new experiences that contribute to their social, educational and physical growth."

One of the local sponsors is the Newark Day Care Council, a non-profit educational organization, which is a delegate of Newark's antipoverty agency. It administers the Fuld-Stella Wright Day Care center serving residents of a public housing project. The Council has given a group of public housing tenants responsibility for development of the center's program, with assistance from a local United Fund agency.

In North Camden, a neighborhood organization developed by urban mission work of the Haddonfield Methodist Church sponsors a day care center. Its board of trustees is composed of neighborhood residents and professionals from the Camden area.

Another center in the southern part of Camden is sponsored by the Black

Peoples' Unity Movement (BPUM), a community-based organization whose activities include community organization, youth programs and such enterprises as a clothing factory.

In Hoboken, the Model Cities agency is sponsoring a Day Care 100 center which will be operated by a board composed of representatives from several different community organizations and parents of day care children.

The Paterson Task Force, the local antipoverty agency, is sponsoring a day care center which will be operated by the Paterson League of Welfare Recipients.

The overall Day Care 100 program is financed by \$680,000 in State-aid funds and by federal funds appropriated under Title IV of the Social Security Act.

The grants awarded to date from state and federal sources, and the communities where centers are being established are as follows: Camden (BPUM), \$226,987; East Orange, \$153,470; Hoboken, \$189,364; Jersey City, \$189,364; Mount Holly, \$168,341; Newark (Fuld-Stella Wright), \$184,179; Newark (Sherman), \$171,386; North Camden, \$189,362; Paterson, \$190,364; Plainfield, \$188,323 and Somerset, \$233,304.

### Model City Council Elected in Camden

In an election that drew out 25 per cent of the eligible voters in Camden's proposed Model City neighborhood, a slate of 22 candidates was chosen to serve on a council that will carry forward a community development program for the neighborhood.

David Dennison, director of the Department's Model Cities — Community Development program, which co-sponsored the election with the city, called the May 5 turnout of 1,636 voters "phenomenal." He said most Model City elections drew out only 5 to 8 percent of the voters.

Mayor Joseph M. Nardi, Jr. will name four additional members to the council, and the council itself will choose three, bringing the total number to 29. The council will advise the Mayor and City Council on programs for the Model City neighborhood, which includes Lanning Square, Bergen Square, Cooper's Point and Pyne Poynt.

The Department will provide financial and technical aid to Camden's program.

*NUTRITION ranks high in the priorities of the Black Peoples' Unity Movement day care center. Three meals a day are served to the children, including this hot lunch of meat, potatoes and vegetables.*





#### BUDGET from page 1

experts who perform general administrative or specific functional studies for New Jersey local governments at their request. A total of \$18,000 is budgeted for this program, which was initiated two years ago with federal funding from the U.S. Department of Housing and Urban Development (HUD). The program won an award for the Department for intergovernmental relations from HUD.

The programs gaining the largest budgeted increases were Day Care 100, nearly tripled, from \$340,000 to \$990,000; the Revolving Housing Development and Demonstration Grant Fund, increased from \$1,450,000 to \$3,638,000; and the State-Local Cooperative Housing Inspection Program, nearly doubled, from \$500,000 to \$918,828.

All three programs have expanded considerably in the current year.

No new appropriations were voted for the Hackensack Meadowlands Development Commission or the Urban Loan Authority. Their unspent 1970 balances were reappropriated. Also, a one-time state-aid appropriation of \$250,000 for demolition of unsafe buildings was not refunded.

A \$12-million state-aid fund providing formula grants to New Jersey's six largest cities for programs to aid the disadvantaged and for certain municipal employee salary raises was reappropriated under virtually the same legislative authorization as last year. Last year, 87 per cent of the "urban aid" funds were used for police, fire and school employee pay raises.

Other state-aid appropriations to the Department were as follows:

Matching grants to economic opportunity (antipoverty) programs, \$1,106,000; training programs, \$264,469; the Youth Employment fund, \$1,554,115; Model Cities - Community Development program, \$2,526,886; Interns in Community Service program, \$253,760; State Aid for Urban Renewal, \$761,184.

Also: Relocation and rent supplements, \$484,887; Neighborhood Education Centers (street academies), \$562,294; the Continuing Planning Assistance program, \$115,000; and interest on the \$12.5-million state housing assistance bonds of 1968, \$116,800.

#### INSPECT from page 1

ducted to ascertain whether conditions exist which cause common areas, dwelling units and exteriors to fall below minimum standards and thereby create a housing environment which is detrimental to residents and the public.

"Inspection reports and orders will therefore cite specific conditions as evidence that a particular unit is itself in violation, and the penalty assessed will be based upon the finding that the unit is in violation and not the cumulative value of individual citations supporting that finding."

Jackson said that the new procedure would substantially reduce the size of the claim the state would make against the owner of a poorly-maintained building.

However, he said, the approach would result in "more equitable and realistic handling of inspection matters throughout the enforcement process," and would be "better understood and received by all affected by the inspection program, including the courts asked to award judgments against defaulting owners."

He concluded, "For this reason the overall objective of the program, that is, to obtain compliance, will be more consistently achieved and fully offset any reduction in penalty revenue that may result."

Asked to give an example of how the new method would work, Jackson compared it with the motor vehicle point system.

"Drunken driving, in and of itself, is sufficient cause for revocation of a license, while a lesser violation will result in assessment of points but allow the driver to keep his license, unless he accumulates too many lesser violations," he said.

"Similarly, a major defect, such as a nonfunctioning heater, may be sufficient by itself to constitute a violation of a safe and healthy living environment. A cracked stair tread would be a minor condition, which if occurring with enough other minor conditions could add up to a violation.

"We hope to develop quickly a point system for these conditions, and to revise it through experience."

He said the Division would continue to encourage compliance short of court action and would grant owners liberal extensions of time to correct conditions that presented no immediate hazard.

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