

COMMUNITY

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SHOWCASE HOUSING FOR TRENTON - The New Jersey Housing Finance Agency has closed a \$12.1-million mortgage loan to finance this 364-unit high rise and garden apartment development, Fitchway III. The architect, Kramer, Hirsch and Carchidi, won a design award. Initial occupancy is planned for the summer of 1971.

HFA Approves Millville, Ocean Township Housing; Fitchway Mortgage Closed

More than 300 units of moderate-income housing will be built in Millville and Ocean Township as a result of over \$6-million in new mortgage loan commitments authorized by the New Jersey Housing Finance Agency (HFA).

In addition to the new commitments, HFA closed a \$12,163,000 mortgage loan to the Kingsbury Corporation, sponsor of the John Fitchway III development in Trenton, and sold \$1,750,000 in bond anticipation notes to enable a quick construction start on the 364-unit development.

Thomas V. Seessel, HFA executive director, said that the actions brought to more than 3,400 the total number of housing units the agency has committed itself to financing. Of these, he said, 2,123 units are under construction and nearly 300 are occupied.

The Millville development, to be called Wade East, will consist of 210 units of rental housing in five two-story buildings. Fifty of the units will have one bedroom, 90 two bedrooms, 58 three bedrooms, and 12 four bedrooms. Parking will be included for 210 cars, as well as a community center containing a kitchen and meeting room.

Federal rent reduction subsidies may be available to assist tenants with incomes in the \$7,500 range. Rents to tenants not eligible for subsidies will range from about \$178 per

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State-Local PPB Test Clarifies Governmental Costs and Benefits

A new approach to the planning and financing of governmental activities, that aims to clarify for local officials and the public the nature, costs and benefits of each activity, has been tested in New Jersey during the past year and found to be worth developing further.

The approach, called Planning-Programming-Budgeting (or PPB) System, was pioneered a decade ago in the U.S. Defense Department. It has been tried in several other federal agencies and in a handful of states, counties and cities.

New Jersey's experiment is the first on an intergovernmental basis. It is being financed by a \$185,802 grant to the Department's Division of State and Regional Planning from the U.S. Department of Housing and Urban Development (HUD).

The Community Affairs Department's Division of Local Finance has been working to implement PPB in Mercer County, Woodbridge Township and Sparta Township (Sussex County). The Treasury Department's Division of Budget and Accounting has been working similarly with PPB in state agencies.

James A. Alloway, director of the Division of Local Finance, said, "Our experience to date has shown that PPB could be used effectively by a substantial number of New Jersey communities. Our next task will be to develop a systems manual, to aid interested communities in implementing PPB."

Bill B. Benton, Jr., chief of PPB systems within Alloway's division, explained that most of the state's local governments now prepare their annual budgets according to the traditional "line item" method, which lists salary, equipment, and other costs incurred by units in the organizational structure, but does not relate the costs to a particular function or service.

To determine this relationship, Benton said, a "program" or "performance" budget must be prepared -- a key element in PPB.

The first step in implementing PPB in the three pilot jurisdictions, he said, was to list separately the goals of each government and the activities it performed. These were done through extensive interviews with local officials.

Next came preparation of "program structures" grouping the activities by the objectives they serve. For example, the program "Prevention and Control of Health Problems" summarized municipal efforts in the areas of communicable disease, chronic disease, narcotic and drug abuse, and occupational health.

The next step was to calculate the cost of each activity, from which a program budget was prepared.

Then, a computer program was designed to enable each of the pilot jurisdictions to "crosswalk" from the old line-item budget to the new program budget.

Alloway said that, to his knowledge, implementation of PPB in Sparta was the first time the system had been tried and judged workable in a community of fewer than 50,000 people. Sparta has a currently estimated population of 10,500.

Newark Housing Council Obtains \$200,000 in Seed Money

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The Newark Housing Council, a community organization possessing broad powers over the planned redevelopment of 63 acres of Newark's inner-city urban renewal land for housing, has been awarded \$200,000 in "seed money" by the Department.

The money will be used by the Council and by five nonprofit sponsors working in cooperation with it to develop about 1,000 units of low- and moderate-income housing on a 24-acre urban renewal tract.

It is estimated that about \$25-million in mortgage funds will be attracted into the construction and rehabilitation venture.

The "seed money" loan is being provided from the Department's Revolving Housing Development and Demonstration Grant Fund. It was announced by Thomas V. Seessel, executive director of the New Jersey Housing Finance Agency (HFA) and administrator of the fund.

"I am pleased that this important project is rapidly progressing," Seessel said. "We also hope to develop not only

DCA to Test Code Compliance Aid Project in Plainfield

A pilot project to provide loan guarantees and outright grants to certain owners of multi-family housing to help them correct code violations has been launched by the Department in Plainfield.

Schuyler Jackson, director of the Division of Housing and Urban Renewal, said that \$200,000 would be reserved for the Plainfield project from the \$3.7-million Revolving Housing Development and Demonstration Grant Fund, one purpose of which is "carrying out demonstrations...for the prevention and elimination of slums and blight."

Of this amount, he said, \$6,000 has already been awarded to the City of Plainfield to hire a cost estimator for the project. He said the remaining \$194,000 would be available for loan guarantees and grants to eligible property owners.

Eligibility will depend upon income and other factors, and will favor owners who live in their buildings and who are unable to get credit through normal sources, Jackson said. The payments may be used only for correcting conditions cited as code violations.

"The long range goal of the project is to

sound, attractively designed housing, but also commercial, day care, recreation, school, and other community facilities and services as a vital part of the development program."

He said that HFA would finance the mortgages for the development. He added that the seed money -- \$200,000 provided this fiscal year and an additional \$196,613 anticipated for fiscal year 1971 -- would be repaid to the fund when the mortgage proceeds are received.

The Council is hoping to make available 70 per cent of the housing units to low-income families. In order to achieve this goal, Seessel said, the full range of available federal, state and local subsidies would be sought, including rent supplements, interest reduction assistance, leased public housing funds, maximum urban renewal write-downs, down-payment assistance, day care funds, and tax abatement.

The Housing Council was created in 1968 under terms of an agreement resulting from negotiations over the relocation of the New Jersey College of

conserve and increase the supply of safe, decent housing available to low-income families," Jackson said.

The 1967 Hotel and Multiple Dwelling Health and Safety Law, and the rules and regulations for construction, operation and maintenance of hotels and multiple dwellings adopted by the Department pursuant to that law, provide New Jerseyans with an efficient and modern code enforcement system. The system is administered by Jackson's division.

The system includes a \$500,000 state aid program which encourages municipalities to enter contracts with the state to register and inspect buildings for which the state has responsibility, in return for grant-in-aid credits.

The program, the State-Local Cooperative Housing Inspection Program, now covers 61 participating municipalities, 33 of which are performing inspections as well as registrations. Plainfield has participated for more than a year.

Jackson said that the pilot guarantee and grant project would work in conjunction with the cooperative inspection program. "Our experience with code

Medicine and Dentistry to Newark. Its 25-member board of directors was elected by community residents.

The Council's major function is to oversee development of the housing, with the nonprofit, community-oriented sponsors responsible for specific housing programs on parcels within the 24-acre tract. Proposals for development of the remaining 39 acres are presently under consideration.

The Council is presently working with five sponsoring groups, three of which have agreed to terms of the seed money loan contract. These three are Medical Heights Development Corp., To-Sault Development Corp. and Prince Hall Temple Association.

A central development team, consisting of professional consultants, a coordinating architect, and representatives of the Department and the HFA, is assisting both the Council and the sponsors.

Preliminary plans call for 60 per cent of the units to be of three-bedroom and larger size. Most would be cooperatively owned.

enforcement has shown a need for a pilot project such as this, to facilitate compliance with the law and to remove the pressures on owners to abandon properties rather than make the investment in repairs."

The pilot project will work this way:

On loans made by conventional lending institutions to finance property repairs ordered by violation notices, the Department will guarantee the unpaid principal for up to six years.

In some cases, grants will be made in addition to the guarantees to finance up to half the cost of the ordered repairs.

The total amounts of the guarantees and grants may not exceed \$5,000 per family unit. That means, in the case of a 6-family building, that the owner could receive up to \$30,000 in guarantees and grants to help him comply with orders.

Jackson said that he expected about 10 to 15 buildings to be involved in the project, each containing three to six dwelling units.

If the project results in greater compliance, he said, he will propose legislation to extend it state-wide.

Five Communities Get Renewal Aid You Are Viewing an Archived Copy from the New Jersey State Library

Five New Jersey communities have received a total of \$165,289 in state aid funds from the Department to help them move ahead with phases of federally-assisted urban renewal projects.

The awards went to Newark, Mount Holly, Englewood, Plainfield and Burlington City. They were provided by the Department's Division of Housing and Urban Renewal from a \$2.3-million state aid fund for urban renewal in the current budget.

Newark's \$75,000 grant will be applied toward a federally aided demolition program. Robert Kennedy, chief of the Division's Bureau of Urban Renewal, pointed out that Newark had also received a \$25,000 grant from a special \$250,000 appropriation to help cities tear down hazardous buildings.

Mount Holly's \$40,000 capital grant will be applied toward the local share costs of a 20-acre downtown project involving clearance, rehabilitation and construction of moderate-income housing. Kennedy noted that the township had received an earlier state grant of \$75,000 for a different renewal project.

Englewood, Plainfield and Burlington were each advanced funds for planning under the Neighborhood Development program (NDP), a new approach to urban renewal provided for in the federal Housing Act of 1968. NDP is an attempt to accelerate the pace of renewal via year-to-year funding of work immediately pending. The communities will repay the advances when they receive federal funds.

The Englewood Redevelopment Authority received \$34,844, of which \$19,536 will go to the city in repayment of a loan. The remainder will be used for anticipated street improvements and residential clearance and rehabilitation. Construction of low- and moderate-income housing is also anticipated.

Plainfield expects to use its \$8,815 advance for a housing improvement program in the central part of the city.

Burlington's \$6,630 advance will be used to plan clearance of substandard commercial and residential structures, purchase of land for public use, construction of low-cost housing for displaced families, and street improvements. The 14.8-acre project area is near the center of town.



MEETING THE NEW COMMISSIONER — Edmund T. Hume (left), newly appointed Commissioner of Community Affairs, moderated a panel discussion of cabinet officials at the annual State Planning Conference in Trenton February 3, and talked informally with participants during breaks in the program.

New Communities Pondered by Planners

New kinds of state and metropolitan development agencies, new planning legislation, and a new, design-conscious outlook by local officials and developers are all essential if the nation is to improve its urban environment while meeting the massive building requirements of the next 30 years.

William Slayton, executive vice-president of the American Institute of Architects, sounded that warning last month at the 13th annual State Planning Conference in Trenton.

He pointed to New Jersey's planned unit development (PUD) law as an example to the nation of "ways in which an urban state can develop." He also said New Jersey could expect "an even greater amount of urbanization than the rest of the country."

Slayton headed one of three panel sessions at the conference, which attracted more than 500 persons. Organized on the topic of new communities, it was sponsored jointly by the Department's Division of State and Regional Planning and the New Jersey Federation of Planning Officials.

The conference also featured brief remarks by Governor William T. Cahill, Commissioner Edmund T. Hume, and four other cabinet officers — John Kohl, commissioner of transportation; Dr. James R. Cowan, commissioner of health; Pierre P. Garven, the Governor's counsel; and William Ozzard, chairman of the Board of Public Utilities Commissioners.

Slayton urged states to form public development corporations, such as New York's, to build new communities. He said these corporations needed authority to adopt master plans, issue bonds, acquire land for sale or lease to private developers, including the power of eminent domain, and to install streets and public facilities. He urged that the plans thus developed include jobs and housing for low- and moderate-income families.

He also urged creation of metropolitan governmental bodies, such as the St. Paul - Minneapolis Metropolitan Council, with "control over activities that shape development" such as transportation, open space, waterways, location of industrial parks and public housing.

Slayton said, however, that new communities would accommodate only a small fraction of the anticipated 100-million population increase in the United States by the year 2000. Most of the growth, he said, will occur on the periphery of existing metropolitan areas.

To improve the quality of development in these peripheral areas, Slayton said, wider use ought to be made of such planning innovations as PUD, which permits developers to build clusters of housing at the center of large open space areas.

Governor Cahill said he intended to be open to the advice of local planning officials. "Action without planning is usually chaos," he said. "Planning without action is futility."

Model Cities Action Grants Go to Newark and Hoboken

Two of New Jersey's "first round" Model Cities, Newark and Hoboken, have been awarded first-year federal action grants by the U.S. Department of Housing and Urban Development (HUD).

In addition, state-aid grants were awarded by the Department to three other cities -- Jersey City, Plainfield, and Orange. The state aid grants, made from a \$2-million legislative appropriation for Model Cities and community development, will enable small projects to begin.

Jersey City and Plainfield are in the federal Model Cities program. Orange is a participant in the state Community Development program.

Newark's grant of \$5,654,000 will assist a variety of planned activities including housing construction, rehabilitation and conservation; business training for small entrepreneurs; home health care services, and a school dental care program.

'Urban Aid' Plans Approved for 6 Cities

Final approval has been given to the plans submitted by the state's six largest cities for awarding of a \$12-million "urban aid" appropriation by the 1969 Legislature.

The amounts allocable to each city are determined according to a formula in the legislation. The funds thus allocated may be used for programs and facilities for the disadvantaged in education, public health, public safety, recreation and libraries, and for salary increases to public employees in these fields.

To obtain the funds, the cities were required to submit plans to the Department's Division of Local Finance. The plans were subject to the review and approval of the Director of Local Finance, the Director of the Division of Budget and Accounting, and the Legislative Budget and Finance Director; and for education uses, the Commissioner of Education as well.

James A. Alloway, director of the Division of Local Finance, noted that about 87 per cent of the funds were to be used for salary increases, at the request of the cities.

The amounts allocated, and the purposes for which the allocations were approved, are as follows:

Newark, \$5,405,184, entirely for pay raises to firemen, policemen, housing

Hoboken's grant of \$2,030,000 will help to implement such activities as job training programs in the clerical and pre-apprenticeship fields; prenatal, obstetric and pediatric care for impoverished families, including welfare recipients; creation of two small parks; and a demonstration reading achievement program for elementary school pupils.

The state awards included \$85,000 to Jersey City, \$48,670 to Plainfield, and \$16,500 to Orange.

Jersey City and Plainfield were notified last July that the grant funds would be allocated to them. Under this "forward funding" principle, agencies receiving federal financial aid for a program are notified that state funds have been set aside for their use, so that they can plan more effectively. Plainfield has already received \$26,330 of a total reservation of \$75,000.

patrolmen and public works employees.

Trenton, \$1,860,129, for recreation facilities, equipment and programs; a park for public housing residents; improved street lighting; a school dental care program; health assistance for the elderly; a social center for the elderly; and salary increases for school and public safety employees.

Jersey City, \$1,764,624, entirely for pay raises for public safety employees.

Camden, \$1,275,244, for public safety pay raises, recreation facilities and a school lunch program.

Paterson, \$906,182, for salary increases and employment of additional policemen and firemen, and for several summer programs conducted last year.

Elizabeth, \$788,637, for police and fire salary increases, ambulance survey and laboratory equipment, recreation facilities, library repairs and supplies, and hospital care for the poor.

In his budget for 1970-71, Governor Cahill has recommended that the Legislature again appropriate \$12-million for "supplementary municipal aid," but that the program not be continued in its present form.

The Governor recommended that the appropriation be "subject to the enactment of enabling legislation."

Nine New Jersey cities are participating in the federal Model Cities program, administered by HUD. These nine, plus four others, have received state financial and technical aid from the Department to prepare Model Cities applications.

The grant to Orange will pay for operating a day care center.

Management Tools Outlined in Guides

Two management guidebooks, designed to aid New Jersey local officials in the planning and control of operations and in cost estimating, have been issued by the Department's Division of Local Finance and distributed free of charge to all municipalities and counties.

The guides, "Cost Considerations for New Jersey Local Government" and "Operations Planning and Control for Local Governments in New Jersey," were written by Allen Goodwin, associate professor of business at Mercer County Community College in Trenton. The supply has been exhausted.

In both guides, Goodwin drew upon basic managerial techniques used by industry and government, and suggested ways of applying these techniques in the day-to-day operations of local government. He said wider use of the techniques would help government accomplish more and realize greater savings.

James A. Alloway, director of the Division, said that a third guide on a related topic, capital improvements programming, would be published and distributed shortly.

"Professional literature is filled with descriptions of situations in which intelligent planning and organization have led to dramatic savings of money, and equally important, greatly increased job satisfactions and feelings of accomplishment that go with doing a job well," Goodwin said.

The planning manual shows how charts can be used to schedule work programs and to indicate at a glance employees' responsibilities, use of their time, work progress, use of equipment and materials.

The guidebook on cost considerations discusses different kinds of costs, ways to save money and time, and how to determine estimated costs of a proposed project in advance.

Minority Contractors Learning Large-Scale Building Methods

A community-based organization of construction specialists in Newark is helping equip small-scale minority-group contractors with the skills they need to compete successfully for bigger jobs.

Assisted by a \$65,000 grant from the Department, the specialists are teaching some 35 black and Puerto Rican contractors such technical things as how to estimate costs, prepare bids, purchase materials, interpret detailed drawings and specifications, and run a cost-accounting system.

The grant was made from a \$1.15-million state aid appropriation for economic opportunity programs. The program is being run by the New Jersey Contractors Development Office, whose director, Gurney Nelson, is a registered engineer. Two organizations active in developing job opportunities for minority groups, the Workers Defense League and the A. Philip Randolph Educational

Fund, have supervisory responsibilities.

Nelson said, "We're working with small contractors whose experience has been limited to painting garages, making additions to houses and installing furnaces.

"If these contractors are going to be able to handle bigger jobs, involving architectural design and engineered construction, they'll have to learn specialized skills they didn't need before."

Donald J. Cogsville, administrator of the Department's Community Enterprise program, who made the grant, emphasized the opportunities available for the small contractors.

"For the New Jersey College of Medicine and Dentistry alone," Cogsville said, "there's going to be about \$80-million worth of construction done over the next five years.

"Under terms of the agreement worked

out two years ago with the city of Newark, school officials, federal and state officials and the community representatives, substantial amounts of this work will be done by minority-group contractors, and a substantial number of construction jobs will be done by minority-group workmen.

"This training project will contribute significantly to the fulfillment of that agreement."

Nelson's staff, in addition to training the small contractors, is alerting them to construction work coming up for bid and is helping them obtain capital financing and bonding where necessary. The Contractors Development Office has an eight-member board of trustees experienced in banking, business, insurance and contracting, who are on call to provide technical advice.

Some preliminary work on the project was done last year, including compilation of a list of small minority-group contractors, classified according to work experience, size of payroll, liquid assets and job completion record.

Assistance was given to about 30 contractors. One has since completed a painting contract for Paterson State College, another did masonry work for the Newark-based Medical School, and a third finished a masonry and concrete contract for an office building in Randolph Township.

This phase of the assistance project was financed with \$44,590 in Ford Foundation funds administered by the Department.

Conferences Set

The Department will co-sponsor four day-long conferences for local officials about contract procedures and administration this month and next.

They are sponsored jointly by the Division of Local Finance, the Office of Community Services and Middlesex County College in Edison. They will be held at the college March 25 and April 1, the Department's conference room in Trenton March 27, and the civil service training room of the State Office Building in Newark April 3.

The conferences are part of a series of training programs offered to local officials under departmental auspices in the past year.

13 Local Legal Services Agencies

Share State Aid Totaling \$184,000

State-aid grants totaling \$184,000 were awarded by the Department last month to continue the operations of 13 local Legal Services agencies throughout New Jersey.

Legal Services is a federally-aided antipoverty program which offers free legal advice to the poor, as well as representation in civil court cases and before administrative agencies. Last year, some 20,000 persons were assisted by Legal Services lawyers in New Jersey.

The grants, made from a \$1.15-million state-aid fund for economic opportunity programs, will be used by the local agencies to match federal funds available from the U.S. Office of Economic Opportunity.

Commissioner Edmund T. Hume, who announced the grants, said that they would "make it possible for impoverished families to gain access to the courts for redress of their grievances and to receive equal treatment under the law."

He added, "While the Legal Services program has served primarily as a voice for the poor, it ultimately benefits all citizens, rich and poor, by helping to make the law more responsive to the needs of all the people."

The funds went to the Newark-Essex Joint Law Reform Unit, which serves Newark and Essex County; to the Newark Legal Services Project, Inc.; and to offices in Bergen, Camden, Essex,

Hudson, Mercer, Middlesex, Monmouth, Ocean, Passaic, Somerset and Union Counties.

James D. Coffee, chief of the state Office of Legal Services within the Department, said that in addition to their free legal aid services, the local agencies operate community education programs to help the poor understand their legal rights and responsibilities.

He said these efforts include protecting the poor from unscrupulous business practices and consumer fraud, and encouraging them to make use of social security, welfare and unemployment benefits when needed.

The awards were made as follows:

Bergen County Legal Services Assurance Corp., \$7,000; Camden Regional Legal Services, Inc., \$45,000; Essex County Legal Services Corp., \$9,500; Hudson County Legal Services, \$15,000; Legal Aid Society of Mercer County, \$6,000; Middlesex County Legal Services Corp., \$15,000; Monmouth Legal Services Organization, \$10,000.

Also, Newark-Essex Joint Law Reform Project, \$2,500; Newark Legal Services Project, Inc., \$45,000; Ocean County Legal Services, Inc., \$5,500; Passaic County Legal Aid Society, \$15,000; Somerset County Legal Services Corp., \$3,800; and Union County Legal Services Corp., \$5,000.

Municipal Personnel Needs to Be Studied

The Department has awarded a grant of \$17,500 for a one-year research study of New Jersey's municipal government personnel needs.

The study will be conducted by the Rutgers University Bureau of Government Research, in cooperation with the State Legislature's County and Municipal Government Study Commission, whose chairman is State Senator William V. Musto of Hudson County.

It will examine current and future manpower needs of local governments and recommend better ways of recruiting and training administrative, professional and technical personnel.

The grant was announced jointly by Musto and Commissioner Edmund T. Hume. It was made through the Department's Community Development Training program, financed by \$260,000 in federal funds under Title VIII of the Housing Act of 1964 and \$350,000 in state-aid appropriations.

"To meet the growing demand upon local governments to provide improved and expanded services, the Department stands ready to help communities recruit the best personnel available," Hume said. "This study will guide the State in developing its recruitment and training programs so that they best meet the personnel needs of local and county governments."

The study will assess municipal personnel requirements generated by new programs and by changes in local government functions. It also will recommend ways to create new career opportunities for nonprofessionals.

The study will supplement a preliminary report, "Focus on Municipal Personnel Needs in New Jersey," pre-

pared by the Department's Office of Community Services. That report was based on information obtained last year from 204 municipalities via questionnaire.

The report found that "the amount of training (provided) for local government personnel does not meet the present needs for competent and efficient local government operations." Fewer than one out of five municipalities which responded to the questionnaire said they provided any in-service or pre-service training, although 94 per cent said training was considered important.

Among the recommendations of the report were:

▶ Financial aid for regional recruitment and training programs, and expansion of existing state efforts.

▶ In-service training fellowships for persons in "critical areas of local government."

▶ Statewide personnel benefits and an intergovernmental program providing for transfer of pension rights of persons moving from one government job to another.

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month to about \$248, depending on the size of the apartment.

The developer is R.B. Development Co., a limited-dividend corporation. HFA will provide a 90 per cent mortgage of \$4.2-million to finance the development, with construction expected to begin in April and initial occupancy in December.

The Ocean Township (Monmouth County) development will consist of 93 units of rental housing for the elderly in 12 clusters of one-story masonry apart-

ments. Forty-six of the units will be efficiency apartments and 47 will have one bedroom. The 10-acre site will include a landscaped recreation area with a stream.

Federal rent reduction subsidies may also be available, making possible a monthly rental of only \$32 for a person having a \$1,600 annual income. The rent would be about \$105 for a person earning \$5,000. Without subsidies, an efficiency would rent for about \$176.

HFA will make a 100 per cent mortgage loan of \$1,962,000 to the non-profit developer, Township of Ocean Housing Corp. Construction is expected to begin shortly, with initial occupancy in March, 1971.

The notes for the Fitchway project were purchased by four Trenton banks at an annual interest rate of 6 per cent. They are for a term of 2½ months. The remaining funds required to complete the development will be raised through note sales by HFA later on.

The purchasers were First Trenton National Bank, Trenton Trust Co., Broad Street National Bank and Security National Bank.

Seessel said he hoped the start of construction on the Fitchway housing would stimulate renewal activities in the capital city, especially the long-awaited Trenton Mall.

He noted that the development recently received an award for design excellence from the New Jersey Chapter, American Institute of Architects, and the New Jersey Society of Architects. The architect is Kramer, Hirsch and Carchidi of Trenton.

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