

OPPORTUNITY

A Publication of the New Jersey Office of Economic Opportunity, Department of Community Affairs

In a recent letter to John C. Bullitt, outgoing director of the New Jersey Office of Economic Opportunity, President Lyndon B. Johnson said:

"Governor Hughes has told me of the excellent job you have done as Director of the New Jersey Office of Economic Opportunity. I am aware that the New Jersey antipoverty effort has been one of the very best in the country and I want you to know how pleased I am with the work you have done.

"It is my hope that our country will always be able to call on people like you, people with great capabilities and enormous energy and dedication."

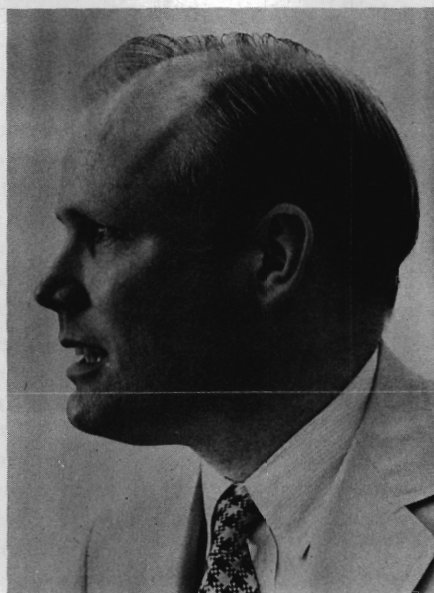
Bullitt Resigns As New Jersey OEO Chief; Returning To Washington For Asian Post

John C. Bullitt, director of the New Jersey Office of Economic Opportunity since its founding in October 1964, has resigned to join the Agency for International Development (AID) as assistant administrator for the Far East.

In the new post, Bullitt will assist William Gaud, AID's Far East administrator, in directing economic development programs for Indonesia, Thailand, Laos, the Philippines, Taiwan, Korea and Malaysia.

Before joining the New Jersey antipoverty agency, the 41-year-old attorney had served as assistant secretary of the treasury for international affairs and as executive director of the International Bank for Reconstruction and Development (the World Bank) and its affiliates. He also had been chairman of the executive committee of the Cabinet Committee on Balance of Payments and a member of the Development Loan Committee, the Trade Executive Committee and President Johnson's Committee to Examine the Foreign Assistance Program.

In his letter of resignation to Gov.



JOHN C. BULLITT

Hughes, Bullitt said he took "great satisfaction that, in the twenty-eight months since you established this Office to lead President Johnson's war on poverty in our state, New Jersey has become a leader among the States in this crucial area of human concern." He said that while

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New State Agency Helps Communities To Meet Local Needs

"The cities, counties, townships and boroughs of New Jersey no longer need to stand alone."

That proposal, voiced by Gov. Richard J. Hughes in a special message to the Legislature last May 31, became a reality on March 1 when the new State Department of Community Affairs was officially established to help New Jersey's 567 municipalities meet local needs.

The new department, the State's 16th cabinet-level agency, is designed to provide assistance to all New Jersey communities and their citizens in the areas of local government, land use, housing and urban renewal, local finance, economic opportunity, health and the problems of youth and the elderly.

Heading the new department as its first commissioner is Dr. Paul N. Ylvisaker (pronounced ILL-vah-saker) of Cranbury (Middlesex County), one of the country's leading specialists in community problems. Dr. Ylvisaker, 45, who had served the past 12 years as public affairs director of the Ford Foundation, is widely acclaimed as an architect of the nation's war on poverty and as "father" of the new Model Cities legislation.

(For complete details on Dr. Ylvisaker's background and that of other top personnel in the new department, see separate stories on pp. 4-5.)

The new department is composed of eight agencies, six of which were transferred from other State Departments. These agencies and their former departments are: Office of Economic Opportunity (Governor's Executive Office); Division of Local Finance (Treasury); Divisions of Housing and Urban Renewal and State and Regional Planning (Conservation and Economic Develop-

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Community Restoration Plan Would Give State More Powers Over Low, Middle-Income Units

A sweeping statewide program to restore and revitalize the urban and suburban areas of New Jersey has been submitted to the State Legislature by the New Department of Community Affairs.

The program, in the form of six Hughes administration bills, would give the new department vast statewide powers over the construction, rehabilitation and regulation of multiple-dwellings, especially middle-income housing in decayed urban centers. The bills were introduced in the Legislature within two weeks after Commissioner Ylvisaker's installation.

In general, the legislative package provides new incentives for encouraging private initiative to restore the cities and meet the pressing housing needs of all communities; seeks to counter deficiencies among state and local employees through a personnel exchange program; offers state money to help municipalities meet the local share of urban renewal projects; sets uniform regulations regarding the displacement of persons in urban renewal areas; and updates and strengthens the laws regulating hotels and multiple dwelling units for the first time in 67 years.

In a message to the Legislature accompanying the legislation, Governor Hughes pointed out that the bills "will not in and of themselves provide dramatic and quick solutions, but they will indicate that building on the experience of others, New Jersey has turned the corner and has started in the direction of lending an important hand to communities large and small."

If approved by the legislators, the bills would:

- ▶ establish a New Jersey State Housing Finance Agency, which would issue hundreds of millions of dollars worth of tax-free revenue bonds to finance the construction and rehabilitation of middle-income housing units. There is an estimated shortage of more than 100,000 middle income housing units in New Jersey.

Proceeds from the bonds would be used for low-interest mortgage loans to private companies and non-profit corporations for the construction and rehabilitation of middle-income housing units. Since the interest rate on the loans (about four per cent) would be up to two per cent lower than the going rate for housing development funds from private lending sources, the monthly rent for middle-income housing projects established would be about \$5 less.

All bonds issued must be secured by mortgage loans and repaid out of revenues of the agency; no State appropriations (other than an initial \$50,000 outlay to form the agency) and no pledge of State credit would be necessary.

- ▶ create a revolving demonstration housing grant fund. The Commissioner could make interest-free loans from the fund to non-profit, limited-profit and mutual housing associations, which would, in turn, organize and finance corporations to build or rehabilitate housing for low and moderate income families. The bill is designed

to attract private business, foundations and other sources of capital to participate in the solution of urban housing problems.

The bill would also empower the Commissioner to use the fund to support new ideas and techniques to provide better and faster methods of constructing low and middle-income housing and removing blight on a neighborhood basis in both urban and non-farm rural communities. It is through this provision that the Department would also attempt to assist certain New Jersey communities that are not designated as "Model Cities" under the federal program.

- ▶ make the first comprehensive revision of the State's multiple-dwelling or tenement law since 1904. The bill would give the Commissioner all powers for regulating health, construction and safety standards in most two or more family dwellings. It broadens the definition of tenements or multiple dwellings to cover all two or more family homes where the families cook on premises and where the various family units are heated by a central heating unit.

The bill would also give the Commissioner the power to study, promulgate, change and enforce regulations for these dwellings—a power that now rests with the Legislature. The bill includes legal safeguards, such as public hearings and judicial review. In addition, fines for violators are raised a maximum of \$100 to \$500 for the first offense and \$1,000 for repeat offenses.

- ▶ establish the first statewide program of State aid to help cities meet their share of federally-financed urban renewal projects. The cities now pay from one-third to one-fourth of the cost of such projects. Under the bill, the Commissioner could make urban renewal aid grants, taking into account the community's financial need, its tax rate and revenue resources and its extent of blight and commitment to curtail it. In most cases, the Commissioner could grant up to one-half of the city's share of a project; but in projects involving schools, parks, open space and neighborhood centers, he could grant up to 100 per cent of the local share.

In addition, grants of 50 per cent and loans of 50 per cent could be made for non-profit moderate income housing. Also, the Commissioner could make temporary advances to help municipalities prepare urban renewal plans and permit them to acquire land in an urban renewal area before signing a capital grant contract with the Federal government. Appropriations would come from the State beginning in Fiscal Year 1969, (July 1, 1968). According to estimates, one-half of the total current local share of urban renewal costs would amount to some \$2 million annually.

- ▶ establish statewide, minimum uniform standards governing the relocation of persons displaced from their homes and businesses by urban renewal and rehabilitation projects. Municipalities would be required to provide these persons with alternate dwelling units as generally desirable as the homes from which they were displaced. The bill gives the Commissioner the power to issue rules and regulations, to approve all relocation

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COMMUNITY from page 1 ment); and the Divisions of Aging and Youth (State).

The two newly-created agencies are the Office of Community Services and the Advisory Council on Community Affairs. The Community Services agency is designed to provide advice, guidance and information to local communities throughout the State and assist them with community development problems and other activities of local government. It also will be responsible for conducting research on the problems of local government and coordinating and channeling some 170 federal aid programs to the communities.

The Office of Community Services has also absorbed the Model Cities Task Force, created several months ago by Gov. Hughes. The Task Force, established last November, has been working to explain the Model Cities and Metropolitan Development Act of 1966 to the various communities and assist them in attempting to qualify as "model cities."

The \$900 million model cities program, signed into law by President Johnson on November 2, 1966, is designed to coordinate all forms of Federal aid to some 70 "model" cities throughout the country. It attempts to demonstrate that the selected municipalities can be effectively rehabilitated—from both a physical and human renewal aspect—if the multitude of federal aid programs are coordinated.

The Advisory Council on Community Affairs, consisting of the Commissioner and 12 other appointed members from local communities and private organizations, will offer advice on the problems of local government and the work of the department and conduct studies on specific community problems selected by the Commissioner.

Of the appointed members, three will be mayors of local municipalities, four will be private residents, and the remaining will be chosen from each of five existing community associations. These are the New Jersey Association of Boards of Chosen Freeholders, the New Jer-



SWEARING IN — With Gov. Richard J. Hughes at his side, Dr. Paul N. Ylvisaker is sworn in as the first Commissioner of New Jersey's New Department of Community Affairs on March 1. The commissioner's wife Barbara, and youngest son David, 9, were present for the ceremony, which was conducted by Superior Court Judge Sidney Goldmann of the appellate division.

sey State League of Municipalities, the New Jersey Federation of District Boards of Education, the Municipal Managers Association, and the New Jersey Federation of Planning Officials.

In announcing his appointment of Ylvisaker, Gov. Hughes said the new Community Affairs Department "will have as its prime goal, service to the community, service to the local official, service to the citizen." He praised the new commissioner as a man "with long experience in and out of government and academic preparation in the problems and potentials of attaining a higher quality of life in our cities, suburbs and rural areas."

The Governor added:

"This is a new beginning in state government. New Jersey is proud to say that we are not only the most urban state in the nation but that we will strive to become the very first urban state in the nation: the state of which history will record an intelligent marshalling of all its resources to bring about a rebirth of the community, of the city large and

small, of the qualities and activities which have made the community the center of life and civilization through history."

Since his appointment, Commissioner Ylvisaker has echoed this theme.

"In whatever the time of our tenure," he said in an address to the Greater Trenton Chamber of Commerce in late January, "we hope to make New Jersey what its Governor and Legislature intended and its citizens want: which is to become a pioneering model of the role States can play in helping their localities become truly liveable communities."

To accomplish this, Dr. Ylvisaker said the new department will strive "to offer incentives; to reward good practices; and to foster wherever possible the models that merit repetition and the great visions that stir men's souls to further greatness."

One of the priorities of the new Community Affairs Department will be in the area of middle-income housing. Within three days after his installation, Commissioner Ylvisaker disclosed to the Legislature

an innovative urban revitalization package. The program, contained in six Hughes administration bills, emphasizes the construction, rehabilitation and regulation of multiple-family dwellings, especially middle-income housing in decayed urban centers.

(For details of the urban revitalization package, see separate story on page 2.)

Other concerns of the new Department will be proposals for revising the taxation revenue system; an "interns-for-municipal government" program, which would recruit and train young men and women for careers in municipal government; developing the Hackensack Meadows; producing a coordinated statewide manpower program; and developing adequate programs for the aging.

Despite the fast start and enthusiasm surrounding the new Community Affairs Department, Commissioner Ylvisaker, as well as Gov. Hughes, have stressed that the agency cannot be expected to solve the problems of communities overnight.

"I'm under no illusions," said Ylvisaker in the WOR-TV program, *New Jersey Reports*, "There's no magic in this business. Those people who deal with urban problems realize that there is no magic. But there is a hope that we can do better than we've done in the past, and the State can do better to help local officials and citizen groups."

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plans before any person or family can be displaced and to force compliance.

► permit the Federal, State, county and local governments to temporarily exchange employees who have expertise in community redevelopment techniques. It is an attempt to concentrate the best talents of each governmental level in a coordinated, concentrated community redevelopment project. Employees would freely decide whether to participate in the exchange program. Employees would work in such projects for as long as one year during any three year period, with no change in salary and no loss of retirement or other work benefits.

It would also give the employees insights into the need for inter-governmental cooperation in solving community problems. Temporarily assigned employees could receive a per diem allowance.

First Commissioner Of Community Affairs: Scholar, Teacher, Administrator, Author

New Jersey's first Commissioner of Community Affairs brings to the post a wealth of experience as a scholar, a teacher, an administrator and an author.

Born in St. Paul, Minnesota, Paul N. Ylvisaker received a B.S. degree from Mankato (Minnesota) State Teachers College in 1942. He later received a master's degree in public administration and a doctoral degree in political economy and government in 1948, both from Harvard University.

In the early fifties, he spent a year abroad in Great Britain as a Fulbright Senior Research Scholar.

Dr. Ylvisaker has had considerable experience on the faculties of several leading colleges. In 1942 and from 1943-44, he was an instructor at Bethany Lutheran Junior College in Minnesota. From 1945-48, Ylvisaker served as an instructor and tutor in the department of government at Harvard University.

Soon after, Dr. Ylvisaker was as-

sistant professor of political science at Swarthmore College and associate professor there from 1953-55. In 1961-62 and in 1965-66, he was a visiting professor in politics at the Woodrow Wilson School for Public and International Affairs at Princeton University.

In addition, the new commissioner lectured at the Institute of Local and State Government at the University of Pennsylvania in 1952 and 1953. He also was a research assistant at the Public Administration Center of the University of Minnesota during 1942-43 and a Littauer Fellow at Harvard University during 1944-45.

Dr. Ylvisaker got his start in public administration in 1954, when he served as executive secretary, and later consultant, to Mayor Joseph F. Clark of Philadelphia, who is now serving as a U.S. Senator from Pennsylvania. Before that, Ylvisaker had served for a year as staff director of the Inter-University Case Program.

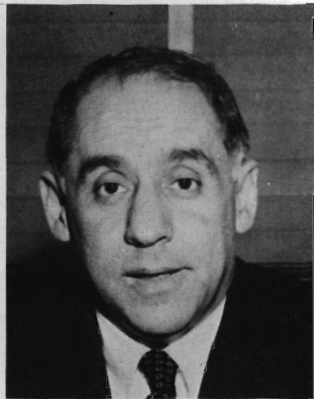
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AN ASSIST — David Ylvisaker, youngest son of the new commissioner, returns guest book to his father, after swearing in ceremony. Judge Goldmann is in background.





JOEL H. STERNS



B. BUDD CHAVOOSHIAN

Joel Sterns, Budd Chavooshian Are Assistant Commissioners

In addition to Commissioner Ylvisaker, the top administrative positions in the new Community Affairs Department are held by two assistant commissioners—Joel H. Sterns, 33, former deputy director of the New Jersey Office of Economic Opportunity and B. Budd Chavooshian, 45, former director of the Division of State and Regional Planning in the Department of Conservation and Economic Development.

A third assistant commissioner is expected to be named shortly.

Sterns had served as deputy director of the State antipoverty agency since its founding in 1964. Before that, he had worked with the Kennedy administration for three years, serving as assistant to the U.S. Coordinator of the Alliance for Progress, and as a member of the U.S. Delegation to the Inter-American Economic and Social Council.

Later, he was appointed special assistant to the president of the U.S. Export-Import Bank. During his service in Washington, Sterns was a member of the special presidential task force that drafted the Economic Opportunity Act.

From 1958-61, he had served as executive assistant to the State Commissioner of Conservation and Economic Development.

Recently, he has also worked as a consultant to the City of New York in the establishment of its Human Resources Administration. He was also instrumental in establishing the Governor's Task Force on Model Cities.

Sterns holds a B.S. degree in journalism from Northwestern University and a master's degree in public affairs from the Woodrow Wilson School for Public and International Affairs of Princeton University.

Chavooshian became chief of the New Jersey State Planning Bureau in 1956 and was named director of the agency when it became the Division of State and Regional Planning in 1961. After serving as a planner with several municipal and private agencies, Chavooshian became director of Trenton's Redevelopment Program in 1953, a post he held for three years.

A graduate of Pennsylvania State University with a

degree in civil engineering, Chavooshian has taken graduate courses in City and Regional Planning and government administration at the Institute of Local and State Government at the University of Pennsylvania.

He is a member of the American Institute of Planners, the American Society of Planning Officials and the New Jersey Federation of Planning Officials. He also is a member of the New Jersey Board of Professional Planners, the New Jersey Rural Advisory Council and chairman of the Governor's Inter-Departmental Committee on State Planning.

Both Sterns and Chavooshian are native New Jerseyites. Sterns, originally from Montclair (Essex County), now lives with his wife, the former Miss Joanne Glickman and their two daughters in Washington Crossing (Mercer County). Chavooshian and his wife, the former Miss Margaret Kurkjian, and their two children reside in Trenton.

Directing the Office of Community Services is John W. Gleeson, 33, former executive secretary to Governor Hughes. A former newspaper man, Gleeson has headed the Governor's Task Force on Model Cities for the past three months.

A graduate of Brown University, he was public affairs director of the Democratic State Committee from 1963 to 1965, when he became the Governor's executive secretary. Previously, he had been a correspondent for the *Passaic-Clifton Herald News* and *The Newark News*.

New Jersey Antipoverty Office Absorbed By New Department

The New Jersey Office of Economic Opportunity became part of the State Department of Community Affairs on March 1, when the new cabinet-level agency officially began operations.

Under the Community Affairs Act, NJOEO was absorbed by the new department, along with five other divisions of four existing State departments. The State antipoverty agency had been operating as an appendage of the Governor's Office since its creation October 8, 1964—a day after President Johnson launched the national war on poverty.

Joel Sterns, assistant commissioner of Community Affairs and former deputy director of NJOEO, is also serving as acting director of the State antipoverty office. The post has been vacant since John C. Bullitt, former NJOEO director, resigned earlier this month.

Sterns said the antipoverty office, for the present time, would continue to operate as it had during the past, providing technical assistance to the State's 26 local community action agencies and operating certain statewide or regional programs.

The antipoverty office will remain in its present location in the Trenton Trust Building, 28 West State Street, Trenton, at least temporarily. But Sterns, as a new assistant commissioner, has moved to quarters with the new Community Affairs Department at 363 West State Street, Trenton. Eventually, the State antipoverty agency will be housed there.

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"much remains to be done," the state antipoverty agency had "demonstrated that State government can indeed respond to the needs of the State's poor."

In the nearly two and a half years under Bullitt's administration, the New Jersey antipoverty effort has been hailed as one of the most efficient in the nation.

Exactly one year after NJOEO had been formed, USOEO Director Sargent Shriver said New Jersey "had obtained a greater variety of grants covering more of its people than any state in the union." New Jersey is also one of just two states in the country to establish community action program serving the poor in every municipality and county within their borders.

In addition, New Jersey antipoverty agencies received an additional \$11.3 million in federal antipoverty money during the 18-month period after its founding. This represented twice the amount of CAP money originally allotted to the State. The additional funds came from monetary allotments to other States, which were either unable or unprepared to utilize them.

From a program point of view, New Jersey has also been a pacesetter in providing legal services for the poor, and in pioneering in a number of statewide pilot projects. These include a New Career Development Program, believed to be the first of its kind in the country, which is working with the State

Civil Service Commission to help the poor qualify for new careers in civil service and government positions; a Rural Manpower Development Program, the first of its kind in the country, which provides educational, job and medical services for impoverished, unemployed or educationally-deficient youths and adults from rural areas; and a program to train released prisoners from two county-run penal institutions for employment.

Recently, Theodore Berry, national director of USOEO's community action programs, praised the New Jersey antipoverty effort as one of the best organized in the War on Poverty.

In addition, an editorial in the *Bergen Record* said recently that Bullitt "should not be allowed to go without a word of thanks, for he has worked hard and well . . . Withal, the State office and the local programs it supervised have operated without the political interference that has marred antipoverty work in other States."

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On May 1, 1955, he joined the public affairs staff of the Ford Foundation and was later named its director, a post he held until taking the Community Affairs position earlier this month. It was in this post that he gained a nation-wide reputation as an expert in urban and community affairs.

Dr. Ylvisaker has served on a number of governmental commit-

tees dealing with urban problems, including: the United Nations team of advisers to the Japanese government (1960 and 1964); the Area Development Advisory Board of the Committee for Economic Development; the U.S. Public Health Service Exchange Mission to the U.S.S.R. (1964); and on a number of Presidential tasks force and advisory committees.

The commissioner is also the author of several books and articles, many on the problems of communities. A staff member of the Blue Earth County (Minnesota) Council on Inter-governmental Relations from 1943-46, Dr. Ylvisaker wrote the *Battle of Blue Earth County* in 1949. He also wrote *The National Cement Controversy* (1950); *The Flagstaff Federal Sustained Yield Unit* (1957), with Paul Bedard; and *Inter-Governmental Relations at the Grassroots* (1956).

He also edited with Martin Meyerson and Barbara Terrett the November 1957 edition of the *Annals* on "Metropolis in Ferment." Dr. Ylvisaker has contributed several articles to national magazines and many professional journals.

He is a member of the American Political Science Association and the American Civil Liberties Union.

Dr. Ylvisaker, 45, is married to the former Miss Barbara Ewing. They have four children, Elizabeth, 19, Mark, 16, Peter, 15, and David, 9. The Ylvisakers live in Cranbury, a rural Southern Middlesex County community.

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