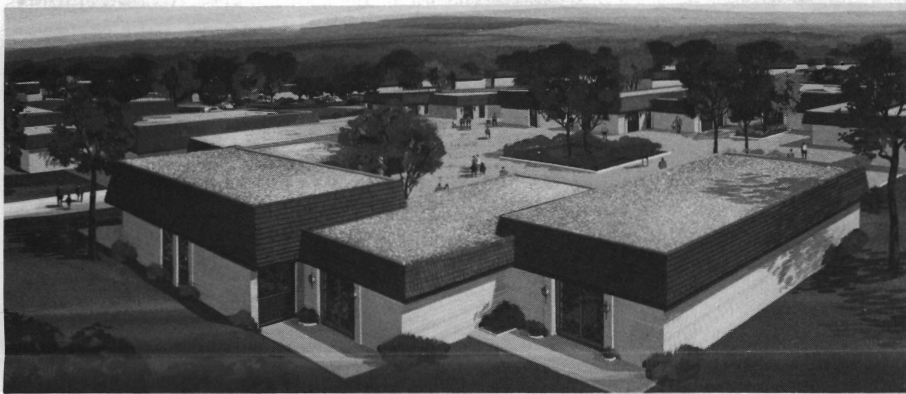


COMMUNITY

A Publication of the New Jersey Department of Community Affairs



GROUNDBREAKING for this 93-unit garden apartment complex in Ocean Township has been scheduled for late summer. The moderate-income development is being built for senior citizens with a \$1.96 million mortgage loan from the New Jersey Housing Finance Agency. Occupancy is planned for March, 1971.

\$250,000 Loan Assists Newark Housing

The Department has announced approval of a \$250,000 interest-free loan to the New Community Corporation, a non-profit community-based redevelopment organization in Newark, to acquire land for low- and moderate-income housing developments in a deteriorating 46-acre section of Newark's Central Ward.

The loan was made from the Department's \$7.34 million Revolving Housing Development and Demonstration Grant Fund, which is administered by the New Jersey Housing Finance Agency, a quasi-independent agency within the Department. The Fund was created in 1967 by the State Legislature to encourage the development of housing for low- and moderate-income families.

It is the second interest-free loan to be made by the Department to this agency. The first was a \$23,000 loan awarded to the Corporation last May.

The \$250,000 loan will be used by the Corporation to secure options and contracts on parcels of land in the area, which now consists largely of abandoned, unsafe buildings and vacant lots. The section, located in Newark's model city area, is bounded by Jones Street, South Orange Avenue, Bergen Street and 15th Avenue.

John P. Renna, Jr., executive director of the HFA and Fund administrator, said the loan would be repaid to the Department of Community Affairs upon

completion of the land acquisition process.

The New Community Corporation, whose president is Willie Wright, a community leader, has undertaken a large-scale program to develop a portion of the Central Ward through the use of public and private funds. In addition to the two Department loans, the NCC has received financial support from the City of Newark to aid in land acquisition and from the State, which has supplied funds to cover the local share required to obtain demolition grants from the federal government.

In addition, Renna said the NCC plans to secure mortgage financing for its housing developments from the New Jersey Housing Finance Agency. It also plans to seek federal assistance under the interest reduction and rent supplement programs of the Housing Act of 1968 so that NCC-sponsored housing can be made available at lower rents than would otherwise be possible. With the federal assistance, no eligible family will be required to spend more than 25 per cent of its income on housing.

The Corporation also has received more than \$200,000 from private sources to date, mainly through donations from individuals and businesses. Of this total, some \$65,000 was raised by the New Community Foundation, its nonprofit,

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OEO Grant Funds Monmouth County Food Stamp Project

An eight-month pilot project, aimed at increasing the participation of the "working poor" in Monmouth County's federal food stamp program by making the stamps easier to get, was begun last month by the county's welfare board with state and federal assistance.

The unique intergovernmental project is being funded by a grant of \$88,316 to the Department's Office of Economic Opportunity from the U.S. Office of Economic Opportunity (OEO).

The Department, which assisted in program development and grant negotiations, will channel the funds to the county welfare board and provide technical assistance as needed. The State Division of Public Welfare also helped devise the project and modified its own regulations to facilitate the demonstration.

Robert C. Wells, director of the county welfare board, said that some 4,200 county families now participate in the food stamp program, which is financed by the U.S. Department of Agriculture (USDA). The USDA makes these stamps available through county welfare boards. The stamps can be purchased by eligible families to increase their food buying power. Eligibility is based on income and family size, but includes the working poor as well as welfare families.

Wells said that the board would seek to double its current rate of participation in the program through the pilot project.

A key factor in reaching this goal, he said, is the recent decision of USDA to permit the welfare board to use a self-certification method of enrolling participating families, a simplified method already in use in the public assistance programs.

Under this method, families are certified as eligible based upon their own statements, without requiring cumbersome and time-consuming investigations of every applicant to determine eligibility. Wells said that the new method not

(CONTINUED on page 6)

Local, State Officials to Attend Seminar on Decision-Making

Government officials are constantly making decisions that have long-range effects.

They may decide to change the zoning ordinances of their municipality.

They may decide to install a computerized tax system.

Or they may decide to purchase and develop local tracts of land.

Such decisions may have beneficial long-range results. Or they may turn out to be detrimental to the welfare of the community.

To help New Jersey decision-makers gauge the possible long-range effects of their decisions, Rider College and the Department are co-sponsoring a computer-assisted urban laboratory seminar on the Rider campus from September 8-11. The seminar, utilizing a computer model of a representative urban community, will help participants evaluate the long-term results their decisions would have on the environment of a hypothetical city.

Approximately 120 elected and appointed state and local officials, civic leaders and other interested residents will attend the seminar, which will be financed through a \$19,000 Department grant. The grant was made from a \$350,000 state-aid training appropriation in the Department's 1970-71 fiscal year budget.

The seminar is being directed by Applied Simulations International, a private company based in Washington, D.C., which works in the field of urban affairs.

The seminar will work this way: The participants will first be told the size, typography and political jurisdiction of a

hypothetical city, which will reflect many of the problems common to urban areas in New Jersey. However, it will not be identified as any one metropolitan area.

Then, participants will be designated as decision-makers in the economic, social or government sectors of the city. They will engage in "rounds" of activity, with each round simulating a year of city planning. During these rounds, participants will investigate, discuss and finally decide their plan of action.

Decisions might be made to develop land, build schools and roads, execute municipal services and elect officials. The participants will exert a real influence in determining the urban environment of the hypothetical city.

Their decisions will then be fed into the computer, which will contain all relevant economic, social and governmental statistics for the simulated city. The computer will then release "yearly" print-outs following each two-hour round of activity. These reports will indicate the effects of the decisions.

Through the use of the computer, participants will be able to guide and gauge the development of the simulated city over a "six-year" period in just three-and-a-half days.

"As in a real city, conflicts and disappointments will develop," said Dr. Peter House, president of Applied Simulation International. "Trade-offs and bargaining will enter into the workings of the simulation system so that the participants will learn for themselves how cities really work. By participating in such a seminar, officials can see if their decisions will ultimately help or harm the

hypothetical city."

In addition to forecasting, the computer-assisted model will seek to develop an increased awareness among state and local decision-makers of the conflicts involved in a broad spectrum of private and public policy decisions, House said.

Any local government officials or community leaders interested in attending should contact: William Bamka, administrator, Recruitment and Training Program, New Jersey Department of Community Affairs, P.O. Box 2768, Trenton, New Jersey 08625.

State Approves Aid To Offices on Aging

The State Legislature, at the Department's request, has passed a bill giving the State responsibility for financially assisting county offices on aging which become ineligible for federal aid.

The county offices, established under the federal Older Americans Act of 1965, receive federal aid for operating expenses through the Department's Division on Aging. The federal share is 75 per cent the first year, 60 per cent in the second and 50 per cent in the third. Thereafter, federal assistance ceases.

The bill, which awaits the Governor's signature, would provide state aid for half the county offices' operating expenses after the third year, up to a maximum amount of \$20,000 for each office.

Edward L. Donohue, director of the Division on Aging, estimated that \$78,000 would be paid out in state aid during the current (1971) fiscal year. The source of these state-aid funds has not yet been determined.

Four offices, in Bergen, Camden, Mercer and Sussex Counties, are immediately eligible for state aid. The Passaic County office will be eligible January 1. Offices on Aging in Hudson and Middlesex Counties will become eligible in fiscal year 1972, and in Cumberland and Ocean Counties in fiscal year 1973.

County Offices on Aging serve as extensions of the State Division on Aging, providing information and referral for older residents in their areas. Their activities and budgets are subject to review by the Division, which will receive the county offices' applications for state aid, as it does now for federal aid.



POLICY MAKERS in an urban laboratory seminar look over computer reports of the long-range effects of their decisions on a simulated city. This kind of seminar, which uses a computer model of a city, is being co-sponsored by the Department and Rider College to help state and local government officials in decision-making.

Black-Operated Packaging Factory Proves Successful

The single-story Trenton Packaging Company plant doesn't look exceptional at first glance.

The 40-odd employees who work there perform typical production-line jobs. Some stand alongside conveyor belts, fastening metal things to paper things and stuffing the assemblages into little boxes. Other employees grab armloads of the little boxes and bundle them into shipping cartons. Still others stack the cartons onto skids, band them securely, to be whisked away by a forklift and loaded into a truck.

The plant's typical appearance, however, is what makes it exceptional. Its location is Trenton's Coalport urban renewal area, one of the city's most depressed neighborhoods. The production workers are all black, mostly low-income residents of the immediate neighborhood which contains some of the city's oldest, most congested housing. They arrive and leave on foot, not in cars as is typical in the suburbs.

Trenton Packaging Company was conceived as a "small attempt to buck the trend of urban economics," said Donald J. Cogsville, administrator of the Department's Community Enterprise program, who assisted in the establishment of the company.

"The parent company, Shell Chemical Company, wanted to develop a source of unskilled employment for low-income residents of Trenton," Cogsville said. "The result was this packaging plant - a risk that has panned out for both Shell and Coalport. Shell needed a packaging service for a pesticide strip it makes. The



IN BUSINESS - Marcus Hill (center, above), foreman at Trenton Packaging Company, shows a production-line item to Donald J. Cogsville, administrator of the Department's Community Enterprise program, who assisted in setting up the inner-city business. The plant, a subsidiary of Shell Chemical Company, now employs 40 people and is earning a competitive profit. (Below) A young woman employee assembles components, and Luther Rice, a forklift operator, moves a skid full of finished products to the loading dock.

Trenton black community needed the jobs."

The packaging plant is a wholly owned subsidiary of Shell Chemical Company, established without the aid of any government financial assistance program. The Department's role in formation of the offspring company was to bring together Shell officials and Trenton community leaders, suggest desirable kinds of business involvement from the community point of view, provide research data useful in planning the venture, and identify community needs.

The idea for the venture grew out of former President Lyndon B. Johnson's appeal for corporate involvement in the depressed communities of America. The packaging plant began operations quietly - Shell officials were aware of the dangers of premature publicity - in February, 1969 under Manager R. J. Gasperi, on loan from Shell.

Gasperi's immediate goal was to begin production; his longer range goal to

operate at cost and profit levels competitive with other similar plants, and to reach these goals with a primarily unskilled work force. Both goals have now been achieved.

In this task, Gasperi has been assisted by two experienced foremen from the black community. One of them, Marcus Hill, has invested in several small businesses in the target community in Trenton. The other, Artis Stewart, is a retired Army sergeant-major with 23 years of service. Both are skilled in supervising and training individuals for productive work.

Gasperi already has his eye on a new goal, which is to prepare for eventual transition to community ownership and management. When that will come, or how, remains to be worked out. "We have no deadlines," he said; "if it takes five years, it takes five years."

Shell plans to train someone from Trenton's black community as Gasperi's successor. And while 95 per cent of the plant's current production is the Shell pesticide strip, Gasperi said, he has succeeded in obtaining packaging contracts from two outside sources, and hopes by the end of 1971 for the plant to obtain 70 per cent of its production by competitive bidding from non-Shell sources.

Gasperi is proud of a letter written by President Richard Nixon to R.C. McCurdy, former president of Shell, praising the Trenton Packaging venture.

"Your efforts are representative of the kind of contribution private industry can make to the solution of urgent social problems," the letter said.



Hume Names Albert Meyers as New Deputy Commissioner

Albert Meyers, a community development consultant with wide experience in government and private agencies on the local, national and international levels, took office July 1 as Deputy Commissioner of the Department.

Meyers has served for the past seven years as director of research and development for the United Community Fund and Council of Essex and West Hudson. He has also been a consultant to several other government and private community organizations in Newark, including the city government and board of education; the United Community Corporation (UCC), the local antipoverty agency; the Business and Industrial Coordinating Council; and a Puerto Rican community group.

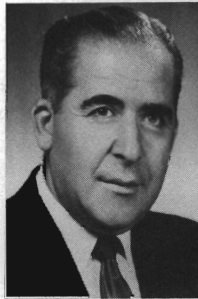
Commissioner Edmund T. Hume, who made the appointment, described Meyers as "a recognized expert in community and program development who has worked extensively in government and private agencies. His broad experience includes the fields of public and business administration, law practice, social welfare and teaching." Meyers succeeds John N. Kolesar, who resigned.

As deputy commissioner, Meyers holds the second highest post in the 400-member Department, with responsibilities in administration, program and policy development and grantsmanship.

Hume said Meyers "has excellent credentials and a broad and wide-ranging career that has taken him to developing countries throughout the world." His background includes extensive experience in economic and social development for governmental and private agencies, including the U.S. Agency for International Development (AID), the United Nations, the Inter-American Development Bank, and the American National Red Cross. In addition, he has served such agencies in New Jersey as the Rutgers Urban Studies Center, the Belleville Family Service Agency and several Newark organizations.

An attorney, Meyers received his law degree in 1931 from the St. John's University Law School and is a member of the New York and Nevada State Bar associations. He earned a bachelor's degree in sociology and psychology from New York University in 1940 and a master of social work degree from Columbia University in 1942. In addition,

Meyers has completed all the course work for his Ph.D degree in sociology from the New York University Graduate School of Arts and Sciences.



Albert Meyers



Edward L. Donohue

Meyers was a senior fellow at the Urban Studies Center of Rutgers University in 1963-64.

He is a member of several professional organizations.

HUD Grant to Fund 4 Planning Projects

The Department has been awarded \$226,733 by the U.S. Department of Housing and Urban Development (HUD) to finance four special planning projects.

The grant was made under the Comprehensive Planning Assistance program created by Section 701 of the Housing Act of 1954. The program provides funds to state planning agencies for a variety of planning activities. Some of the funds are transmitted to local, county and regional planning agencies or are shared by the state planning agency and other agencies.

The grant is in addition to the annual planning assistance award of \$762,237 to the Department announced last month by HUD. This grant comes from a special portion of the program set aside for innovative planning projects.

Commissioner Edmund T. Hume said that two of the special planning projects involved studies of the property tax system, "a topic of major importance in current state policy and of immediate interest to all concerned citizens."

The amounts and the special projects are as follows:

-\$34,000 to the Legislature's County and Municipal Government Study (Musto) Commission for a statewide study of the relationships among costs and quality of municipal services, levels of property taxes, and municipal zoning and land-use decisions. An additional \$6,000 will be retained by the Department's

The Commissioner also named Edward L. Donohue, executive director of the Camden County Office on Aging and a former Councilman of Oaklyn Borough, as director of the Division on Aging, one of the Department's seven major agencies. Donohue, 44, took office July 1.

He succeeds Mrs. Eone Harger, who had served as director of the Division since it was established in the Department of Health in 1958.

Donohue is a past president of the Social Welfare Association of Camden County, a member of the board of directors of the Camden County Senior Citizens' Center, Inc. and an advisor to the Council for the Betterment of Senior Citizens of Camden County.

Donohue received a bachelor's degree in philosophy in June, 1946 from St. Mary's University, Baltimore.

ment's Division of State and Regional Planning for assisting with the study.

-\$50,000 for a Statewide evaluation of local property tax trends, planning and land use regulations, and housing problems, to be performed cooperatively by the planning Division and the New Jersey Tax Policy Committee created two months ago by Governor William T. Cahill to recommend changes in the State's tax structure.

-\$60,400 for continuation of the PPB system demonstration now under way by the Department's Planning and Local Finance Divisions, the Treasury Department's Division of Budget and Accounting, the Township of Woodbridge, Mercer County, and the State Departments of Health, Education and Transportation. Among the main objectives of the demonstration during the next year are developing instruction manuals to enable the PPB system to be adopted by other units of government, implementing the intergovernmental aspects of PPB, and refining the techniques of the system. The grant will be shared among the participating agencies.

-\$75,000 for planning and evaluating the needs of New Jersey's nine Model Cities, to be conducted by the Department as a means of improving State government participation in the Model Cities program.

The remaining \$1,333 of the grant is for processing fees.

13 Localities Adopt Proposals to Improve Local Government

Recommendations aimed at improving local government operations have been adopted, at least in part, by 13 of 17 localities recently surveyed by the Department's Office of Community Services.

The recommendations are embodied in 18 separate administrative reports prepared by Community Services at the request of each locality. The reports vary from overall administrative reviews to specific studies on police, purchasing, recreation, public works, personnel, office space and consolidation feasibility.

The Office of Community Services has completed 61 such studies in the last two and one-half years and is now preparing an additional 16. The studies are conducted by the Office's own staff of management specialists or through the use of local government officials who serve as temporary consultants.

The recent survey sought to evaluate the usefulness of such studies and to pinpoint specific administrative areas where additional ones might be needed, according to Patrick J. Gaffigan, chief of the Office's management unit.

The local governments that participated in this evaluation include the Essex County government and the following municipalities: Moorestown (Burlington

County); Barrington (Camden County); Bridgeton (Cumberland County); Princeton Borough and Township (Mercer County); Highland Park, New Brunswick and South Amboy (Middlesex County); Freehold Township, Manalapan and Wall Township (Monmouth County); Brick Township and Point Pleasant Beach (Ocean County); Little Falls and Passaic (Passaic County) and Plainfield (Union County).

Here are some examples of Department recommendations that were subsequently implemented:

► A general administrative study for South Amboy led to the appointment of a commission to study the forms of government possible under the Optional Municipal Charter (Faulkner) Law of 1950 and subsequent adoption by referendum of a mayor-council-administrator form of government, effective January 1, 1971.

The city also acted on recommendations for building a new municipal hall with expanded police facilities and establishing a system of budgetary sub-accounts that was utilized in the preparation of the city's 1970 budget.

► A police study for Moorestown was endorsed by its township council in a resolution expressing agreement with the

study's recommendations. The council also directed the township manager to implement all those recommendations which he judged feasible.

Since then, the police department has been reorganized into three divisions according to investigative, service and patrol functions. In addition, a number of different officers have attended a variety of courses in police functions and procedures, including investigations, search and seizure techniques and traffic control. All of these changes had been recommended by the Department study.

► The three personnel ordinances drafted for the communities of Plainfield, Freehold and Wall Township have all been adopted with only a few changes. Kennedy Shaw, city administrator of Plainfield, called the Plainfield ordinance "a real plus since employees and their associates had contributions to make in drawing it up. It's as good an ordinance as there is in the State for a mayor-council-administrator community with Civil Service."

Only four communities have not adopted any of their study proposals. Princeton Borough and Township have decided against further investigation into the feasibility of consolidation. Passaic City found an office space study unsuitable for its needs. Bridgeton is delaying action on its purchasing manual until the change to a mayor-council-administrator form of government is made in July.

Gaffigan said that studies were recently completed on general administration for the communities of East Hanover (Morris County); Freehold Township (Monmouth County); Gloucester Township and Stratford (both in Camden County); police for Jackson Township (Ocean County) and Long Branch (Monmouth County); recreation for Elizabeth and Wall Township (Monmouth County); purchasing and fire administration for West Orange; annexation for Sandyston and Walpack (Sussex County); consolidation for Hampton and Newton (both in Sussex County) and Oldmans, Penns Grove and Upper Penns Neck (Salem County).

The studies are available at a cost of \$1 each from the Office of Community Services, New Jersey Department of Community Affairs, P.O. Box 2768, Trenton, N.J. 08625.

State Housing Code Is Strengthened

Enforcement procedures under the state Hotel and Multiple Dwelling Law, which the Department administers, have been improved and fee schedules and penalties revised as a result of amendments passed by the Legislature and signed into law July 9 by Governor William T. Cahill.

The amendments create an administrative tribunal within the Department to prosecute violations of the law. It has power to subpoena witnesses and documents in code enforcement hearings. The subpoena power is enforceable by court order and fines.

The administrative tribunal also has power to assess penalties within limits spelled out in the law, to compromise and settle penalty claims, and to bring civil court actions. The state agency also can take legal action against the property itself, to correct violations, in cases where the owner cannot be located.

The amendments also establish new fee schedules designed to move the State's

hotel and multiple dwelling registration and inspection program toward a self-supporting basis. The new schedules provide for a basic fee for inspection of common areas plus a per-unit fee for inspection of dwelling units, with a maximum of \$350 for each multi-family or hotel building.

The State-Local Cooperative Housing Inspection program provides grant-in-aid credits to municipalities that perform registrations and inspections for the State under contract. Thus far, the fee and penalty income generated through the program has not been sufficient to equal the grant-in-aid payments.

The range of penalties is reduced under the amendments for first violations, but increased for continuing violations.

Ted Liscinski, acting administrator of the Department's Bureau of Housing Inspection, said that the bureau would continue to seek compliance through voluntary means wherever possible.

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tax-exempt sister agency, formed by a number of Jaycees chapters and community groups in northern New Jersey. The \$65,000 was contributed by about 8,000 donors, who "purchased" honorary shares in the Foundation at \$5.00 a share.

The Foundation has made a concerted effort to enlist the support of the suburban communities surrounding Newark. Its president is Herman Haenisch, a member of the Jaycees of New Providence, Berkeley Heights.

The New Community Corporation is administered by a 9-member board of directors drawn from the Newark community. They include, in addition to Wright, Newark Mayor Kenneth A. Gibson; the Very Rev. Msgr. Thomas Carey and the Rev. William J. Linder, pastor and prelate, respectively, of the Queen of Angels Roman Catholic Church on Belmont Avenue; Robert Curvin, a community relations specialist with the Rutgers-Newark Bureau of Community Services; Essex County Planning Director Arthur Bray; and community residents, Joseph Chaneyfield and Mrs. Elma Bateman. The late Timothy Still, who had served as president of the United Community Corporation (UCC), Newark's anti-poverty agency, before his death was a founding member.

Although urban renewal funds will be used at a later stage of development, none are currently being used by the NCC.

NCC has offices at 44 Belmont Avenue, Newark.

The architect for the Corporation's housing development is Roger Glasgow. The housing consultant is Roger Schafer. Both have offices in New York.

STAMPS from page 1

only encourages more families to participate, but also eliminates much tedious and unnecessary routine, freeing social workers to perform direct services to clients.

"Our idea is to make it a simple business transaction," Wells said. "We feel that this change in procedure alone will make substantial improvements in both the scope and effectiveness of the food stamp program."

Wells said that experience with the self-certification method in the public assistance programs has shown no increase in abuses, which can be controlled by investigation of sample cases. He said that the board would verify the statements of a random 10 per cent of the pilot project's applicants.

"Monmouth County is the first county in the nation to distribute food stamps on the basis of self-certification," said James D. Coffee, director of the New Jersey OEO.

"Many national organizations concerned with hunger in America, including the U.S. Senate's Select Committee on Nutrition and Human Needs, are watching Monmouth County with great interest," Coffee said. "The results of this project could be far-reaching."

The grant will enable testing of additional innovations in the food stamp

program. These include:

► Making the stamps available at more locations and during more convenient hours. Now, they can be obtained only at banks.

► Mail distribution of stamps.

► More frequent distribution of the stamps, at weekly intervals instead of monthly or bi-monthly as at present. This reform would chiefly benefit daily, weekly and piecework wage earners.

► Relaxation of rules requiring families who cannot pay for the stamps on time to drop out of the program.

► A massive public information effort, including radio broadcasts, posters, and bilingual (Spanish and English) brochures.

Silverman Renamed

Dr. Irwin W. Silverman, of North Bergen, was reappointed by Governor William T. Cahill to a five-year term on the Hackensack Meadowlands Development Commission. Silverman recently completed a year-long term on the Commission.

A retired attorney and commercial banker, Silverman was chief counsel in the Office of Territories, U.S. Department of the Interior, from 1933 to 1952.

He was involved in private banking in the Virgin Islands and in New Jersey from 1952 to 1966. Silverman also played a major role in the "Operation Bootstrap" economic and political development program in Puerto Rico and in preparing Alaska and Hawaii for statehood.

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