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A Proposed Department of / Community Affairs



Final Report to Governor RICHARD J. HUGHES Trenton, New Jersey

TOWARD

MORE EFFECTIVE

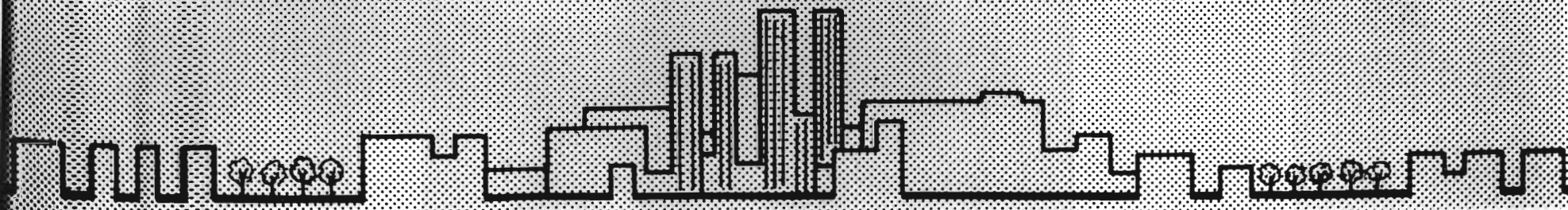
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Summary report.





November 1963

The Honorable Richard J. Hughes
Governor, State of New Jersey
Trenton, New Jersey

Dear Governor Hughes:

In accordance with your request, there is transmitted herewith a final report on the functions, structure, and mode of operation of the new department which you have proposed in order that the State might better serve communities in meeting their problems of urbanization.

While these problems of urbanization are most apparent in and around our growing cities and towns, both their cause and solution must be considered within a broader community context. Therefore, the problems of the urban community cannot be isolated from those of the larger community setting of which they are a part. We must look for more concerted action by the variety of existing agencies and programs which bear on the total problem as well as by the new programs which are necessary. Much can be achieved toward this end through a more appropriate grouping of many such agencies within the proposed department.

It has been the purpose of this report to describe what agencies and programs these should be; how they would function as part of a department responsible for providing more coordinated services to communities; and how the framework provided by the State Development Plan will enable these services to be more effective.

Respectfully submitted,

Katharine Elkus White

Katharine Elkus White

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Special acknowledgement is extended to all members of the Governor's Cabinet for their participation in this study.

While each department head provided considerable material with respect to the organizational structure of his department, their most valuable contribution was made during the time devoted to discussing the proposed department with the project director.

This acknowledgement is further extended to many of the constituent agencies, of the various departments, for the excellent cooperation received by the project staff.

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Additional staff assistance provided by Division of State and Regional Planning: William Billings, Supervisor of Graphics; Rose Silverman, Typing Supervisor.

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I. INTRODUCTION

While the impact of population growth and technological development is felt by all of us, it reaches its most serious point with the complex problems of community development which confront our local officials. Providing the necessary public services and facilities for new community growth, for example, has created serious planning and financial problems in the urban, suburban and rural areas. These problems have cut across every phase of municipal management.

As the State and the Federal government have increased their assistance to local government in meeting these problems, it has become apparent that greater coordination and integration of Federal, State, and local programs is absolutely essential if the total approach is to be more effective.

To achieve the necessary integration and coordination, such organizations as "The Council of State Governments" has urged the establishment of improved administrative machinery at the state level where greater familiarity exists with municipal and intermunicipal problems. Because

such machinery is lacking, Federal assistance, for example, frequently goes directly to local governments by-passing the states. This has resulted in such conflicts as those between Federal or Federally assisted roads and Federally assisted urban renewal projects in a single community. Many other instances of conflicts between Federal, State and local programs in rural as well as urban communities can be cited. Clearly reflected by such a situation is the need for greater coordination of these programs. State governments being closer to the local situation are the obvious choice to provide the necessary machinery for accomplishing this.

It is in an attempt to establish a more effective approach, aimed at the elimination of such problems, that a new Department of Community Affairs has been proposed.

The establishment of a new department, focusing directly on the problems of community affairs, would provide a means through which the full resources of the State could be brought to bear on the entire spectrum of community problems in a coordinated and integrated manner.

The State, therefore, can go far in meeting the needs of local government by establishing one agency which does the following:

Establishes one central location to which municipal and county officials can refer for all available assistance to their community development problems.

Concentrates and coordinates State functions in those closely related programs of housing, local planning, urban renewal, and community finance, through which some Federal and State financial assistance is available.

Strengthens the broad general coordination of all State planning programs and pertinent Federal programs thus providing more effective guidance for local development efforts.

As Governor Hughes said in his recent Message to the Legislature, "This Department, in many senses, is a modest proposal. But, to the extent it will provide for the first time a comprehensive State agency with the clear responsibility for actively assisting our local governments in their search for solutions to problems, it is a bold step. It is a step we must take now if we wish to preserve and maintain local government units as a vital force in our system of government. To achieve the benefits

of home rule in its fullest measure, we must assist local governments in solving their problems or reconcile ourselves to the inefficiency and waste of haphazard growth. "

II. URBANIZATION IN NEW JERSEY

A. Growth, Problems, and Opportunity

The impact of population growth and technological advancement upon our society today is most clearly seen through the profusion of problems in our urban and suburban areas. New Jersey, with eighty-eight percent of her people living in urban and suburban communities, has the highest degree of urbanization in the nation and is the second most densely populated state having 808 persons per square mile.

New Jersey is not alone in this situation. The transition from an agricultural to an urban society is a national, indeed, a world-wide phenomenon. Situated in the heart of the Northeast Seaboard, New Jersey has experienced the greatest concentration of urban and suburban problems in the Nation -- problems which affect every citizen and every community of this State.

These familiar problems are too well known to require elaboration:

Need for new community facilities, especially schools, caused by age and obsolescence in "core" cities and growth and

migration of population into the suburban areas.

Inharmonious land use causing unpleasant living and working conditions and blight; and while planning and zoning have prevented this to some extent, it has often come too late, after the damage has been done.

Inadequate housing in older "core" cities caused by age, overcrowding, failure of maintenance, adjacent land uses with a blighting effect, new in-migration of persons unadjusted to urban life, and private and governmental financial policies, encouraging until recently a heavy imbalance of suburban over urban housing, to the detriment of both types of community.

Traffic congestion because of increasing use of motor vehicles in place of the potentially more efficient public transportation which has been permitted to decline. This decline in public transit has accentuated the trend to private auto use and resulting congestion.

Decline of commercial and industrial development in "core" city areas because of lack of space, obsolete facilities, parking and traffic problems and unpleasant surroundings.

Water pollution in the urban and suburban areas caused by inadequate sewerage facilities.

Air pollution from factory smokestacks and automobile exhausts.

Growing scarcity of water resources caused by greater residential and industrial use of water and only partial implementation of conservation measures -- occurring simultaneously with expanding residential, recreational, and industrial use of this vital resource.

Growing scarcity of open space for recreational and other purposes caused by other development in the urban areas, and lack of planning in the rapidly growing suburbs.

Problems of minority groups often newly migrated to cities from other areas; need for protection of civil rights and guidance in adjusting to their new situation so that they may take their rightful place as responsible citizens of the community.

Financial difficulties of many communities from: rapid growth requiring new public improvements; decay of urban "cores" resulting from loss of ratables through flight to suburbs and failure to conserve existing properties or to replace obsolete facilities; and shifts in location of population bringing need for new sets of various community facilities, such as schools, in the rapidly expanding suburban area. Irregular incidence of tax ratables as compared with community needs. Example: large school age population in municipality with no industry next door to municipality with valuable industry, but almost no population.

Difficulties of local governments in tackling problems which are regional in scope, such as open space, transportation, major health facilities, water and air pollution.

Effect of State and Federal policies on local land use, transportation and finance. Example: State highway routing, and Federal Housing Administration laws and regulations favoring single home ownership, where development of multiple family residence might be more desirable to all concerned.

Need for coordination of State and Federal aid programs to local governments.

Problems of youth and aging especially acute in urban areas. (The rate of increase in the oldest and youngest groups of the United States' population between 1950 and 1960 was five times that of the groups in the intermediate ages.)

While it is this vast range of problems which dominates our thinking, we must not forget that there are also opportunities represented by such growth. For example, the high density of population, one cause of traffic congestion, also gives us more concentrated markets to support expansion of business and industry in both the urban areas and the rural and suburban areas which surround them. It also provides the support for the wide range of cultural activities that can only be carried on in urban areas.

To take full advantage of these opportunities, however, entails meeting the problems of urbanization and suburbanization with more effectiveness. This requires a channel for understanding and appreciation of the problems from the local standpoint and for a more concerted approach to their solution. Such a channel could be provided by improved governmental administrative machinery operating closer to the local problem area.

B. The Citizen's Viewpoint

The citizen living in a highly developed society finds that he rarely, if ever, can cope satisfactorily with the problems of urban and suburbanization he must face daily -- in traffic, housing, and taxation, for example.

Consider taxation for a moment. In 1950 the total property tax levy for all purposes was \$369 million, or \$77 per person. Ten years later this had increased 80 percent to \$139 per person.

Consider traffic. As one drives to and from work each day, the streets and highways are more and more crowded and the traffic jams more frightening. New Jersey has the highest traffic density in the world, with an average of 11,000 vehicles per mile per day on its highways. Thus confronted, the local citizenry turn more and more to their local officials for solutions. Local officials, in turn become hard pressed to provide the solutions to these problems

C. The Local Officials' Position

The burden our local officials have been carrying is staggering. Ten

years ago local budgets, including counties and school districts, totaled approximately \$650 million. This year these budgets will reach 1.5 billion dollars.

In most cases these officials must try to solve the inherent problems of this phenomenal growth, such as traffic congestion, blight and inadequate community facilities without such necessities as an adequate professional staff or consultation. While local government does and should continue to be responsible for the solution of its own problems, the increased size and complexity of these problems necessitates that the State be prepared to provide more adequate technical assistance and coordination.

III. WHAT NEW JERSEY HAS BEEN DOING

In an attempt to solve the urban problems and preserve the State as an area of opportunity, New Jersey has not been standing still. There are numerous State as well as Federal programs to help local communities meet the problems and capitalize on the opportunities represented by the growth of our urban and suburban areas.

Recent measures include: financial and technical assistance available through the Community Renewal Program; encouragement of comprehensive planning on both a local and regional basis and the continuous development and updating of a State Development Plan; the Green Acres Program for acquisition of open space; the Limited Dividend Housing Corporation Act; encouragement of more efficient mass transportation; commuter subsidies; and water resource conservation and development programs, such as the Delaware River Basin Compact and the Round Valley-Spruce Run Project.

Older programs which have been strengthened under State aid are for: local highway construction; local health and institutional activity;

water pollution control; education; and soil conservation programs, to mention a few. Besides all of these programs, which are essentially aid programs, are those which are essentially regulatory, or in some instances, advisory and promotional. The regulatory programs, while perhaps less dramatic than the aid programs, also are of great significance.

For example, the Division of Local Government and the Local Government Board supervise local budget and accounting procedures and fiscal administration. The Local Government Board has broad powers in approving or disapproving local indebtedness over the statutory limits. The Department of Health has power to make regulations for water and sewer utilities in new real estate subdivisions. The Local Property Tax Bureau in the Division of Taxation supervises local assessment procedures and practices. Such regulations have substantial impact on the way a community will develop, its residential and land use pattern, and the extent of its schools and other public facilities.

IV. COMPARISON WITH OTHER STATES

In an attempt to meet the problems of urbanization, a growing number of states have created agencies devoted primarily to local problems. These agencies offer a broad scope of services varying in the individual states, but usually concerned with such things as:

municipal management;	personnel training programs;
finance;	personnel recruitment;
accounting (budget, audit and debt);	public relations;
engineering and public works;	encouragement of regional cooperation;
boundary and fringe problems;	advice to Governor on local problems;
legal aid;	proposed legislation.
research and statistics;	

The size and location of the more prominent of these agencies, as shown on the accompanying chart, suggest, however, that most of these state agencies, with the possible exception of Alaska and Tennessee, still do not adequately coordinate the full range of services necessary. It might be noted, however, that Alaska's program is authorized by legislation, but not yet fully implemented. Tennessee's program is run by the State University and, therefore, is not as closely related to the rest of the State government.

Coordinated State Services Offered Local Government
Through One Agency
(for Selected States)

	N.Y.	Penn.	Rhode Island	Alaska	Tennessee
Name of Agency	Office of Local Govt.	Bureau of Mun. Affairs	Div. of Local & Met. Govt.	Local Affairs	Mun. Technical Advisory Comm.
Where Located	Executive Dept.	Internal Affairs	Dept. of Admin.	Office of Governor	University of Tennessee
Municipal Management	X	X	X	X	X
Finance	X	X	X	X	X
Engineering Aspects	X			X	X
Boundary Considerations				X	X
Legal Aid	X	X		X	X
Research, Statistics Information	X	X	X	X	X
Personnel	X		X	X	X
Local Planning				X	
Regional Planning & Inter-municipal Cooperation	X	X		X	X
Coordination with Statewide Planning					
Proposed programs and legislation	X			X	
Relates local problems to Governor	X		X	X	

In New Jersey there is some comparability between these agencies and the Division of Local Government and Local Government Board. In the New Jersey Division, general power exists to study the whole field of local government. But the name of this division and its general powers are broader than its specific authority and practice, which has been mostly confined to local finance. It handles only one aspect of State-local relationships and this with more emphasis on control than service. At present there is no one State agency in New Jersey primarily responsible for coordination of services to local government.

V. TOWARD MORE EFFECTIVE GOVERNMENT

From the previous section, we have seen what some of the more active states are doing to meet the problems of community growth more effectively. The establishment of a single agency in each of these states, through which coordinated services are provided local government, serves to point out how New Jersey can improve its approach in helping communities to meet its community problems more effectively.

While these state agencies have attempted to provide local officials with one place from which they could receive more coordinated assistance on their problems of community development, a closer examination reveals the following:

That while such agencies should be able to coordinate the entire range of services applicable to problems of community affairs, they are generally involved with only a limited number of communities or services. Therefore, they are not sufficiently comprehensive in their coordination.

That the coordination of services to communities is seriously restricted in the absence of statewide planning or in not being closely tied to statewide planning.

A common feature of state government which makes the first of the

above two deficiencies an especially big disadvantage is: the diffusion throughout the various state departments of those state agencies which provide the wide variety of programs and services to local government. Such a situation makes coordination a very difficult job, especially where Federal programs are involved. In addition, the programs of many of these agencies are poorly related to those of the departments within which they are presently located. This has been particularly true in New Jersey, especially with regard to the recent establishment of agencies and programs to deal with the newer aspects of community growth.

New Jersey, in establishing a single agency concerned primarily with the problems of urban and suburbanization, can improve on the efforts of the other states described by avoiding the limitations of their respective agencies. In so doing, not only would New Jersey be improving its overall approach to community development problems, but it would be moving toward more effective government as well.

A. Necessary Reorganization

One purpose of this study has been to determine which programs, and the agencies responsible for them, could more appropriately be concentrated around their common purpose of community development.

While many programs within the different departmental operations of the State presently bear on various aspects of community affairs, there is considerable difference in the degree and manner to which this is so. In addition, the relationship of many of these programs to their department's operation as a whole is not a strong one. For example, the program of the Division of Local Government pertains directly to the financial status of local government. Those of the Treasury Department, within which the Division is located, however, apply principally to state functions.

On the other hand, the Division of Environmental Health, while vitally concerned with matters of community development, is nonetheless still more closely tied to its parent Department of Health, because its tie based on subject (health) is stronger than its tie based on purpose (community development).

From the foregoing, it should be clear that if certain programs could be more appropriately grouped within the proposed department, a more concerted approach to the problems of community development would be facilitated.

In determining which functions should be transferred, all programs were studied with respect to: their specific nature; the extent of their involvement with planning and community development; and their relationship to the parent department.

The study began with a review of the legislation establishing each department. This review is reflected, in part, by the information contained in the Appendix.

During this phase, meetings with each of the department heads were held in order to discuss the proposed department and obtain their personal views. Also, during this phase, an organizational chart of the executive branch of the State government was prepared (see inside rear cover).

From this review, it was possible to determine the type of

reorganization necessary to reduce the diffusion of responsibility and maldistribution of closely related functions, throughout the executive branch.

It was also possible to see how all departments should relate to the proposed department as well as those programs or agencies which should be transferred into it.

B. A Central Location

Through the establishment of a new department, containing many of the more closely related programs, the best central location would be provided for the specific office to which local officials could refer. While there would still exist a need to coordinate services available to local government with other departmental programs, the problem would be considerably reduced under an arrangement such as this.

An example of closely related services presently in separate locations are local planning assistance and fiscal control. Local planning programs are heavily dependent on fiscal soundness of proposed community

development.

Local planning assistance is provided by the Division of State and Regional Planning, local fiscal control and data collection by the Division of Local Government. Cooperation between these divisions exists in processing Federal advance planning loans and "accelerated public works" projects. However, their location in the same, instead of different departments, as at present, should encourage closer cooperation and liaison. The function of capital improvement programming, still a relatively neglected tool of fiscal planning, should prove a fruitful field of joint endeavor. There also is a manifest need for further study of the fiscal effects of different types and densities of development.

Such deficiencies as these can be eliminated by bringing such programs, where appropriate, within the proposed department. In so doing, the one agency to which local officials could turn with most all their community problems would have the advantage of having many of the key programs pertaining to these problems within the same department as itself. This relationship would go far in keeping with some of the main objectives of the recent "Report of the Governor's Committee on Efficiency and Economy in State Government".

C. Local-State-Federal Coordination

Because community development is affected directly and indirectly by the vast range of Federal and State programs, it is essential that a comprehensive picture be available at all times to insure that community plans and projects are related to such programs. We have frequently experienced, for example, the frustrating conflicts of community development efforts not only with each other but with those of Federal and State agencies. Such situations could have been significantly minimized had these respective programs been guided and coordinated through a statewide plan and program.

The coordination of services to local government is severely restricted without such overall planning. It follows, therefore, that the State planning function must be closely related to the coordination of services to local officials. Through the State planning program, the overall effect of Federal and other State programs can be observed and evaluated with respect to local development objectives. It is this specific relationship which has been found lacking in the similar efforts of other states as described in Section IV.

VI. A PROPOSED DEPARTMENT OF COMMUNITY AFFAIRS

It is apparent that in meeting the new and emerging urban and suburban problems, there are many deficiencies in the governmental structure and operation of the State. The specific needs, reviewed in the previous section, point up the purpose which a new executive department can serve in modernizing our governmental machinery to meet the problem of community growth more efficiently.

The initial review of the entire executive branch, which was conducted as the first phase of this study, was aimed at establishing the composition of the proposed department in accordance with the objectives set down on page 3.

This first phase resulted in preliminary papers which described more specifically the reasons for placing certain agencies within the proposed department while leaving others in their present location. These preliminary papers also were the basis upon which further study and evaluation proceeded, culminating in this final report. The appropriations required for the operation of this department were estimated as under \$300,000. This amount would be in addition to the existing budgets of the agencies that would be transferred into the new department.

The following parts of this section and the chart on the following page describe the organization of the proposed department and its functions.

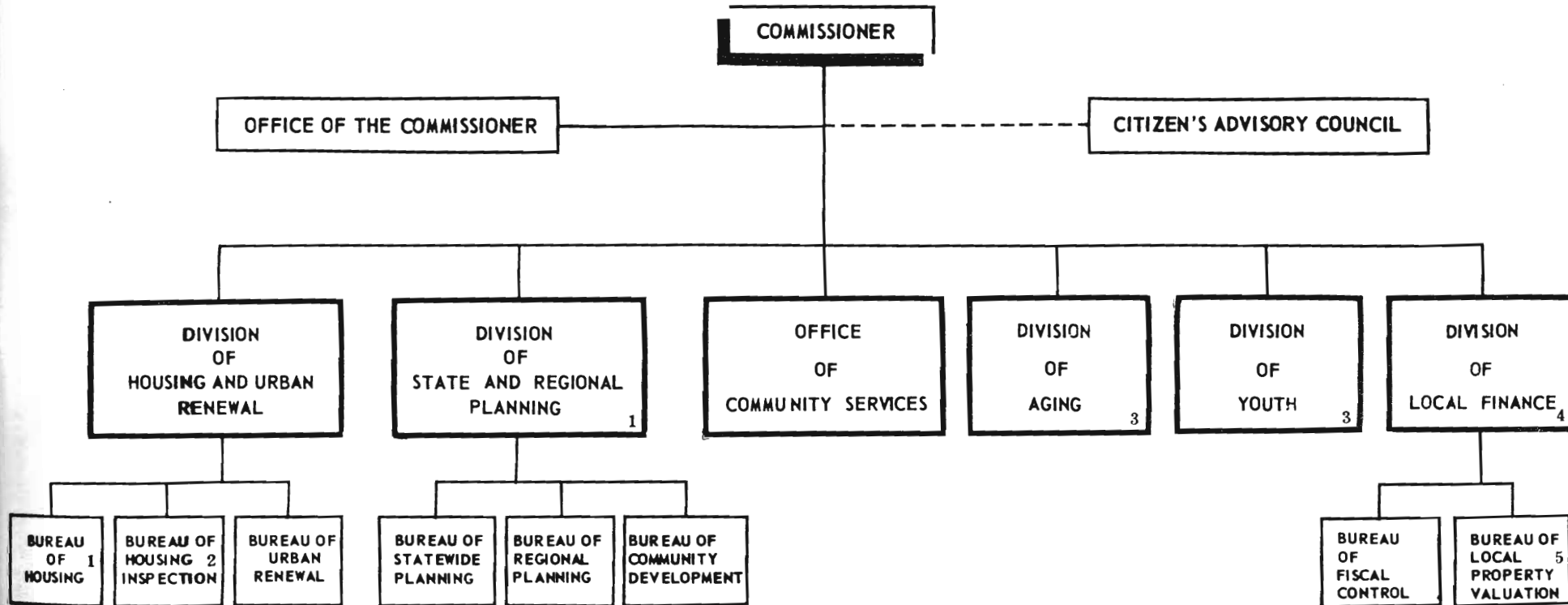
Office of the Commissioner

This proposed department, headed by a Commissioner of Community Affairs, would have the following administrative powers: to maintain offices and the normal "housekeeping" functions of personnel, finance, and public information; appoint, dismiss, and supervise personnel in accordance with civil service regulations; organize, coordinate, and allocate the work of the Department to Divisions and other organizational units; adopt regulations; bring legal proceedings; make reports; and delegate the Commissioner's powers to subordinates, subject to his supervision.

In addition to the powers assigned to existing agencies to be placed in the department, the Commissioner would have the following general substantive powers:

assist in the coordination of State activities relating to local government;

DEPARTMENT OF COMMUNITY AFFAIRS



1. Formerly in Dept. of Cons. & Eco. Dev.
2. Formerly Bur. Ten. House Sup'v'n Dept. Law & Pub. Safety.
3. Formerly in Dept. of State.
4. Formerly Division of Local Gov't., Dept. of The Treasury.
5. Formerly Local Prop. Tax Bureau-Treasury Dept.

advise and inform the Governor on problems of local government and make recommendations to the Governor for proposed legislation;

encourage cooperative action by local governments, including joint service agreements, regional compacts and other forms of regional cooperation;

exercise State regulatory and supervisory powers over local government, assist local government in the solution of its problems and plan and guide needed readjustments for effective local self-government;

study the entire field of local government in New Jersey;

compile, collate, and analyze data and statistics necessary for the effective operation of department and prepare and maintain an inventory of other data available in all State agencies.

Advisory Council on Community Affairs

The creation of an Advisory Council would provide the Commissioner with advice in the formulation and development of State programs and policies related to local government. This Council would be appointed by the Commissioner, who would be Chairman, ex-officio. It is suggested that consideration be given to the following categories in the manner described:

Mayor or chief executive of a municipality from each of the following categories:

under 25,000 in population;
25,000 to 75,000 in population;
over 75,000 in population.

One representative from each of the following associations of public officials:

New Jersey Association of Boards of Chosen Freeholders;
New Jersey State League of Municipalities;
New Jersey Federation of District Boards of Education;
Municipal Managers Association;
New Jersey Federation of Planning Officials.

Three to seven members from the public at large with due regard to the private sector of the economy, i. e. financial institutions, as well as those concerned with various aspects of land development, labor and commerce.

The Director of the Office of Community Services shall serve as Secretary, ex-officio. Council members shall serve without compensation, but would be reimbursed for necessary expenditures in performing their duties.

It shall be the function of this Council to advise the Commissioner on problems of local government.

Office of Community Services

This Agency would coordinate services to municipalities. It would be

the responsibility of this Office to meet with, consult, and advise local officials on problems of community development. When necessary, this Office would direct these officials to the appropriate agency for detailed assistance or would schedule joint meetings with all parties involved to discuss their problems and attempt to arrive at a proper course of action.

This Office would keep abreast of all new programs and changes in existing programs as well as any other information necessary to properly conduct its operation. This "clearing house" function would be accomplished through various channels of information and exchange, liaison, and cooperation with other State agencies, within and outside the Department of Community Affairs. These channels would include the Federal government as well as certain private agencies.

It is through this Office that local government officials would be provided with one place to come with their problems regardless of their specific nature. Because the total assistance available to communities would be guided by the broad framework of an over-all State Development Plan, an integrated approach to problems of community development would be established

-- unmatched by that of any other state.

Other functions of this Office would be to:

collect, collate, and disseminate information on local government;

carry on and encourage research on problems of local government;

advise the Commissioner on local governmental problems;

advise the Commissioner on legislation on local affairs;

advise and assist in the preparation of model ordinances and charters;

advise and assist in local governmental personnel recruitment and training;

advise and assist local officials in setting up statistical services.

Division of Local Finance

This agency would constitute one of the cornerstones of the proposed Department. It would consist of the Division of Local Government and the Local Property Tax Bureau presently located in the Treasury Department. It would be the principal function of this agency to administer the Local Government Supervision Act and to serve in an advisory capacity to local governments on matters within its jurisdiction.

The Bureau of Fiscal Control would supervise municipal budgets, accounting systems, debt policy, and general fiscal administration. This agency would help insure that community development is on a sound financial basis. The wealth of information processed by this agency would be of inestimable value in assessing the feasibility of plans for growth or renewal.

The Bureau of Local Property Valuation would supervise local assessments and assessment procedures and practices. It would aid local governments in developing fair, uniform, and efficient methods of property tax assessment. It would prepare tables of equalized valuation which are the basis for school subsidies.

The Local Government Board would be transferred to this Department with all its power, duties and responsibilities and would be known as the Local Finance Board.

Division of Housing and Urban Renewal

This Division would combine the functions of two existing agencies that have an important role in community development.

The Bureau of Housing, to be transferred from the Department of Conservation and Economic Development, has important functions in investigating housing conditions, slum areas and housing shortages, and encouraging research, cooperation, and experimentation in housing. This Bureau would enforce compliance with laws relating to housing authorities, process requests for Federal aid and coordinate State housing activities and agencies with those of the Federal government. It would assist municipalities in developing and enforcing local housing codes, and it would be responsible for review and any revision of the New Jersey Standard Building Code. As staff for the Public Housing and Development Authority, this bureau would have powers to operate redevelopment and slum clearance projects, act as fiscal policy agent under the Redevelopment Companies Law, and to approve projects under the State Housing Law of 1949. The Authority also has review powers over Limited Dividend Housing Corporations and power to appoint representatives to Redevelopment Agency boards.

The creation of a Bureau of Urban Renewal within this Division would facilitate the necessarily close cooperation and coordination with the Bureau

of Housing. It is not contemplated, however, to immediately staff this agency but to charge the Director of the Division of Housing and Urban Renewal with the responsibility for program development in the field of urban renewal.

The Bureau of Tenement House Supervision and the Board and Tenement House Supervision, in the Department of Law and Public Safety, would be transferred to this Division of Housing and Urban Renewal under the name of Bureau of Housing Inspection. This Bureau would administer and enforce the State Tenement House Law, providing standards for construction and maintenance of multi-family dwellings, and the Hotel Fire Safety Act, providing hotel safety standards, in municipalities not providing local enforcement. The experience of this Bureau in administering housing standards should prove valuable in the conservation and renewal of our more densely populated communities.

Division of State and Regional Planning

This Division operates under a mandate to promote programs to insure the orderly development of State's physical assets by:

assembling and analyzing pertinent facts as to existing development conditions and trends;

preparing and maintaining a State Development Plan and long-term development and capital improvement program for the future improvement and development of the State;

undertaking the task of achieving fuller coordination and integration of the development activities of the several State departments;

stimulating, assisting, and coordinating local, county, and regional planning activities;

and conducting such studies as shall be necessary for the design and administration of programs of technical and financial assistance for the planning, development, redevelopment, and renewal of the State; and for such regions and localities as are or shall be established by the Legislature, or for which Federal funds shall be made available.

The transfer of this Division from the Department of Conservation and Economic Development would insure that a main building block of community development -- planning -- be included in the proposed department.

Other functions of this Division now include the provision of staff services for the Governor's Interdepartmental Committee for State Planning, as well as many other State and regional groups.

Division of Aging and the Division of Youth

These divisions, presently located in the Department of State, are two

relatively new agencies of State government.

Their transfer would facilitate coordination and integration with other community development programs. This is particularly important if we are to place more effective emphasis on human values in our housing and urban renewal programs.

The functions of the Division of the Aging will continue to include the study, analysis, and interpretation of data and programs relating to the needs of our older residents; maintaining an inventory of resources available for such programs and acting as a clearing house for information on the aging; leadership and administrative direction in these programs; plus disseminating information and encouraging the formation of local community groups for the aging.

Powers of the Youth Division will be of a similar nature: clearing house, data gathering, coordination, and stimulation of advice and assistance to youth programs at the State and local level.

With an increasing proportion of our population beginning to be found in these two categories, the appropriate development of programs and their integration is essential if we are to fully develop our human resources.

VII. HOW THE DEPARTMENT WOULD WORK

A. Methods of Operation

The functions of the proposed department in dealing with the coordination of services and general planning would rely heavily on a variety of means for establishing and maintaining the strong inter and intra-departmental relationships necessary. Among these would be the following techniques and devices:

inter-departmental committees;

mandatory referral system;

routine functions for exchange of information;

and continuing liaison.

B. Coordinating Services

For carrying out the function of coordinating services to communities, the Office of the Community Services would be the responsible agency for advising local officials on all applicable programs and their inter-relationship, whether in the new department or not.

This would also pertain to Federal programs. Greater coordination and supervision of Federal programs affecting local government belongs at the State level rather than the Federal which is too far from the people affected. The importance of this has been stressed repeatedly by such organizations as the Commission on Intergovernmental Relations and the Council of State Governments. For example, as early as 1956, the Council of State Governments said the states should provide: "The means of facilitating greater coordination of existing and contemplated policies of the national, state and local governments and of private associations and individuals that affect local areas" (Council of State Governments, The States and the Metropolitan Problems, Chicago 1956, p. 145).

The concentration of many of the State programs within the new department would facilitate the efforts of the Office of Community Services in carrying out this function.

As necessary, this Office would direct local officials to the appropriate agency for detailed assistance or would schedule joint meetings with all parties involved to discuss their problems and attempt to arrive at a proper course of

action. In so doing, it would relate the applicability of Federal and State programs, maintaining the necessary liaison with the appropriate agencies.

The following serve to illustrate how this Office would operate:

Two abutting municipalities plan incompatible uses along their common boundary, a garbage dump in one township and a recreation area in the other. The Office of Community Services finds that the State Development Plan calls for a water reservoir in this area. Accordingly, a joint conference is held with representatives of the two municipalities, the Division of State and Regional Planning, the Division of Water Policy and Supply, and the Division of Resource Development in the Department of Conservation and Economic Development. A multi-purpose use of the whole area for both water supply and recreation is then worked out.

A small, fast-growing township is ordered by the Department of Health to build a sewage collection and treatment system, but is hardly able to meet the cost involved. The Office of Community Services, upon request for aid, finds that three neighboring municipalities are faced with similar, though as yet less acute sewage problems. In consultation with the Division of Environmental Health and other sources, the Office of Community Services finds that the per capita cost of the sewage treatment plant would be reduced from \$100 to \$77 if all four municipalities joined together. The Division of Water Policy and Supply and the Division of Local Finance are also consulted on the affect on local water resources and methods of financing the project. The result of these joint conferences is a substantial saving to each of the municipalities. A joint plan for sewer trunk lines and joint operation of the treatment plant will result in still further savings.

The Office of Community Services, in conjunction with the Bureau of Commerce in the Department of Conservation and Economic Development, assists local communities in planning industrial development or in making the initial decision as to whether such development would be appropriate. The Office also enlists the aid of the Division of Environmental Health and Division of Water Policy and Supply in regard to water and sewerage facilities necessary for industry, and the Division of State and Regional Planning about the type of over-all community development that will attract industry. Other agencies, both within and without the department, are consulted regarding additional considerations such as school or transportation needs.

Through this Office, the new department would acquire a more intimate knowledge of community growth problems for all size communities. With the concentration of many closely allied programs in one department, the development of newer approaches would be facilitated. For example, the problems of our aging population require that we look to new approaches -- one of which suggests that our aged be distributed throughout the community, performing useful functions for which they are still capable rather than segregated in old age housing projects. Such an approach advocated by the Division of Aging could be further advanced through provisions of housing and urban renewal programs for the aged developed by the Division of Housing and Urban Renewal.

Another area of community problems about which little has been done is the interrelationship between tax policy and planning and the effect on community growth. A closer tie between the Division of Local Finance and its Bureau of Local Property Valuation with the Division of State and Regional Planning would facilitate joint research and analysis of this relationship. The results could have considerable bearing on both State and local tax policies and planning programs.

A particularly significant task of this new department would be the responsibility to examine the new legal aspects of many a community growth problem to which the present application and interpretation of the law seems inadequate. Whether the answer be new laws or more enlightened interpretation of our present codes, it is through further research that we would begin to uncover the answer. The Department would be responsible for similar efforts in the area of fiscal procedures and municipal administration.

Because of the initial problems of blight in and around our cities, the State has been expanding its participation in housing and urban renewal. By a closer alliance of the Bureau of Housing and a new Bureau of Urban Renewal, a

more comprehensive approach to the problem becomes possible. By inclusion of the Bureau of Tenement House Supervision, a further grouping of appropriate agencies would be effected.

The placement of the Bureau of Housing, a Bureau of Urban Renewal, and the Bureau of Tenement House Supervision (Bureau of Housing Inspection), within one division of the proposed department, should facilitate determination, with the help of the federal Housing and Home Finance Agency, of deficiencies in the over-all housing and urban renewal program, and what measures the State might take to improve the situation. The State has been expanding its participation in this area, i. e., the Community Renewal Program, and a reorganization of some of the key agencies involved, as described, would make its efforts more effective.

Because all the functions of the proposed department rely heavily on a strong research capability and a large inventory of data, a program of data collection would be initiated by the new department. Such information would be available to the entire State government as well as to local

governments.

Through such a combination and coordination of operations, the variety of services available to local government could be improved immeasurably -- and in so doing our administrative machinery would have been adjusted to meet the growing problems of our communities more effectively.