

OPPORTUNITY

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

Community Affairs Commissioner Paul N. Ylvisaker, in a statement before the U. S. Senate Committee on Labor and Public Welfare, testified:

“I want to make clear immediately, however, that there is one question we do not ask — or answer — with any uncertainty: Should the war against poverty be abandoned, and the Office of Economic Opportunity disbanded? *Clearly not* — and I would come to the same conclusion even if double the number of present criticisms of the program were proved in fact to be correct.

“As distant historians will document, both the program and the Office have already proved vital to this country’s survival: to the survival of its ideals at a time when the growing impersonality of life and the sharpening competition for resources could easily replace the Golden Rule with the ethic of ‘I’ve got mine, now you get yours’; to the survival of its democratic form of government at a time when disparities threaten to break the ties that bind and social change threatens to outstrip the capacity of public and private institutions to keep up with it.”

Gregory Farrell, Trenton Antipoverty Chief Heads NJOEO As Assistant Commissioner

Gregory R. Farrell, former executive director of the Trenton antipoverty agency, has been named director of the New Jersey Office of Economic Opportunity, with the rank of assistant commissioner of community affairs.

His appointment was announced by Community Affairs Commissioner Paul N. Ylvisaker shortly before Farrell resigned as chief executive of United Progress, Inc. (UPI), the Trenton community action agency. Farrell, 31, had directed that city’s war on poverty since February 1965.

Farrell succeeds former NJOEO Director John C. Bullitt, who resigned last month. As an assistant commissioner, however, Farrell will assume responsibility for five other subdepartmental divisions, in addition to directing the State antipoverty effort.

His primary responsibility is to

integrate OEO activities into the regular functions of all other divisions within the new Department.

In describing the duties of the new assistant commissioner, Ylvisaker said Farrell would have jurisdiction over the Divisions of Youth and Aging, and three new divisions — Internships and Training, Manpower, and Grant Review and Programming.

The training division, headed by former NJOEO Associate Director Thomas Hartmann, will prepare selected New Jersey youths for careers in community life and planning and establish internships for high school and college students who would work with municipal and county officials, community planners and civic groups.

Ylvisaker said the manpower division, along with an interagency

Only One Per Cent Of Those On Welfare Can Be Employed

Only 1.4 per cent of the State’s 187,000 welfare recipients are employable. The vast majority of persons on welfare need assistance because of youth or old age dependence, physical or mental disability, blindness, medical needs or lack of job skills.

This statement, contrary to widespread public opinion about the welfare rolls, was the heart of an eight-page background memorandum recently issued by the New Jersey Office of Economic Opportunity. The memorandum attempted to clarify a *Newark Sunday News* article that examined the effect of New Jersey’s antipoverty effort on the rising welfare costs and caseloads.

The article had pointed to the “steady rise in welfare rolls across the state” despite “more than \$77 million worth” of antipoverty programs. In doing so, it suggested that a causal relationship existed between the total amount of antipoverty dollars invested in New Jersey and the rising welfare costs and caseloads.

In reply, the memorandum said:

▶ that it is “illogical and unfair” to expect all antipoverty programs in New Jersey, totaling some \$77 million, to prevent increases in the welfare rolls, when only one antipoverty program (Work Experience & Training), utilizing just \$10 million, is specifically designed for that purpose. The remaining \$60 million in antipoverty money went for “programs like Head Start or the Neighborhood Youth Corps, which are long range in scope . . .”

▶ that only 1.4 per cent of the 187,668 welfare recipients in New Jersey — comprising just 2.6 per cent of the State’s population of nearly seven million — are em-

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Monmouth CAP's Mobile Units Carry Wide Range Of Services To Poor In Far-Distant Sections

How do you provide services for the widely-scattered poor of rural areas?

Establish neighborhood or area service centers.

What if the service centers are still up to 30 miles away from the nearest needy family?

Then bring the service centers to the people.

That's exactly what the Monmouth Community Action Program did last September when it began using special mobile units as extensions of its area centers throughout Monmouth County. It was the first antipoverty agency in New Jersey to employ the tiny trailers.

The miniature offices-on-wheels, operating out of MCAP's Freehold, Red Bank, and Asbury Park area centers, are fully equipped and manned by teams of three or four professional antipoverty workers. They utilize a circuit riding technique, using the local press, cardboard posters and mimeographed bulletins to announce in advance when and where the mobile units will arrive in a community.

Then, on the announced day, the units arrive and open their doors to the public, as the workers begin a door-to-door canvass of the neighborhood in search of residents who need assistance. Among the many services available in the trailers are pre-vocational training, job counseling, housing and home management, referral, psychiatric aid for children, health programs conducted by the Monmouth County Organization for Social Service and the benefits of the MCAP Small Business Development Center.

"The idea behind the mobile units is to provide a more effective reach-out to impoverished people living in remote areas or those who lack the transportation to reach a regular area center," said Joseph M. Taylor, MCAP executive director. "So far, this method has proved to be an invaluable asset."

Taylor said the teams attached to each mobile unit are non-professional, community liaison workers. "Their job is to give assistance and advice to people in need," he explained. "When the mobile units are unable to meet these needs, the workers then refer the problem back to the area center itself or to an existing social agency. When necessary, they use the trailers to transport people who have no other means of reaching an agency."

A typical daily run for a Red Bank mobile unit, he explained, would be to Atlantic Highlands in the morning, then in to Highlands, a neighboring community, in the afternoon. At each stop, the mobile unit would park outside a local church or other local meeting place, while the teams would move about the neighborhood knocking on doors and offering services.

On the following day, the trailer would travel to Chapel Hill, for example, and East Kearsburg, utilizing the same technique.

"I think the mobile units have succeeded, where the area centers could not," Taylor added, "They are helping us cope with the biggest problem of community action programs throughout the United States—reaching those who need help, but, for some reason cannot seek it out."



MINIATURE OFFICES
—Members of Monmouth Community Action Program's Red Bank area service center bring a wide range of services to impoverished residents of the county's remote areas through mobile units. These tiny "offices-on-wheels", serving as extensions of the area centers, ride a daily circuit from community to community, stopping at pre-announced sites to seek out needy residents and dispense information and assistance.

Jersey City YWCA Opens State's First Women's Job Corps

New Jersey's third Job Corps Center opened in Jersey City last month.

The center, known as the Jersey City Job Corps Center for Women, is sponsored and administered by the Jersey City Young Women's Christian Association (YWCA), in cooperation with the Philco-Ford Corp. The \$4 million project is financed through the Economic Opportunity Act.

It is the first women's Job Corps in New Jersey. The Camp Kilmer Job Corps Center in Edison is an urban center for men, while the Liberty Park Job Corps, also in Jersey City, is a conservation center for men.

With the new women's center, Jersey City became the only municipality in the country to host two Job Corps centers.

The new Women's Job Corps Center, housed in three buildings of the Jersey City Medical Center on Montgomery Street, is designed to prepare educationally and culturally deprived young women — between the ages of 16 and 21 — for jobs upon graduation. The girls, primarily from communities from the Eastern seaboard, reside at the Center, where they receive basic education and job-related courses, in addition to vocational skill training in one of five fields: health occupations; business and clerical skills; electronics assembly; cosmetology and culinary arts.

The girls also will be able to specialize within these fields.

After completing vocational training, the girls may continue their training in a specialized area or begin on-the-job training in actual job situations at local firms. During this period, however, they remain at the Center.

"We use the team approach at the Jersey City Women's Job Corps Center," said Miss Lillian Travers, community relations director, "A resident adviser, serving as a counsellor, is available for every 25 girls;



COSMETOLOGY LAB — Training in cosmetology (art of beauty culture) is one of five vocational courses available to enrollees of the new Jersey City Job Corps Center for Women. Above, Susan McDaniel, 20, of Lansing, Mich., practices hair styling technique on her young colleague, Deborah Smith, 16, of Detroit, Mich. At right, Thelma Wallace, 17, of Cape Girardeau, Mo. (left) gives a manicure to Patricia Hicks, 18, of Newport News, Va., under guidance of Louis J. Fusaro, director of cosmetology.

in addition, a psychiatrist, a physician and a dentist are on duty to provide complete physical and mental care for the girls, free of charge.

Miss Travers said the program also attempts to "help the girls relate to the community by participating in community service projects." She said the Corpswomen will be expected to devote some of their free time to volunteer work at a local facility, "so they can get a sense of belonging by participating."

She said all enrollees will also take the Home and Family Living course, which will teach cooking, sewing, child care, consumer education, good grooming, decorating and table setting. There also will be athletic programs, a student government and newspaper, drama and music, as well as field trips to points of interest in the metropolitan area.

Most of the young ladies are unemployed school dropouts from impoverished families. At present, more than 250 of the girls have begun training at the Jersey City Job Corps for Women. By the end of June, however, the full comple-

ment of 648 girls will have arrived.

At present, five of the enrollees are from New Jersey. One 16-year-old Jersey City girl said she quit high school because "I saw I wasn't learning much." She said "the teachers couldn't have time with me because they had to catch up with the other girls."

The young lady enrolled in the Job Corps "so that people who have time could help girls like me." She is now studying electronics and hopes "to get an honest job" when she graduates.

Another Corpswoman, from Newark's center city area, said she was "mostly sittin' around the house because I didn't have anything else to do," before joining the Corps. "And when I did try to get a job, I couldn't get one good enough," she explained.

"I had quit junior high school," the girl continued, "because I was sick a lot and couldn't make up my work, but also because my mother needed help at home."

The girl is now enrolled in the cosmetology course and plans to open her own beauty culture shop



in Newark after she graduates. "The Job Corps will help me further my education," she added, "and when I leave here, if I get married and have children, I'll be able to bring them up better than my mother brought me up."

All Job Corps enrollees receive \$80 a month—\$30 in spending money and \$50 in a savings fund which they can use when ready to find employment.

About a month before the girls are ready to graduate, the Center's Placement Office begins to search for suitable jobs for the girls — either in the metropolitan area or near their homes.

In addition, an organization called WICS (Women in Community Service), which recruits and screens young women for the Job Corps, assists Corps graduates in finding adequate jobs. Another important aspect of the job search is a new on-the-job training project for Job Corps graduates, recently launched by the National YWCA. The training would be conducted at YWCAs throughout the country.

FARRELL from page 1 committee, would be responsible for certifying the State's Manpower Plan.

The Commissioner described the new Division of Grant Review and Programming as an "incubator of new ideas, new methods and new ways of handling grants." He said the division would try "to rationalize, as the Federal Government has not been able to rationalize, the aids which they have increasingly made available to communities—to think out in front, not only of the State and its municipalities, not only of Washington, but even of the best scholars in the field and the best consultants."

Ylvisaker said this division would recruit "a new type of person" who would "spend part of his time working through a problem we haven't found a solution to, part of his time in Washington getting to know the agencies there and where the money may be buried."

The new division's staff would also, Ylvisaker added, "think out beyond Federal officials, invite in senior consultants from around the country, even travel on occasion to where something may have been done well or badly, and to come back and say, 'This is how that police system worked in Chicago.

NEW ASSISTANT COMMISSIONER—Gregory Farrell, newly appointed director of NJOEO, holds the rank of assistant commissioner of Community Affairs. Below, he makes a point with two associates.



This we can use and that we can't; this was done well, this was done badly.' "

Before joining UPI, Farrell served briefly as a community field representative with NJOEO. He was education and urban affairs reporter for *The Evening Times* of Trenton from September, 1963 to November, 1964.

During this period, Farrell wrote *A Climate of Change—the New Haven Story*, a book about community action in New Haven, Conn., published in 1964 by the Rutgers University Press.

Previously, he had served for three years as assistant director of admission at Princeton University, where he received his B.A. degree in English in 1957. Farrell also was a Ford Foundation Fellow at the Urban Study Center at Rutgers, the State University.

He taught English at Punahou Academy in Honolulu, Hawaii, before serving a six-month Army hitch.

Farrell is a member of the Governor's Task Force on Adult Literacy Opportunities, the Governor's Advisory Council for Upward Bound and vice-president of the board of directors of the New Jersey Community Action Training Institute, the State's antipoverty training arm.

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ployable; that is, capable of being trained and educated so they may eventually support themselves and their families and leave the welfare rolls.

The NJOEO welfare memorandum was sent to the entire New Jersey Congressional delegation. On March 14, Rep. Frank Thompson, Jr. (Dem.-4th) read the memorandum into the *Congressional Record*. The original newspaper article had been placed in the *Record* by Rep. Peter H. B. Frelinghuysen (Rep.-5th) on January 31.

"If any valid measure of the effect of antipoverty programs on the welfare rolls is to be drawn, only those antipoverty programs directly related to manpower training and its related services, namely Title V programs, should be taken into account," the memorandum explains. "The alternative approach — to include some \$60 million in other antipoverty programs, like Head Start or the Neighborhood Youth Corps, which are long range in scope — misuses the general to prove the particular; mixes, so to speak, apples and oranges, and is very misleading."

Title V of the Economic Opportunity Act, provides Work Experience and Training Programs for needy persons unable to support themselves or their families. Such projects are designed to help them develop skills which may assist them in finding jobs. It is aimed at assisting unemployed heads of families on welfare, farm families with less than \$1,200 net family income and other needy persons.

At present, New Jersey has seven Title V Work Experience programs, operating in Newark, Trenton and in Camden, Union, Monmouth, Bergen and Passaic Counties. Utilizing \$10 million in antipoverty funds, these seven programs "have reached approximately 3,300 welfare recipients from August, 1965, when the program began, through December 31, 1966. Of these, some 820 have found permanent employment and either no longer receive welfare payments or have had their pay-

ments sharply reduced; 1,200 are still in training; and about 1,100 are still unemployed after having received training."

The memorandum also explained how only a small portion of the 187,668 welfare recipients in New Jersey were potentially employable, stating:

▶ some 32,000 (about 16 per cent) of all those on welfare receive: old age assistance (for those elderly citizens too old or incapacitated to hold jobs to support themselves and whose social security payments, pensions, or other income are insufficient for their minimum requirements); disability aid (for those New Jerseyites under age 65 who are unable to work because of permanent and totally disabling conditions); blind assistance (for financially needy persons who are legally blind and hence unable to support themselves); and medical aid for the aged (for senior citizens whose sources of income cannot cover the costs of major medical expenses).

▶ some 122,000 (67 per cent) of all those on welfare receive Assistance for Dependent Children, which provides monetary aid for families with children, if one parent—usually the father—is missing from the home or is incapacitated for employment. Of the 122,070 ADC recipients, some 92,995 (75 per cent) were children; only 29,175 (25 per cent) were adults. Of these, about 22,500 were needed in the home and hence unable to work; 2,400 were working but not earning enough to support their families; 2,400 were physically or mentally unable to work; 900 had no marketable skills and the remaining 1,800 sought, but could not find work.

"This is extremely significant," the memo explained, "that of 122,000 A. D. C. recipients, only 30,000 are adults, and that of these, only 2,700 were unemployed simply because they could not or would not work."

▶ some 29,000 representing some 9,672 cases, of all those on welfare receive General Assistance. Of these, less than 35 per cent were opened because of unemployment or un-

deremployment; the great bulk were opened for other reasons, such as: pending categorical aid, physical or mental disability, insufficient income or resources and domestic problems.

The memorandum also pointed out that "although the number of ADC recipients increased from 102,218 in November of 1964 (when the antipoverty program began) to 112,835 in November of 1965 and then to 122,070 in November of 1966, the rate of increase or growth is steadily decreasing." It said the rate of increase amounted to 10 per cent from 1964-65, but only eight per cent from 1965-66—"a drop of two per cent in the rate of increase between 1964 and 1966."

"This trend is a salient point", the memo stated, "for the increase in numbers corresponds with the increases in population and the increases in welfare costs are in line with rises in the cost of living. The (newspaper) article made no mention of either of these factors."

In conclusion, the memo said the above breakdown of welfare roll categories had demonstrated that "only a small portion of the 187,000 welfare recipients are actually potential workers, and as such, able to be reached, so to speak, by antipoverty or any other kind of work training programs."

The memo continued:

"Whatever the causes, however, the antipoverty program must not be regarded as a short term solution to problems that have taken decades to emerge. There are no quick answers, no easy solutions, no cure-alls for all of society's ills.

"There is no easy way to estimate the sum total of disadvantaged who may have been on the welfare rolls today were it not for some form of antipoverty assistance provided somewhere along the way. Who is to judge whether the welfare rolls might have been larger yet, whether the rate of increase might have spiraled upward, instead of downward, were it not for antipoverty projects that are preventive, rather than corrective, in nature? These issues cannot and should not be answered now. Only time will tell."

Ylvisaker Warns Against Cuts On Discretionary OEO Funds

In his testimony before the U. S. Senate Committee on Labor and Public Welfare, Community Affairs Commissioner Paul N. Ylvisaker raised and answered several questions about the government's war on poverty. Below, OPPORTUNITY reprints excerpts from that testimony.

► *Is the program being threatened by its "successes"?*

The program, both nationally and as community action, was designed as a mechanism that could deal creatively with unfamiliar problems. Increasingly, the external pressures and the internal tendencies are to deal routinely with familiar solutions. The success with Head Start is a prime example: an experimental beginning that has been legislated into a foregone conclusion.

The pressures and the tendencies are easy to understand: the political risks of continuous trial with even a low rate of error are such that even the most enterprising of legislators and administrators are anxious to avoid them.

Yet anyone living with the problems of poverty knows how demanding they are of new solutions and unorthodox approaches—and now is not the time to freeze even yesterday's innovations into today's standard practice.

The danger becomes more acute when—as under the fiscal stringencies imposed by Vietnam—the standardization of existing programs (such as Head Start) is financed at the expense of the more vital and progressively more limited discretionary funds available for breaking new ground. The importance of such discretionary funds cannot be overemphasized—and it outweighs, at least in my estimation, the political administrative hazards of occasional error and misuse.

Equally disturbing, the pressure toward "success" slowly but surely forces the poverty program away from dealing with the very poor and the not-so-easily reached. As this pressure continues, the program begins "to cream" — to help those most nearly in a position to help themselves — and thus to repeat the history of too many other programs and agencies — a history which

brought us to the problem the poverty program was created to face, not avoid.

► *Is the creative potential of the program being fully exploited?*

A national awareness seems to be growing that some form of income maintenance may be necessary — and in fact, may be more effective in alleviating poverty than the service approach we are presently emphasizing. But so far, we are closer to agreement about the desirability of income maintenance than we are to a feasible way of providing it. Some form of experimentation — carefully devised and geographically selected — seems essential. Is the poverty program being considered as the vehicle for such experimentation? Shouldn't it?

Similarly, national sentiment seems to be moving in the opposite direction: from the general to the categorical, from discretionary to earmarked funds. Should such be the case?

► *Can a national war on poverty be successful without a national strategy, without a larger commitment of resources, and without more powerful weapons?*

It has become increasingly apparent that the poverty program is without a coherent set of goals and tactics, and it may well be that none is either possible or presently available. If not, then experimentation and flexibility should all the more be the order of the day. Yet as indicated above, the legislative and administrative trends are in the opposite direction — seeming to assume that there is an over-all strategy, but not making it readily apparent. As a result the program suffers the worst of both worlds.

If strategy is missing, so are the resources: we are not working at scale. That much can be said confidently from impressions, experience and unavoidable fact.

► *To what extent should the poverty program become involved with advocacy and agitation?*

On the one hand, it is pragmatically clear that public moneys cannot long or exclusively be used to support protests or "to fight City Hall." On the other hand, it is equally clear that if one is to fight poverty and find new ways of doing so, he can't always or often be neutral to the status quo.

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