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P U B L I C   H E A R I N G  
before  
ASSEMBLY CORRECTIONS, HEALTH AND HUMAN SERVICES COMMITTEE  
on  
ASSEMBLY BILL 1262  
"New Jersey Conservation Corps Act"

Held:  
April 21, 1983  
Assembly Chamber  
State House  
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Assemblyman George J. Otlowski, Chairman  
Assemblyman Frank M. Pelly, Vice Chairman

ALSO PRESENT:

David Price, Research Assistant  
Office of Legislative Services  
Aide, Assembly Corrections, Health and Human Services Committee

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ASSEMBLY, No. 1262

STATE OF NEW JERSEY

INTRODUCED MAY 3, 1982

By Assemblymen OTLOWSKI and KARCHER

Referred to Committee on Corrections, Health and Human Services

AN ACT creating the New Jersey Conservation Corps in the Department of Environmental Protection, defining its powers, duties and responsibilities, supplementing Title 13 of the Revised Statutes, and making an appropriation.

1 BE IT ENACTED *by the Senate and General Assembly of the State*  
2 *of New Jersey:*

1 1. This act shall be known and may be cited as the "New Jersey  
2 Conservation Corps Act."

1 2. a. The Legislature finds that conserving or developing natural  
2 resources, and enhancing and maintaining environmentally im-  
3 portant lands and waters through the use of New Jersey's young  
4 men and women, are beneficial not only to the youth of the State  
5 by providing them with educational and work opportunities, but  
6 also to the State's economy and environment. Through this work  
7 experience opportunity, New Jersey's youth will further their  
8 understanding and appreciation of natural resources and learn  
9 the basic and fundamental work ethics including discipline, co-  
10 operation, understanding how to live and work with others and,  
11 most importantly, learning the value of a day's work for a day's  
12 wages.

13 b. The Legislature further finds that the New Jersey Conserva-  
14 tion Corps should be established as a division within the Depart-  
15 ment of Environmental Protection, which division shall be respon-  
16 sible for implementing the purposes and provisions set forth  
17 herein.

1 3. As used in this act:

2 a. "Commissioner" means the Commissioner of Environmental  
3 Protection;

4 b. "Corps" means the New Jersey Conservation Corps;

5 c. "Corps program" means the activities and projects of the New  
6 Jersey Conservation Corps;

7 d. "Director" means the Director of the New Jersey Conservation  
8 Corps;

9 e. "Department" means the Department of Environmental Pro-  
10 tection;

11 f. "Special corps member" means an individual over the age of  
12 28 years who may be handicapped or physically disabled and who  
13 is selected for participation in the corps program by the director  
14 on the basis of the individual's special skills.

1 4. a. There is established in the Department of Environmental  
2 Protection a division to be known as the New Jersey Conservation  
3 Corps. The corps shall be under the immediate supervision of a  
4 director who shall be appointed by the Governor, with the advice  
5 and consent of the Senate, and who shall serve at the pleasure of  
6 the Governor during the Governor's term of office and until the  
7 appointment and qualification of the director's successor. The  
8 director shall receive such salary as shall be provided by law. The  
9 director may be removed from office by the Governor, for cause,  
10 after a public hearing, and may be suspended by the Governor  
11 pending the completion of the hearing. The director, before enter-  
12 ing upon his duties, shall take and subscribe an oath to perform  
13 the duties of his office faithfully, impartially and justly to the best  
14 of his ability. A record of this oath shall be filed in the office of the  
15 Secretary of State.

16 b. Subject to the provisions of Title 11 of the Revised Statutes,  
17 and within the limits of funds appropriated or otherwise made  
18 available, the commissioner may appoint and employ such addi-  
19 tional officers, agents and employees as he may deem necessary to  
20 assist the director in the implementation of the provisions of this  
21 act.

2 5. Projects undertaken by the corps shall be designed to:

3 a. Preserve, maintain, and enhance environmentally important  
4 lands and waters;

5 b. Accomplish useful and needed public works projects in both  
6 urban and rural areas;

7 c. Conserve, maintain, improve, and develop natural resources  
8 in both urban and rural areas;

9 d. Assist in emergency operations, such as natural disaster relief  
and the rescue of lost and injured persons;

10 e. Assist in fire prevention and suppression;

11 f. Directly contribute to the conservation of energy, including,  
 12 but not necessarily limited to: (1) the establishment of an energy  
 13 conservation training center to train corps members to conduct  
 14 energy audits and make necessary alterations to reduce energy  
 15 consumption; (2) the training of corps members in the fabrication  
 16 and installation of solar heating and cooling devices; and (3) the  
 17 implementation of a program providing for energy conservation  
 18 and energy reduction measures throughout the corps' own facilities,  
 19 as well as in other State departments and governmental entities;

20 g. Directly contribute to the conservation of potable water  
 21 supplies;

22 h. Contribute toward making public facilities accessible to senior  
 23 citizens and disabled and handicapped persons; and

24 i. Assist other divisions within the department in developing,  
 25 rehabilitating, and restoring public parklands, recreational facili-  
 26 ties, and historical sites; restoring and preserving wildlife habitat;  
 27 and enhancing reforestation efforts in both urban and rural areas.

1 6. a. The corps shall engage in projects for conserving, improv-  
 2 ing, or developing energy and natural resources, including potable  
 3 water supplies, and enhancing, preserving, and maintaining en-  
 4 vironmentally important public lands and waters.

5 b. Young men and women between the ages of 16 and 28 shall  
 6 be selected for participation in the corps program on the basis of  
 7 motivation for hard work, personal development, and public service,  
 8 and without regard to their prior employment or educational back-  
 9 ground. Participation shall be for a period of not less than 1 year.  
 10 which may be extended.

11 c. The corps, in conjunction with the Commissioner of Labor,  
 12 shall develop and execute plans to assist corps members in obtaining  
 13 employment following their participation in the corps program.

1 7. The director shall adopt a corps member bill of rights, which  
 2 shall serve to assist the director and corps staff in identifying  
 3 problems and conflicts and resolving them with a minimum interrup-  
 4 tion of work and training and which shall be used by corps super-  
 5 visors to interpret and consistently enforce policies and procedures  
 6 of the corps. The director shall also adopt grievance procedures.

1 8. Except as otherwise limited by this act, the director may:

2 a. Recruit and employ corps members and special corps members;

3 b. Establish criteria for selecting applicants for employment in  
 4 the corps program;

5 c. Execute contracts containing such terms and conditions as are  
 6 deemed necessary and desirable for the employment of corps  
 7 members;

8 d. Authorize use of the corps for emergency projects occasioned  
 9 by natural disasters, fire prevention and suppression, rescue of  
 10 lost or injured persons, and any other activity or project necessary  
 11 or desirable to carry out the purposes of this act;

12 e. Contract for or accept any gifts or grants or loans of funds  
 13 or property or financial or other aid in any form from the United  
 14 States of America or any agency or instrumentality thereof, or  
 15 from the State or any agency, instrumentality or political subdivi-  
 16 sion thereof, or from any other source, and to comply, subject  
 17 to the provisions of this act, with the terms and conditions thereof;

18 f. Subject to the limits of funds appropriated or otherwise made  
 19 available for these purposes, purchase, rent, or otherwise acquire  
 20 or obtain necessary property, supplies, instruments, tools, equip-  
 21 ment, and conveniences; and

22 g. Use any services, material, or property of any State depart-  
 23 ment, agency, instrumentality or political subdivision thereof upon  
 24 the approval of the appropriate officer thereof, and make agree-  
 25 ments with any of these entities or take other actions as are reason-  
 26 able and necessary to carry out the purposes of this act.

1 9. Fire prevention, fire suppression, energy and water conser-  
 2 vation, and disaster relief shall be the major emphasis of the corps  
 3 program. Certain corps centers designated by the commissioner as  
 4 fire centers in locations specifically needed to assure emergency  
 5 capability and readiness for firefighting and natural disaster relief  
 6 shall be administered and directed jointly by the director and the  
 7 Director of the Division of Parks and Forestry. The director shall  
 8 be responsible for setting the policies under which these centers  
 9 shall be operated and shall be responsible for the recruitment,  
 10 orientation, job training, project planning, and educational and  
 11 other services generally provided in the corps program. The Direc-  
 12 tor of the Division of Parks and Forestry, or his designee, shall  
 13 be responsible for the supervision of corps members engaged in  
 14 public service conservation work and for the training, supervision,  
 15 and direction of corps members engaged in fire prevention, fire  
 16 suppression, and other emergency activities.

1 10. Corps members and special corps members shall be paid by  
 2 the department in accordance with the provisions of the "New Jer-  
 3 sey State Wage and Hour Law," P. L. 1966, c. 113 (C. 34:11-56a  
 4 et seq.).

1 11. The director shall arrange for the provision of adequate  
 2 facilities for the housing of corps members in corps residential  
 3 centers to be located in the various geographic regions of the State,  
 4 excluding the fire centers designated by the commissioner pursuant



5 to section 9 of this act, and shall seek the assistance and coopera-  
 6 tion of any other federal, State or county agency or instrumentality  
 7 in providing these facilities.

1 12. The director may, within the limits of funds appropriated  
 2 or otherwise made available, provide supplemental educational  
 3 and vocational education programs to be offered to the corps men-  
 4 bers in conjunction with any project in the corps program.

1 13. The director shall adopt, pursuant to the provisions of the  
 2 "Administrative Procedure Act," P. L. 1968, c. 410 (C. 52:14B-1  
 3 et seq.), rules and regulations necessary to effectuate the purposes  
 4 of this act.

1 14. The director shall, within 1 year of the effective date of this  
 2 act and annually thereafter, transmit a report to the Governor and  
 3 to the Legislature, which report shall detail the corps' significant  
 4 activities in accomplishing the objectives of the corps program, in-  
 5 cluding the expenditures therefrom and the cost-effectiveness of  
 6 projects completed.

1 15. There is appropriated to the department from the General  
 2 Fund the sum of \$100,000.00, or so much thereof as may be neces-  
 3 sary, for the purposes of administering and implementing the corps  
 4 program pursuant to this act.

1 16. This act shall take effect immediately.

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#### STATEMENT

This bill would establish the New Jersey Conservation Corps as a division within the Department of Environmental Protection. The New Jersey Conservation Corps (NJCC), modeled on the well-known and highly successful California Conservation Corps, would administer a civilian work program which would afford energetic young men and women in New Jersey the opportunity to work together for a minimum of 1 year on projects to protect and improve the State's parks, wildlife area, forests, waterways, and water supply systems, as well as assisting local officials in both urban and rural areas during emergency situations.

The corps would accomplish two important and interrelated goals: (1) further development and maintenance of New Jersey's natural resources and environment and (2) provide meaningful, productive employment, and training to industrious and persevering young men and women of this State.

As envisioned by the sponsor, this legislation would establish the following specific objectives upon which the NJCC would focus: (1) accomplish useful and needed public service conservation

projects that protect the natural environment; (2) develop the natural environment to provide for greater public access and use; (3) maintain fire prevention and fire suppression capabilities in both urban and rural areas; (4) instill in corps members an understanding and an appreciation of the State's environment and natural resources; (5) provide an opportunity for the personal growth and development of corps members; and (6) provide on-the-job-training to corps members, so they may acquire employable skills, experience, and sound work habits.

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ASSEMBLYMAN GEORGE J. OTLOWSKI (Chairman): The hearing will come to order. First, I would like to introduce the people who are seated with me. Assemblyman Frank Pelly, the Vice Chairman of the Committee is seated on my right. On his right is Peter Guzzo, an Assembly staff member, and on my left is David Price, Aide to the Committee from Legislative Services. I am George Otlowski, the Chairman of the Committee.

This morning we are going to be dealing with the bill that is commonly known as the CCC Bill, the Civilian Conservation Corps.

Before we start, I want to take this opportunity to welcome everyone and to tell you that we are very happy to have you here. We are particularly delighted that Commissioner George Albanese is here, and I am anxious to hear his testimony.

Fifty years ago Franklin Roosevelt started the Civilian Conservation Program, which was presented to Congress. As a matter of fact, it was one of the great successes of that period. Historians, of course, consider the Civilian Conservation Program to be the most successful program of the New Deal innovation.

The purpose of this hearing is to explore the idea of creating a Civilian Conservation Corps program in New Jersey. Assembly Bill 1262 would establish a division within our Department of Environmental Protection to run a CCC program. This civilian work program for young men and women would help to develop and maintain the natural resources and environment of New Jersey while also providing meaningful and productive employment to these energetic young people. This program would be similar in nature to the national CCC program created in 1933 and to the programs that are now operating in California, Ohio and Connecticut.

The national CCC employed over three million people during its 9 years; it gave hope and instilled pride in its members during the great depression. Today, many states throughout the country are considering legislation to create this kind of program, including Florida, Oregon, Tennessee and Virginia, just to mention a few. State-funded youth conservation work has also been created in the states of Washington, Wisconsin, Iowa, Kansas and Minnesota. In addition, the United States Congress is considering legislation to establish a new American Conservation Corps; it was overwhelmingly approved by the House of Representatives and is now pending in the Senate.

What we want to do today is to consider the need for this kind of program here in New Jersey and what benefits it could bring to the people and the natural resources of our State. The Committee welcomes different points of view on this issue and looks forward to hearing testimony from people who are knowledgeable about this kind of program.

The Committee hopes that the testimony presented today will add to the weight and evidence regarding the value of Civilian Conservation Corps work. As one California newspaper said about the program in that state, "We cannot think of any other part of the state budget that gets that kind of return on a very small investment."

As a matter of fact, one of the things about the old CCC program was the fact that in the reforestation aspect of it, eleven million trees were planted. I think we will even hear testimony about that. Many people who were part of that

are very, very proud of the part that they had in the CCC program. Today many of them, even as older citizens, go out to visit the sites that they worked on, because the evidence of what they accomplished is still there. I hope this is the kind of thing we can establish in this State.

I just want to point out this, and I am not saying this for the Commissioner's benefit. I hope that this will be the kind of program that will not only get the support of the Democratic Legislature, but the support of the Administration, and particularly the support of the Governor, because he would have to be responsible for administering the program. Whether the program would be a success or not would not depend upon the Legislature as much as it would depend upon the Administration and how they implement it, how they administer it, how they monitor it, and how they develop it. The only thing the Legislature can do is to create the policy, provide the money, and give the Governor the concept.

I hope the Commissioner will convey that to the Governor. This Committee particularly is anxious for this kind of creature to come about. It can only come about and be successful if it is the product of both the Legislature and the Administration.

Before we start testimony, I want to ask Assemblyman and Vice Chairman Frank Pelly if he has anything to add to what I have said.

ASSEMBLYMAN PELLY: No, Mr. Chairman, I think you have summed it up. I have just one casual remark to make. I am proud to recognize that both the CCC and I were founded in 1933. I think that may or may not be appropriate, and I look forward to--

ASSEMBLYMAN OTLOWSKI: Not among those eleven million trees.

AUDIENCE: (laughter)

ASSEMBLYMAN PELLY: They'll far outlive me hopefully. I look forward to the testimony being presented here today.

ASSEMBLYMAN OTLOWSKI: Thank you very much, Assemblyman.

There are some statements here that we want to be part of the record. First, let me point out that Assemblyman Visotcky notified us that he couldn't be here today. He was in Trenton yesterday, and he couldn't make it back a second day. In addition to that, Assemblymen Felice and Haytaian have other commitments today. I am hopeful that Assemblyman Haytaian will still be here if he can make arrangements with the Governor's Office to bring him here. In any event, he is in West Orange at another hearing, and he has a problem with transportation. He may be able to make arrangements before the Committee adjourns.

We have a statement from Senator Frank Lautenberg, and he is very enthusiastic about the program. He is supporting the program, and he is hopeful, of course, that it will be established in New Jersey and tied in with the programs that are now pending before the Federal government. He points out that a lot can be done with dams and historic sites, and he goes on to express some of the hopes. He points out that a program such as this has great benefits for the young people both financially and spiritually. He also points out that he is very enthusiastic and it has his complete support.

Assembly Speaker Alan Karcher, who is the cosponsor of this bill, writes and says, "As the cosponsor of A-1262 with Assemblyman George Otlowski, I am hopeful that the Corrections, Health and Human Services Committee will release

the bill after a careful review. As you know, fifty years ago this past March, President Franklin D. Roosevelt presented to Congress a bill which it quickly passed to create the Civilian Conservation Corps. Historians now consider the CCC to be the most successful New Deal innovation.

"The New Jersey Conservation Corps would accomplish two important and interrelated goals:

"1. Further development and maintenance of New Jersey's natural resources and environment; and

"2. Meaningful, productive employment and training to industrious and persevering young men and women who find themselves the victims of the highest unemployment level since 1940.

"Passage of A-1262 would also qualify New Jersey for Federal funding under a pending Federal conservation corps bill.

"I am sorry I could not attend this important public hearing. Be assured, however, that I have been monitoring this bill and will post it for a vote before the full Assembly upon release from the Committee."

This is from Alan Karcher.

We also have a message from Senator Bradley which states that he is supposed to have someone here. Is there anyone here from Senator Bradley's office? (no response) He is supposed to have someone here from his office to monitor this hearing and to report back to him. Of course, he is very enthusiastic about the bill, and he supports it.

Congressman Bernard Dwyer takes the same position. Dave, do we have a letter from Congressman Dwyer? I have a telephone message from him that is in my folder. Is anyone here from Congressman Dwyer's office? (no response)

The New Jersey Environmental Lobby, which is represented by environmentally concerned citizens supports this bill. I suppose we'll hear from them later on.

In any event, these communications are for the record.

Assemblyman Pelly thought that I ought to welcome all of the young people who are in the balcony. We're delighted to welcome you, and we hope that you'll stay for awhile, at least to hear the Commissioner's testimony. Then, after that, you'll probably want to see some of the other sights. It is nice to have you here. Who is in charge of the group? Will you tell us who they are?

TEACHER FROM BALCONY: They are from Lacey Township Middle School.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much. It is nice to have you here. You're in Assemblyman--

TEACHER FROM BALCONY: Assemblyman Rod.

ASSEMBLYMAN OTLOWSKI: Whose district?

TEACHER FROM BALCONY: Assemblyman Rod.

ASSEMBLYMAN PELLY: And Doyle, right?

ASSEMBLYMAN OTLOWSKI: And Assemblyman Doyle's district?

TEACHER FROM BALCONY: Doyle?

ASSEMBLYMAN OTLOWSKI: Lacey Township?

TEACHER FROM BALCONY: No.

ASSEMBLYMAN OTLOWSKI: No? It is nice to have you here, and you picked a good day.

ASSEMBLYMAN OTLOWSKI: Commissioner George Albanese? We're finally ready for you. Incidentally Commissioner, it is always such a great delight to have you because you always talk sense, you are always very practical, and that in itself is a strange thing in government today. It is good to have you.

COMMISSIONER GEORGE J. ALBANESE: Thank you, Mr. Chairman and Mr. Vice Chairman. It is a pleasure to be here today to discuss Assembly Bill 1262.

As you know, the role of the Department of Human Services historically has been one of people helping people. The proposed New Jersey Conservation Corps would be in line with that mission.

The clients we serve at our many facilities would be major beneficiaries of work done by the corps. And, I must tell you, there is no shortage of work to be done.

The Department of Human Services owns and maintains thousands of acres of land, and to be exact, 605 buildings. Keeping these facilities in shape for our main purpose-- care of the sick and needy-- is a never-ending task.

Our department spends about \$20 million per year on energy. Conservation efforts since 1973 have reduced energy consumption by about 16%, an annual savings of over \$3 million. These savings are largely the result of careful operation and maintenance, rather than retrofit as envisioned being done by the Conservation Corps.

Our institutional maintenance forces are sometimes shorthanded. Young energetic Conservation Corps staffers could be of direct assistance in working with the maintenance force in the area of energy conservation.

To be specific, plumber-steamfitters could be assigned apprentices from the Corps to work on an on-the-job training program in the areas of steam-trap maintenance, checking filters in air-conditioning units, repairing controls to machinery, installing insulation, and other elementary energy tasks.

Additional conservation efforts by Corps members, especially at older institutions such as Greystone and Marlboro Psychiatric Hospitals and Vineland State School, can further reduce the burden on New Jersey taxpayers.

These types of benefits can be fairly accurately calculated. A study of the California Conservation Corps, which has been in operation since 1976, indicates we could anticipate an economic return of \$1.65 for every dollar invested in the Corps.

But, perhaps even more importantly, there are a host of hidden benefits for the State of New Jersey which are not as easily calculated.

Since the bill includes provisions for "special Corps members," some of our handicapped and disabled clients would find a new lease on life as contributors in a positive way to a program that would utilize their varied skills. A certain proportion of the young men and women joining the Corps would, in all probability, be leaving the State welfare roles.

Fewer young people would be interfacing with the criminal justice system. Fewer young people would be on unemployment. That is what has happened in California. There is no reason to believe it would be any different in New Jersey.

Creation of a New Jersey Conservation Corps would, in my opinion, offer our most needy young people a way to change their environment from one of desperation to one of hope. A caring society must afford its young this opportunity.

Now is the time, and the New Jersey Conservation Corps is the way. The time is appropriate because the United States Congress is also considering legislation to revive the Conservation Corps.

The House has already passed a bill for this purpose, and a similar measure is currently under consideration in the Senate. The Washington lawmakers have earmarked \$300 million for this program.

If passed and signed into law by President Reagan, New Jersey would be eligible to receive over \$4 million as its share. But, a word of caution-- The New Jersey Conservation Corps as envisioned in A-1262 would require additional funding. Without it, the program cannot work.

California's Corps is funded at \$38 million annually. A bill creating a New York Conservation Corps calls for \$40 million in state funds. Oregon, also seeking to create a Corps, has set its funding level at \$7.5 million.

The Conservation Corps will serve as a means of giving our young a sense of worth. That gift will benefit both the individual and society, and in the final analysis, save the State money in future years.

Our department's interest in this bill rests on its impact as a preventive measure. Training young people to be self-sufficient, and thereby easing the pressure on our burgeoning social service program is our objective. If we help them now, we will not have to bear the burden of caring for them later.

Thank you, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much, Commissioner.

Commissioner, under the proposal that we are making, this program would come under the Department of Environmental Protection. There have been some suggestions, although not from you, but from people who thought that it ought to come under the Department of Human Services. Some people thought it ought to come under the Department of Community Affairs. Do you have any feelings about that that you want to express?

COMMISSIONER ALBANESE: Really, I haven't given much thought to the actual administration other than from my experience back in Union County where at times we used CETA youth programs. Basically, the administration that I see here is a payroll process with the young workers working under the supervision of those skilled apprentices, skilled craftsmen, as we did in Union County. I don't think you have to set up a tremendous bureaucracy to administer this particular program.

ASSEMBLYMAN OTLOWSKI: One of the things that you pointed out in your testimony was the great holdings of land that the State has, particularly which fall within the purview of your department. From your testimony, you see great benefits coming to that whole complex from this kind of program, even in the development of grounds, beautifying them and making them more attractive.

COMMISSIONER ALBANESE: That is right. I would like to point that out. I didn't mention that in my testimony, but most of our facilities-- the State institutions-- To give you an idea, Vineland State School has 2,000 acres. Grey-stone is about 1200 acres. We have reservoirs, dams, steams, major acreage that has to be maintained, and I see this as a very, very constructive and useful program in often what is a neglected part of our facilities.

ASSEMBLYMAN OTLOWSKI: Let me ask you this: Do you envision young

people like this, since it will be made up of men and women, even fitting into some of the therapeutic parts of your department? Or, do you think that is outside of the purview of a bill such as this?

COMMISSIONER ALBANESE: I believe that would be outside of the purview. We would use it mostly in the maintenance and construction areas.

ASSEMBLYMAN OTLOWSKI: Assemblyman Pelly?

ASSEMBLYMAN PELLY: Just so I understand, Commissioner, as provided for in this bill, do you envision that the Civilian Conservation Corps members would be complementing your present staff at your various institutions and in DEP and the various other departments as well?

COMMISSIONER ALBANESE: That is correct. Yes, sir. I did discuss this with our maintenance union to examine this program, and I understand they are in favor of the concept. We didn't work out the details, but I did touch base with Don Critelli to talk about this type of program.

ASSEMBLYMAN PELLY: As I calculate the bill, it would provide about \$4.6 million for the project in New Jersey, including \$4 million in Federal funds and \$600 thousand in State funds. In your testimony, did you suggest that more was needed, or do you consider that to be an appropriate figure?

COMMISSIONER ALBANESE: To be very honest with you, I thought the figure in the bill was less in terms of the dollars that would be appropriated.

ASSEMBLYMAN PELLY: I think the bill does provide--

COMMISSIONER ALBANESE: \$100 thousand.

ASSEMBLYMAN PELLY: \$100 thousand, but in order to get the \$4 million, you need 15% of the \$4 million, which would be \$600 thousand. Is that correct?

COMMISSIONER ALBANESE: Yes, that is my concern-- that the bill would not have enough dollars to do the type of financial manipulations that we need to bring it down to \$4 million.

ASSEMBLYMAN PELLY: Okay, thank you.

ASSEMBLYMAN OTLOWSKI: The bill would probably have to be changed to comply with the-- to take maximum advantage of any Federal program.

COMMISSIONER ALBANESE: That is right.

ASSEMBLYMAN OTLOWSKI: Is that it, Assemblyman?

ASSEMBLYMAN PELLY: Yes, thank you.

ASSEMBLYMAN OTLOWSKI: Commissioner, thank you very, very much.

COMMISSIONER ALBANESE: Mr. Chairman, it is always a pleasure. Thank you.

ASSEMBLYMAN OTLOWSKI: You have been very helpful. Thank you.

Is Mr. Collins here? Mr. Collins, we hope that you are comfortable, and we want to express our deep thanks to you for coming to this hearing from California where you are familiar with the California program. As a matter of fact, the Committee expects a major contribution from you this morning because of your experience and because of the enthusiasm that you have for this bill. I hope that we made you somewhat comfortable in your visit to this State, and it is a great delight to have you. Thank you very much for coming.

Will you tell us who you are-- your name and who you represent so that we can have it for the record?

B. T. COLLINS: Yes, Mr. Chairman and members, my name is B.T. Collins. From 1979 to 1981, I was Director of the California Conservation Corps, and from 1981 to January, 1983, I was Governor Brown's Chief of Staff. I am originally



from New York, so this is like being back home again.

ASSEMBLYMAN OTLOWSKI: Presently--

MR. COLLINS: Presently I am a Vice President in the Public Finance Department of Kidder Peabody, a position I just recently took , and I will probably be working out of California.

Perhaps if I could just tell you a little bit about the California program--

ASSEMBLYMAN OTLOWSKI: That would be of tremendous help to us.

MR. COLLINS: (continuing) And then comment on your proposal in pending legislation, Mr. Chairman--

ASSEMBLYMAN OTLOWSKI: Excuse me. Let me welcome some of the young people in the balcony, because it could be that some of them may be from my district, and I wouldn't want to overlook that.

MR. COLLINS: Absolutely, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Who is in charge of the group in the balcony?

(Teacher from Lacey Township Middle School identifies herself.)

ASSEMBLYMAN OTLOWSKI: Would you mind telling us who the group is, and who you are?

TEACHER IN GALLERY: Lacey Township Middle School.

ASSEMBLYMAN OTLOWSKI: Nobody is in class in Lacey Township today. It is nice to have you here today. At the present time, we are discussing a Civilian Conservation Corps bill that we hope to have established in New Jersey. Mr. Collins, who is testifying, has had the experience of setting this up in California where it is now operational as a state program. I just wanted to bring that into focus for you so that you would understand it.

It is good to have all of you here. Welcome.

TEACHER IN GALLERY: Thank you very much.

ASSEMBLYMAN OTLOWSKI: Thank you very much. Mr. Collins?

MR. COLLINS: Yes, Mr. Chairman. The California Conservation Corps is hard work, low pay, and miserable conditions for approximately 1800 to 2000 young adults between the ages of 18 and 23 and is located in 27 centers from the Mexican border to the Oregon border, including a training academy in Calaveras County, which is the home of Mark Twain.

Who are these young people? This program is not targeted to the economically disadvantaged. It represents a straight cross section of California. We have people from Beverly Hills, Watts, Compton, Oakland, and Marin County. I would imagine that although it is not targeted to the economically disadvantaged, approximately 73% would fit into that category. That is purely a coincidence as they go to the employment office to apply for this-- or what we call the "Employment Development Department" in California. Income is not a criteria.

Women and disabled are given special emphasis in the recruitment process. We have approximately from 10% to 12% disabled-- blind, dyslexia, epileptics, cerebral palsy, mentally retarded, polio, arm, leg or eye gone-- It doesn't make any difference. They are treated no differently.

At any given time, we may have 39% women, which is 1% above the national percentage of women in the labor force. They sign up for a year, and are paid \$580 a month, which is the minimum wage. They must pay back \$145.00 for room and board.

As the minimum wage goes up--

ASSEMBLYMAN OTLOWSKI: How much do they pay back for room and board?

MR. COLLINS: \$145.00. Basically what we are talking about is approximately \$400 of disposable income each month. If the minimum wage goes up, the room and board goes up. We have a lot of lessons in the California Conservation Corps, and that is one of them called inflation.

The average stay is about 5.7 months. The women last 3.3 months longer than the normal male Corps member. The disabled last 3.1 months longer.

In your deliberations you might consider the length of service. In the original CCC, which was founded fifty years ago on April 5 by Franklin D. Roosevelt, the term of service was six months.

I was the third Director of the program in a time of serious problems for the program, and politically it was impossible for me to change the length of service. But, as you see from our attrition, if we had half the length of service, we could have had an attrition rate that would be almost minimal. Whether that is important or not is not for me to decide, but you might want to consider it-- maybe a nine-month term, I don't know.

In any event, we feel that regardless of how long they stay, we have gotten a lot of good labor out of these young people. The disciplinary atmosphere and the emphasis on the work ethic, I think, has some benefit to the Corps members. However, it should be understood that the main emphasis of the California Conservation Corps is based on the principle that 18-year olds do not need sleep, and that you can work an 18-year old to death, and they will turn around and brag about it. So, we are not talking about the environment; we are not talking about saving people. We are talking about what we like to call "sweat equity" -- the value of a day's work for a day's pay.

The Corps members understand that right from the minute they hit the training academy, which is a 21-day, 7 days a week session in the hills of Calaveras County, which is much more disciplined, and the rules are a lot more "chicken" as they might say in the armed forces, than they are in a regular center, which is really their home.

I would imagine that 30% of them cannot read or write above the third-grade level. We do have college graduates; we have had them from Stanford, Amherst, Columbia and Berkeley, I believe. So, it is a complete cross section.

A typical day begins at 5:30, depending upon the discretion of the center director. There are 60 to 80 kids in each center. When I say 5:30, I don't mean 5:31. Everybody gets up and runs two miles, and then they do physical training because if you are going to work safely, you must have a sound body. If you are going to fight fires, floods or landslides, you cannot be in poor physical condition. Everybody takes physical training, even the disabled.

You come back to the center, eat, make your lunch for the day, and you must be ready to work with your tools at 7:30. If the project that you are working on is more than an hour and a half away, then you go on what is called a "spike," where the kids work for ten days straight, and then they get four days off. They generally would prefer to do that. As a practical matter, it saves gas time, and it saves travel and work time to do that.

You come back at 5 o'clock on a regular project, eat, and then at 7 o'clock, you must be prepared for evening classes, which are conducted on your

time. You are not paid for them. It is one of the principles of the California Conservation Corps, and it is what we like to call "search for excellence" -- that no matter what you do, whether you are setting a table, working in the garden, planting a tree, or fighting a fire or sandbagging a levee, you will do it to the best of your ability, or you will leave.

As a result, we require you to learn to read and write to the 6th-grade level, which is reading a newspaper, filling out an application for employment, and once you attain that level, then the standards are upped once again, and you must obtain a high school equivalency. If you get that, then you must go on to community colleges.

Since 18 of the 27 centers are located in rural areas, how do you obtain that type of educational ability? Well, you either get it from the staff or from the Corps members themselves who may be able to teach people, or you cut a deal with a local community college. You have to understand, the main mentality of the CCC is like a supply sergeant and you have got to cut a deal with a local community college adult education program, and you agree to do some landscaping if they provide the materials, or build something for them, in return for having them bring over a teacher who performs the educational function at night. But, you must always improve yourself in the CCC.

Another ethic that is prominent throughout the California Conservation Corps is the conservation ethic. If the rest of society wants to throw away and steal from the future, that is their business. But, in California everything is saved. In some centers, they grow up to 80% of their food. There are no pets in the CCC; pets get eaten. So, they trade things, they grow their own food, and they continually recycle it through the organic gardens; they have tin cans. Everything is put to some use. We won't know the value of that until twenty years from now when these people are my age. But, these are the overriding things.

What kind of projects can they work on? They cannot work on private property unless it is leased from the Federal government, such as timberlands. Anything that has a lasting environmental value provides some modicum of skills and it is generally short in duration. Long-term projects become drudge work; these people are paid the minimum wage, and it generally affects their morale.

Typical projects: Every year they will working clearing the streams in the northwestern part of California in order to reestablish the habitat of the steelhead and the salmon, a \$25 million industry in California-- the commercial fishing industry. Poor timber harvesting practices have caused these things to look like junkyards-- these streams. It is a shame. They work on historically significant projects: buildings, old landscape plots. They plant 3 million trees per year, they grow 6 million trees under the Department of Forestry auspices, and they are responsible for the production of 500,000 indigenous plants, which are used on the highways in California. They are drought-resistant and smog-resistant plants, and this is done in the nurseries in the state hospitals.

They currently have probably an eleven-month backlog of projects in every center. As you understand, we had a thing called Proposition 13 in California, which effectively wiped out or severely reduced the revenue base of some 5800 special taxing districts. So, these people are dying for the California Conservation Corps' help, exclusive of the fact that these kids work harder and faster than anybody else. That gives the Corps the ability to pick and

choose as to the variety of skills. The general requirements are that it cannot be on private land; the sponsor must supply any special tools, such as bulldozers and things like that; and any special skills, such as bricklaying. So, if you are building a park, we need someone to teach us how to build the restrooms, how to do the landscaping, and we will provide the bodies. We like to hustle some gas if we can, too. Basically, that is all it is-- the materials.

This program has had a rocky start, although it is now being emulated or questioned by 39 other states and 15 other countries. It is now in its seventh year, but it had some very rough times. We would hope that New Jersey and other states wouldn't have to go through those and that they can learn from the California experience, because we think we have made all the mistakes that are possible to be made. We have been audited, investigated, and we have been through the mill, politically, legislatively and media-wise.

However, in 1980, in an election year, on the heels of Proposition 13 and in the face of Jarvis 2, which was an initiative that some people thought would pass, this program was reauthorized by the Legislature for another five years with, again, a sunset clause in it. Ninety-six out of the one hundred twenty California legislators signed on as coauthors. The final vote after twenty-seven days was 117 to 3, after 7 public votes. That, in California, is somewhat of a miracle. Considering the fact that the pressures are anti-government, the legislators didn't have to vote "no;" all they had to do was take a walk, and they did not. The most fiscal conservatives, Republicans and Democrats, Assemblymen and Senators, stood up and championed the cause of the California Conservation Corps. Maybe one of the reasons they did was that two independent studies have pointed out that this program returns \$1.20, and another one pointed out that it returns \$1.65 in benefits to the state. How worthwhile these studies are, I simply don't know. How do you measure the value of trees planted until they are harvested? How do you know whether the streams are actually cleared so that you can catch the fish? What is the value of a 75-year old person's home who would have lost it, had it not been sandbagged by the members of the California Conservation Corps? That is always a problem.

However, I believe that you can sandbag legislators, you can fool the public, but you cannot hoodwink the press. Since 1976, almost 9,000 articles have been written about this program, and as you know, the press is quite cynical. That has been my experience. In every major newspaper in this country, including the London Economist, Business Week, Wall Street Journal, and every other major newspaper, just recently the Smithsonian Magazine had an article on the California Conservation Corps-- the April edition-- There have been four documentaries. When this bill was going through, there were 43 editorials from extremely conservative newspapers to extremely liberal newspapers supporting this program. So, if there was any dirt to be found, any problems, I think the press would have found them.

The controversial nature of this program is the high attrition rate. Only 23% will last a year. I prefer to believe that only 23% are good enough. It is a taxpayer-supported program, and there are five rules: no dope, no booze, no violence, no destruction of state property, and no refusal to work. We didn't have these rules because of any moral reason. As you know, I am from New York, I'm

Irish, and I drink. I am culturally disadvantaged, but you simply can't have that kind of activity going on in a residential atmosphere, a 24-hour program, because if any accident happens, the liability will accrue to the state because of either ~~commissive~~ or omissive acts on our part. So, it is strictly a legal premise, and these rules are very strictly enforced, unlike any other institution in this society-- the schools, the churches, the parents.

There is a second-chance program. If you want to get back in, you write a letter to the director, and if there have been no racial or sexist epithets, no violence or hard drugs, and your center director says that you are worthy of a second chance, you can get back in. However, you must write the letter, and you must tell the truth. You must wait sixty days, and then you must pay your way back to Sacramento; the state paid your way the first time.

You also must go back to this training center, which is our version of Paris Island, and you must do that for free, which I suppose is the last case of indentured servitude in this country. The reason for it is that it is a matter of discrimination to allow a second-chancer back in; it is discriminating against one of the 2,700 plus who are waiting to get into the program. As a practical point for managing 350 young adults from all over California with its multi-faceted society and all economic levels, in a tense situation like that where everybody is crowded together under very strict rules, it is of great benefit to have a second-chancer stand up and say, "I am doing this for free because I want to be a graduate of the CCC." The success rate for second-chancers is 47%, and we have some fantastic success stories.

What we are trying to do is to make it a status symbol that you are in the California Conservation Corps. Why do we think you should have a New Jersey Conservation Corps, or as I just testified yesterday in Florida for a Florida Conservation Corps-- The kids want to work; the work is there. Fish in the streams, trees, and clean air don't have much of a vote. Your population problems will not go away, and the work is there to be done. There is no question about it. When you are 18 to 23 years old, you can work for 20 hours, sometimes 22 hours a day, without batting an eyelash. If there is a status attached to it that you are saving the State of New Jersey, I think it teaches people how to get along with each other. You can teach them in the classroom that we are all part of the great melting pot called America. I don't think it works. I think racial polarization, and I am not a sociologist, is in this country at an all-time high. However, when you are fighting a fire, and you realize that in order to save your life, you must run into the fire, you don't look to your left or to your right to see what color that person is.

We also have a little demonstration technique in the California Conservation Corps. You donate blood on your own time, and that is to demonstrate to them that there is only one color of blood, and the common denominator; it is red blood. We won't know the value of that until the year 2000 when we have some 25,000 graduates.

More importantly, the CCC provides the state with an environmental reaction force. In the spring of 1980, when all of us were watching the Russian hockey game and the Super Bowl, these kids were filling and laying millions of sandbags throughout the length and breadth of California.

In the town of San Bernadino, which was almost wiped out by a wall of mud, 280 of these Corps members worked 21 straight days, 20 hours a day, and they slept on the floor of a gymnasium. They have saved the levees in the northern part of California when the Marin County and Santa Cruz floods that you may have seen on national television last year took place. The CCC were the first people there.

During the most recent storms, there were over a thousand of them out there. So, they are there. They will work as long and as hard as you tell them to, and they are constantly surprising the local taxpayers and citizens.

More importantly, I think you ought to have a Conservation Corps because it is a mere accident of birth, or a fortuitous incident that somebody brought you to this country. As we move across this country, I think what we displayed was the American ethic, as we closed the western frontier, and that was that you were always moving ahead, and you always owed a debt to the previous generation, which you are unable to pay, except in service to an unborn generation. I like to call that "paying your dues."

In the California Conservation Corps, these young people pay their dues to the tune of 3 million to 5 million hours of public service conservation work.

I would be glad to answer any questions that you may have at this time.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much, and again, I just want to tell you how much we appreciate your appearance here. I think you have made a wonderful contribution to the whole concept, and as a matter of fact, I am sure you have added to the enthusiasm that those of us who believed in this originally are now even more enthusiastic about it as a result of hearing you.

I just wanted to ask you, do we have a copy of your testimony? Was it all off-the-cuff?

MR. COLLINS: No, but you have an analysis of your bill. It was sent by the present Deputy Director.

ASSEMBLYMAN OTLOWSKI: Do we have a number of those copies?

MR. PRICE: Yes.

ASSEMBLYMAN OTLOWSKI: I want to see that they get wide distribution. Your testimony was strictly off-the-cuff, wasn't it?

MR. COLLINS: Yes, sir.

ASSEMBLYMAN OTLOWSKI: Do you have any kind of a condensed statement?

MR. COLLINS: It is a standard speech that appears in several of the back annual reports.

ASSEMBLYMAN OTLOWSKI: I would want it to get out to the press so that we could get wide circulation, because I think it is very, very important for the people of this State to have a feeling for what was said here this morning by Mr. Collins.

If Pete Guzzo would get together with Mr. Collins, maybe we can work something out in order to get the benefit of the press on Mr. Collins' testimony.

One of the things that interested me, and I am sure that it interested Assemblyman Pelly, was when you said that the recruitment was across the board regardless of social or economic status.

MR. COLLINS: That is correct, sir.

ASSEMBLYMAN OTLOWSKI: (continuing)-- just the age. You found that to be a healthy approach.

MR. COLLINS: Yes, sir, because one of the problems of the programs of the New Frontier and the Great Society in the 1960's and 1970's was that they were aimed at what was called the "economically and culturally disadvantaged," which is a nice code word for young, black and brown kids. The programs were generally run by whites.

The underlying message, we felt, in running a program like that, was "don't ever have any higher aspirations, because we will always have a government program for you." That is strictly our opinion, and we feel that rich kids should live with poor kids, and vice versa. That is exactly why we believe that we should put the disabled in there. We sell it on the fact that they last longer. We feel that these kids are going to be parents in the next decade or so, and just as the energy crisis after the year 2000 is going to force us to return to our cities-- as a practical matter, not as an altruistic or a moral matter, we will not be able to enjoy the white flight that we presently see in California.

So, we felt that it was a healthy mix, and the parents of both types of young adults have written me and have called me on talk shows and said the same thing, that it was a very healthy experience. Putting that aside, we still work them to the bone. We have found that that is what makes a successful program.

ASSEMBLYMAN OTLOWSKI: It is your recommendation that you disregard income, social and economic status, and you get this kind of total mix.

MR. COLLINS: But, caveat politically you will run into trouble because people will say, "Well, this program is supposed to help the underprivileged." You don't help the underprivileged by giving them a job; this will never suffice because you will never be able to afford to make it large enough to make a dent in your unemployment. In the long term, you will develop a work ethic, which is what we have found corporate California is looking for-- not job skills. It doesn't do any good to teach somebody to weld if they are going to be late to work.

The California Conservation Corps' graduates and members who have had at least six months there, corporate California has come forth to testify at legislative hearings, and in their newsletters, to say that what they liked about them was that they understood that they had to work Mondays and Fridays, that they understood that drugs and alcohol have no place on the work site-- a very serious problem in Silicon Valley where we make all the chips-- nice, white collar, tie-- they are dealing heroin and cocaine right there in Silicon Valley.

Safety is understood. California businesses currently pay \$750 million minimum per year in workers' compensation claims. Somebody just wants a chance, because when Union Carbide hired several of my kids a couple of years ago at over \$10.00 an hour, they didn't make them run two miles at 5:30 in the morning, and they were very pleasantly surprised.

So, we don't talk about the jobs that these kids have gotten. We let corporate California talk about the success, and if you've got one success story, then word of mouth travels. It is like Marva Collins' program in Chicago.

ASSEMBLYMAN OTLOWSKI: What about the educational programs that you had, for instance, with the high school equivalency certificate and beyond, taking advantage, and with the kind of arrangements that you made where it was almost an inbred thing? It was almost a self-supporting thing. What was your experience

with that?

MR. COLLINS: When we started that type of program, we had a secret aim. Not only did we want to work them hard, but we wanted to keep them busy. All right. And, the subliminal message was that "You will always improve yourself." It is very tough for a 17-year old who has a high school diploma to admit to his friends that he can't read or write. "Could you please read that letter from my mother?" It is a status symbol.

We can teach a kid how to cook for 60 monsters, which is a great human experiment in itself, and a restaurant would want that type of person. It would not want that type of person if the only way they can tell what are in the cans is by the color of the label. We can teach you to be an excellent mechanic, and to be very resourceful, but should someone hire you to work on their \$240 thousand truck if you can't read the repair manual? So, the work ethic only goes so far.

The way we did it was, we handed down an edict and said, "You will do this." I don't know the legal ramifications; I never worried about that. But, we have never had one kid complain. If you give each center director that autonomy and the attendant responsibility, they become resourceful and go out and hustle a teacher. The teachers love it because they have never seen such disciplined kids.

There is a further addendum that was brought about by this program when the current Deputy Director was not satisfied with the level of achievement. It is an ongoing thing; you have to drive the staff and you have to drive the kids. That was, "everyone would learn one and teach one." If a Corps member knew how to read, he had to teach another Corps member how to read. That was not satisfactory to the Deputy Director, so he put out an edict that everyone would write every day.

There was a nice story in the Washington Post about the Marin County and the Santa Cruz County floods. Here were these kids in all that nonsense in the debris, and when they were taking their breaks, they had to write in their journal. Every kid must write so many words per day. If you want a day off, you have to write so many paragraphs-- if you want a tool-- it forces them to use things. You can't spell if you can't write. You can't write if you can't read. Those, I think, are the harsh facts of life.

The main thing is, as you start your program, start small, start quality, and don't be afraid to fail in certain areas. Just keep pushing, and never lower your principles.

ASSEMBLYMAN OTLOWSKI: Of course, we have become very compartmented in everything we do in this country-- in education, in health, and in work. Everything is in a little groove, and you dare not get out of that groove. As a result of being grooved the way we are, and as a result of being put in these strait jackets how do you overcome that? Don't you have a very difficult problem overcoming that and getting out of the strait jacket, and the groove, and getting out of the normal programing that has been going on by institutions for all of these many years? You must have met tremendous resistance.

MR. COLLINS: Yes, I did, but we overcame it in California. I think that has been indicated by the attitude of the media, both electronic and print, and the attitude of the legislators. They are very cynical. At one time, they wanted to close down this program a year before it was supposed to be closed down.

We have turned them around, and we have just turned them around with



a great deal of candor in trying to seek a responsive chord that I think exists in every public official. And, that is, that you have got to pay your dues, that you owe your society. I think that is the way that you sell it, and not be afraid to admit that maybe you had a couple of failures, that you fell down. I would not let that discourage you because this is the most popular program in California. Currently it is having to take some budget cuts, but it has already been endorsed by the new Republican Governor in a ceremony commemorating the fiftieth anniversary of the old CCC. It is an idea whose time has come again, as (inaudible) said on David Brinkley in 1981.

These kids want to work, and during that passage between adolescence and maturity, they should be away from home. They should understand a sense of accomplishment, that they did this, they planted this, they grew this, they saved a person's house, and more importantly, they get on television and in the newspapers. That means far more to them, although they will never admit it, than the paycheck. If they are in just for the paycheck, it will never work.

ASSEMBLYMAN OTLOWSKI: Thank you. Assemblyman Pelly?

ASSEMBLYMAN PELLY: Yes, thank you, Mr. Collins, for appearing here. I am certainly grateful, as we all are, for the testimony you have presented this morning.

I wanted to ask just three or four questions. What is your annual budget currently for the CCC?

MR. COLLINS: I've been away from it for two years. I believe it is in the neighborhood of about \$36 million. I had it as high as \$38 million, but at that time, I was receiving \$6 million a year from the Young Adult Conservation Corps, which was abolished by Mr. Stockman. What you are really asking is, what is the cost per Corps member?

ASSEMBLYMAN PELLY: Yes.

MR. COLLINS: All right. I believe it is somewhere in the neighborhood of \$18,600 per year. Let me give you a bureaucratic justification, which is always done by comparison.

In California, if you want to put someone in one of our undergraduate institutions of anti-societal behavior, the California Youth Authority will tell you that it costs \$22,000 per year. If you capitalize out capitalization in the buildings, in reality it is \$47,000 per year. If you would like to send them to graduate school where they can become more proficient at San Quentin, (inaudible), it is a minimum of \$20,000 per year. You get absolutely no work out of these people.

I'm not saying that these kids would end up there, but a lot of them might. There are no two ways about it. The dollar value of what you get-- For example, in the Med Fly crisis, you couldn't use anybody but these kids. Private citizens were not going to pick the fruit off of their own trees, and every yard in the bay area had three or four different fruit trees. You couldn't use convicts because of the liability aspect. So, we used 953 kids, and we went back twice. They went into 500,000 backyards without an incident, living under really extremely miserable conditions.

ASSEMBLYMAN PELLY: You've touched on my next question, that being the issue of liability. How do you address the issue of liability?

MR. COLLINS: The liability in terms of medical for the Corps members themselves?

ASSEMBLYMAN PELLY: Yes.

MR. COLLINS: The Corps members themselves--

ASSEMBLYMAN PELLY: Is it under a state program?

MR. COLLINS: Yes.

ASSEMBLYMAN PELLY: So, the state--

MR. COLLINS: But these are contract workers. That is why I am able to impose such severe discipline conditions. All right? As far as the medical program, they have to pay into it; they have to pay \$25.00 for their first visit. That cuts down an awful lot on sick call.

We have other little methods. One center director explained to me how she handled sick call, because the Corps members would get smart and they would realize, "Well, if I go on sick call, there is a good chance that my crew will leave without me, and I'll miss the whole day. Then I'll be back in the center on center maintenance." This center director had a dispensary. It was a very austere four-bed thing where when somebody showed up, supposedly sick, with their radio, she said, "No, you're sick; you don't need your radio."

Or if they are all set to go to the mess hall for their meals, she would say, "No, no, we'll bring your meals to you." That cut down a great deal on sick calls.

When you are working with power tools, and you are working in dangerous situations, you have to worry about that. We have never lost a Corps member to fire. We have had several injuries though, but when you figure the rate of attrition and the numbers of kids who have gone through, the tremendous turnover-- We go through 3,000 per year-- It is a better record than state employees in similar jobs.

ASSEMBLYMAN PELLY: Yes. Are they under the state workmans' compensation program?

MR. COLLINS: I believe so. They are under some workmans' comp. What happens is, if a kid gets hurt, we, in effect, fire him if he is not going to be able to work for three days. Then the minute the doctor says he is okay to come back, he can come back in.

ASSEMBLYMAN PELLY: I wanted to ask what labor's attitude has been toward the CCC in California.

MR. COLLINS: The four major trade union lobbyists, three of whom had been in the original CCC, were my most vocal advocates and secured many votes for me. What you have to do-- Take, for instance, San Francisco, which is generally a labor town, and not unlike a situation you may have in several of your cities in the Northeast. I think the labor people realize that there is only so much money to go around, and that the CCC will not displace them in any way. In effect, if you go to a huge project with a new grant, what they do is, they get the labor people to supply a couple of journeymen and apprentices to supervise the technical aspects.

But, you should always negotiate those things. We have never had any problem with that, because we just simply have too many projects to do. If that causes any problem, then you just don't do it. There is just too much work to be done.

ASSEMBLYMAN PELLY: Thank you for your testimony.

ASSEMBLYMAN OTLOWSKI: Mr. Collins, again, thank you very, very much. Are you going to remain for the rest of the day?

MR. COLLINS: I will do whatever you want me to do. I have to visit an uncle in Westfield. I was going to meet with the press.

ASSEMBLYMAN OTLOWSKI: I want to get the benefit of your testimony as much as we possibly can, and I would hope that Peter Guzzo would arrange for a press conference with at least--

MR. COLLINS: Well, I was going to have a cup of coffee with about six reporters.

ASSEMBLYMAN OTLOWSKI: Oh, you did?

MR. COLLINS: No, I'm going to.

ASSEMBLYMAN OTLOWSKI: That is great, because I feel that we want to get the benefit of your testimony. It has certainly rounded out this whole concept.

As a matter of fact, based upon the experience that you have had, I think the Committee has gotten a lot of helpful tips from your presentation. I would want the people generally to get the benefit of that, Peter.

What time is your press conference?

MR. COLLINS: No, I'm just going to the cafeteria to have a cup of coffee.

ASSEMBLYMAN OTLOWSKI: Is it just an informal thing?

MR. COLLINS: Yes.

ASSEMBLYMAN OTLOWSKI: Okay, but I was hoping that Peter, in that informal press conference, would make sure that it became a little more formal, and that some of the wire services would be at that big coffee thing that you are going to have in the cafeteria. Can we get some of that done Peter?

MR. GUZZO: I will go with him, and I'll take care of that.

ASSEMBLYMAN OTLOWSKI: Will you, please? Thank you again.

MR. COLLINS: Mr. Chairman, I have one final note. Even though I am not a part of the administration, I can assure you that the present administration of the California Conservation Corps will do anything to help you and any other state as this bill moves through.

ASSEMBLYMAN OTLOWSKI: As a matter of fact, you probably heard in my opening statement with the Commissioner, who, incidentally, is a Republican--

MR. COLLINS: So am I.

ASSEMBLYMAN OTLOWSKI: You are?

MR. COLLINS: Yes. I was the Republican Chief of Staff to the Governor of--

ASSEMBLYMAN OTLOWSKI: You know, from your testimony, I wouldn't have believed it.

MR. COLLINS: An Irish Republican.

ASSEMBLYMAN OTLOWSKI: That is even more difficult to understand. But, in any event, what I wanted to point out to the Commissioner, and I think I've succeeded-- As a matter of fact, I am going to be talking to some of my-- and I know that Assemblyman Pelly will be doing the same thing-- We are going to be talking to some of our Democratic counterparts to point out to them that while we may have

a Democratic majority, however slim, in the Assembly and in the Senate, the fact of the matter is that how successful a program like this is depends upon the Administration and the Chief Executive. It depends on how it is implemented and monitored, so really it has to be a bipartisan program, and it has to have bipartisan enthusiasm if it is going to be successful.

MR. COLLINS: And, I think the program must understand right from the beginning that they must be completely open and responsive to the inquiries and the concerns of the Legislature, or as a political matter, it will never survive.

ASSEMBLYMAN OTLOWSKI: And I think that the other thing you said was important too, that if you make mistakes, you admit them, and you put them behind you. I think that is important, because in a program such as this, it is so easy to make mistakes.

MR. COLLINS: Sure.

ASSEMBLYMAN OTLOWSKI: In any event, as Assemblyman Pelly said, and I am going to be talking to him before this is over, so that we get some of these messages over to our counterparts--

Senator, I'm delighted that you are in the gallery during this hearing because Mr. Collins is from California, and he, of course, gave us some real intimate insight into the California program for Civilian Conservation programs that have been working in that state. As a matter of fact, I was real happy that you were in the gallery for part of that.

(Assemblyman Otlowski refers to Senator Saxton)

When the bill comes before the Senate Committee, I'm sure that a number of us will appear before the Senate Committee to add our experience as a result of this testimony. Hopefully Mr. Collins can appear before the Senate Committee when they hold that hearing.

Will you tell us who you have here with us today, Senator?

SENATOR SAXTON: Thank you, Mr. Chairman. It is really a pleasure to be here, particularly in hearing discussion of this issue. This is a class from Bordentown Regional High School.

ASSEMBLYMAN OTLOWSKI: Thank you. It is nice to have you. Thank you very much.

Mr. Collins, again, thank you. Peter Guzzo is ready for you. Thank you so much for coming. You have been of great help.

MR. COLLINS: We wish you all the best. I hope you don't have to go through all the heartaches that we went through.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

I was given a note that Senator Bradley has-- Is Ray Bramucci here? Ray, let me ask you this: Are you going to testify? What we did on behalf of the Senator was, we read into the record the fact that he favors this program, that he is supportive of the program, and as a matter of fact, he is ready to do anything to be helpful. Do you want to add anything to that?

Will you come over here, just so that we get it into the record for Senator Bradley? Just for the purpose of identification, will you tell us your name and who you are representing?

R A Y B R A M U C C I: I am Ray Bramucci, and I am Director of New Jersey Operations for Senator Bill Bradley. As I told your staff, Mr. Assemblyman, the Senator has had a continuing interest in the whole idea of national service and

motivating youth and engaging youth in useful work in society. Whether it is the Conservation Corps, the idea that you are presently holding hearings on, or another program, this is useful and decent activity, we are much interested in it as we form our own policy and try to be helpful to the forces of reason in our State. We are here to hear what has been happening; and we are interested in hearing Mr. Collins' testimony, having seen him on television a few times with that program. We would like to look at the complete record and consult with you after this is over.

ASSEMBLYMAN OTLOWSKI: Ray, did you get the benefit of Mr. Collins' testimony?

MR. BRAMUCCI: Yes.

ASSEMBLYMAN OTLOWSKI: All right, we'll be happy to talk to you after this hearing. Thank you.

MR. BRAMUCCI: Thank you.

ASSEMBLYMAN OTLOWSKI: We're ready now for the president of the New Jersey Association of Counties, David Crabiel, the freeholder from Middlesex County-- our freeholder, our county.

David, it is nice to have you at this hearing.

D A V I D C R A B I E L: Thank you very much, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Dave, the only thing I regret is that you missed some of the testimony of Mr. Collins. What we are going to do is, we are going to make sure that Pete Guzzo, one of our aides, especially fills you in within the next several days. Pete took Mr. Collins out because we asked him to do us a special little favor for us out there. In any event, that testimony was very important, and it would be important to you as the president of the county association. We'll make sure that is made available to you.

MR. CRABIEL: Thank you very much, Mr. Chairman and Assemblyman Pelly, both of whom are former freeholders from the great County of Middlesex.

My name is David Crabiel, and I am a member of the Board of Chosen Freeholders of Middlesex County. I am also president of the New Jersey Association of Counties, and I chaired a Crusade for Jobs Task Force of Middlesex County, which has, incidentally, endorsed this bill, Mr. Chairman. I come here today as a strong supporter for the proposed New Jersey Conservation Corps Act. My support is not based simply on my agreement with the goals of the act, such as the protection of the natural environment, improvement of public access to the outdoors, and personal growth, development and job training for our youth; but rather, my support also is based on Middlesex County's firsthand experience with a very similar program, the former United States Young Adult Conservation Corps.

The Y.A.C.C. employed youths ages 16 to 23 in various conservation-related projects. Middlesex County received a sub-grant to hire 15 to 20 young adults through the New Jersey Department of Environmental Protection and employed these men and women in 1979 and 1980. Because many of the enrollees found private-sector employment, we actually employed many more than the 15 to 20 positions funded by that particular grant.

The county chose to assist municipal governments, as well as some of its own departments, with conservation activities carried out by these youths. To do this, we contacted all 25 of the county's municipalities and asked if they could

use the services of these men and women at minimum costs to themselves; municipal costs were only for materials that would be required for the project.

The county received requests from 16 municipalities for assistance in over 50 projects, plus another 10 projects were identified in our own Parks Department. Unfortunately, the Y.A.C.C. program ended in 1981; however, the youths did complete 15 projects. Some of the projects included: the restoration of Cranbury Schoolhouse in the southern portion of the county; the establishment of a shade tree nursery for Piscataway Township, which is the fourth largest municipality in Middlesex County; the construction of an historic herb garden in a county park; the building of a fitness trail for North Brunswick where Assemblyman Pelly resides; the planting of shade trees for Perth Amboy, Mr. Chairman; the landscaping and cleaning up of the county's Metro Park Rail Station. It was around the time that part of the CETA program was being cut back and we were able to use those youths. Middlesex County has a unique arrangement with the New Jersey Transit Corporation, which operates the 1,500 car Metro Park parking facility. Without those young people, we would have had a problem. Another project which was completed was the complete cleaning and renovation of several municipal parks.

The long-term benefits to the young men and women involved in our program were even more important. Many learned how to work with others for the first time. A significant number of the tasks performed required the Conservation Corps members to become familiar with certain tools and learn certain skills, such as woodworking, painting, electrical work, landscaping, masonry activities, etc. These skills, together with their new-found ability to work with others in an 8 to 5 daily employment program, enabled many of the youths to leave the program and be employed by the private sector.

In fact, on one occasion, a construction contractor happened to be working adjacent to a renovation project we were doing, and he was so impressed with our youths' work that he came over and talked to the youths and hired them on the spot. Our project coordinator, because of his proven leadership ability in this program, was later accepted into the U. S. Navy, and he is now attending college before going on to Officers Candidate School for his commission as a naval officer.

I would just like to make one concluding comment, if I may. We still have got 44,000 people out of work in our county of Middlesex. That is out of an eligible workforce of 331,000 people of a population of 600,000. We have an estimated 8,000 people who have to be retrained because of the technology of this day and age in which we live. We have manufacturing which is becoming less and less each year because it is going into high technology. There are so many of our people who are not trained in the high technology field.

So, in Central Jersey we have a tremendous problem, and we feel that at a very modest expense, and I have discussed this with Freeholder Director Capestro of our Board of Chosen Freeholders, and he is in full support of the bill, we think with the modest investment that you are talking about with this bill, that it would be of great benefit to the young people of New Jersey.

I want to thank you for the opportunity to present my feelings toward this program, and to share with you the real, lifelong benefits to people this program will provide. I want to commend you, Mr. Chairman, for your introduction of the bill.

ASSEMBLYMAN OTLOWSKI: Thank you very much. Freeholder, did you give us

some extra copies of your testimony?

MR. CRABIEL: Yes.

ASSEMBLYMAN OTLOWSKI: Freeholder, one of the things that we wanted to ask you was, would you be kind enough to make this-- I know that you believe in this program; I know that you are enthusiastic about this program. Would you be kind enough to make this one of your major efforts, as president of the county association, so that the county association believes in this, supports this, and becomes a part of the whole-- not only the legislative process in getting this adopted, but later even in helping to implement the program? Would you do that?

MR. CRABIEL: Yes.

ASSEMBLYMAN OTLOWSKI: Thank you very much. Assemblyman Pelly?

ASSEMBLYMAN PELLY: No, thank you for appearing today.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

MR. CRABIEL: Thanks a lot.

ASSEMBLYMAN OTLOWSKI: Go back and watch the county, all right?

May we have Diane Quinton from the New Jersey Conservation Foundation?

Diane, just for the record, will you give us your name and the organization that you represent?

D I A N E Q U I N T O N: Yes. Thank you, Mr. Chairman. My name is Diane Quinton, and I am speaking today on behalf of the New Jersey Conservation Foundation. The Conservation Foundation is a non-profit group of New Jerseyans actively working to protect our State's air, water, and land resources for the last 23 years.

The Foundation is very pleased to be able to come before the Committee today and offer our wholehearted support for A-1262, the New Jersey Conservation Corps Act. This is a well-crafted piece of legislation which produces winners without losers.

The Division of Parks and Forestry and our entire State park system will benefit immeasurably through the sudden infusion of manpower able to accomplish construction, protective and restoration projects, far beyond the capabilities of the current number of personnel assigned to such tasks. Those needful of employment will receive a fair wage for doing important work, while at the same time, acquiring job skills and an understanding and appreciation of the State's great natural heritage. Finally, the State's economy and environment will be improved in ways that are positive for all residents of New Jersey.

Clearly, this is a State with many environmental problems crying out for attention. The New Jersey Conservation Foundation sees this bill as a sensible way to further the goal of conservation in a manner that takes into account the State's fiscal difficulties, and therefore, wisely uses the taxpayers' dollars in a most effective and productive way.

The Foundation thanks you and the Committee for the opportunity to appear before you today, and we want you to know that we will support this legislation as it winds its way through the legislative process.

ASSEMBLYMAN OTLOWSKI: Thank you very much. We are going to look forward to that kind of support, because this is only the beginning. I'm delighted, of course, that you are on the side of the angels on this. Diane, let me see if

Assemblyman Pelly wants to say anything.

ASSEMBLYMAN PELLY: No, thank you very much, Diane.

MS. QUINTON: Thank you.

ASSEMBLYMAN OTLOWSKI: Diane, thanks very much.

May we have John Meszaros, please? John, for the record, will you tell us who you are and who you represent?

J O H N M E S Z A R O S: Yes, I'm John Meszaros, and I am a former CCCer, and I am representing the Northeast region of the National Association of Civilian Conservation Corps. It has its charter, and it has had two conventions; one was in Sacramento in 1979, and the other was in Kansas City in 1981. This year we are going to have one which represents over 12,000 former CCCers.

I am also the president of Chapter 24 of Central New Jersey, which represents 125 plus members who we located during the last two years in Central Jersey. Also, I am a retired iron worker out of Perth Amboy after thirty years.

I am a little nervous; it is my first time before a microphone.

ASSEMBLYMAN OTLOWSKI: John, let me just put you at ease for a moment, because you're right at home here. Let me ask you this: Are you still active in the iron workers' union?

MR. MESZAROS: I am a member, but I am retired.

ASSEMBLYMAN OTLOWSKI: You're still a member?

MR. MESZAROS: I am still a member.

ASSEMBLYMAN OTLOWSKI: As a matter of fact, you run a big business on Route 35.

MR. MESZAROS: Well, it is a family operation; I am phasing this out as of this June. My son is a Navy pilot at Mindanao, and my other son is a Marine veteran out of Korea. My wife and I are phasing the business out and letting our sons take it over.

ASSEMBLYMAN OTLOWSKI: In your youth-- that is way, way back-- In your youth, you were in the CCC camps. Where were you stationed when you were in the CCC camps?

MR. MESZAROS: Well, it is a long and a short story. I come from a poor family of seven. My mother and father couldn't speak English, and I was a dropout from Metuchen High School at age sixteen. The depression days, as everybody knows, were in the 1930's, and this was 1933. There was no work to be found, and my father couldn't get relief because he was earning a few dollars by working in a foundry at night. Since my brother was injured in an explosion that was caused by ammunition which was left from World War I at the Raritan Arsenal, I was the oldest boy to go.

At that time, they solicited us through the Army-- Let me get this record straight. George, if you don't mind, I would like to clear this up first.

ASSEMBLYMAN OTLOWSKI: Do you have a statement to read?

MR. MESZAROS: Yes, I've got something here to present.

ASSEMBLYMAN OTLOWSKI: Good, I just wanted to make you feel--

MR. MESZAROS: Yes, and then I'll be able to get down and fill you in.

ASSEMBLYMAN OTLOWSKI: I just wanted to make you feel at home before you got into the statement. As a matter of fact, we're delighted to have your statement.



MR. MESZAROS: This is a very important year for 3.5 million CCCers. It is our fiftieth anniversary, and on record, they issued a stamp. I think you will all be putting the stamp on your envelopes. If you haven't, you'll notice that there was a stamp issued in regard to our fiftieth anniversary. The first day of issuance was at Big Meadows, Skyline Drive, Loray, Virginia.

ASSEMBLYMAN OTLOWSKI: Do you want to read your statement, for the record, John?

MR. MESZAROS: On behalf of the National Association of the Civilian Conservation Corps, at this time, since the Assembly and Speaker Alan Karcher were so nice to put this proclamation into force and to designate the year 1983 as the year of the CCC, I would like to present the Assembly with the first issue of the stamp of the CCC's fiftieth anniversary.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

MR. MESZAROS: I was very fortunate to have my son as a Navy pilot over in Mindanao on the aircraft carrier. The Ranger, he flew 60 plus missions, 32 citations and special missions out of Cambodia. He flew me down to this special event, and it was very nice. The stamps were issued, and I hope they will be put in a file somewhere so they can be shown in another fifty years.

ASSEMBLYMAN OTLOWSKI: As a matter of fact, I am going to make sure that they are presented to the Clerk of the Assembly, so that the speaker makes it a part of the record-- that you made this presentation on this date to the Committee.

MR. MESZAROS: As long as we're on this subject, we had this distinguished fellow here from California who spoke. I had the pleasure of being involved with this program since 1975. I have been interested in this youth program and I have been following it fairly closely. I was glad to hear this fellow from California.

I was fortunate to be able to go to Palm Springs this year. Back in 1981, I wrote to different states and different areas in regard to their Conservation Corps work. I'll leave this with you, because again, it will be handy. These are the workings of the California Corps which they have put together in the camps.

This is the letter I received from the Department of Interior dated March 18, 1981:

"We are thanking you for your letter in regard to the Youth Conservation Corps and the Adult Conservation Corps of California. We appreciate your interest in our program.

"As you are aware of funding of Y.A.C.C., Y.A.C.C. is uncertain. Y.A.C.C. was budgeted and appropriated for \$60 million this year, but a rescission of these funds have been proposed, and Congress will be acting on it shortly. Y.A.C.C. was funded on a continuing resolution at \$200 million for a year, but \$58 million had been deferred until next year. We anticipate no Y.A.C.C. appropriations next year, and that program will use these deferred funds to close down the program.

"We have enclosed brochures of Y.A.C.C. and also the California Conservation Corps, which is the sub-grantee of Y.A.C.C. State grant (inaudible) location of Y.A.C.C. Y.A.C.C.'s camps in California are also enclosed.

"If we may provide you with any additional information, please let us know."

This is from the Regional Director of the Office of Youth Programs, Richard Curtis. I felt that when I came down here--These are the programs and the sites that they had. They have had different programs; I think they had-- I've

got the number of camps, at least I had it written down on a piece of paper.

ASSEMBLYMAN OTLOWSKI: This is California, John?

MR. MESZAROS: This is California. Just roughly, they had the forest program run by one and they had state grants run the other camps. They had on-site camps with four different classifications. At the Sierra, they had 55 fellows in day camp, they had 60 fellows in here (referring to another classification), they had non-residents, and they also had three and five-day residents. At this point in the brochure, they have it broken down into sections, which is very nice. This is one of the states that I got the information from in totality. The money spent and this and that are broken down. This is something that I wanted to bring to your attention, because I thought the information in here would be interesting to you.

I don't know if the Committee has the Congressional record that we are talking about in which you are looking for funding-- H.R. 99 and S-27. I don't know if you've got those bills in front of you, but for the record again--

ASSEMBLYMAN OTLOWSKI: It is part of the record, and the staff people have it.

MR. MESZAROS: What I am more or less interested in is that it seems we are very happy to know that people are interested in a conservation bill. We had a program in North Jersey in regard to the fiftieth anniversary of the CCC; this was held at Camp Hope. Next month we have a big affair being held in South Jersey at another camp.

It seems to me that here in New Jersey, we've got all the know-how, all the goodies. On June 30, 1937, the CCC's average distribution of camps and services was as follows:

1. State forests had 12 camps.
2. Private forests had 3 camps.
3. Mosquito Control/Soil Conservation had 3 camps.
4. National park had 1 camp.
5. State parks had 8 camps.
6. Military reservation had 2 camps.

This was a total of 36 camps. Between the period of 1933 to 1941, there was roughly 91,000 youths employed in this program.

ASSEMBLYMAN OTLOWSKI: In New Jersey.

MR. MESZAROS: From New Jersey, maybe to other states.

ASSEMBLYMAN OTLOWSKI: Of New Jersey people.

MR. MESZAROS: Of New Jersey people. This figure includes 87,106 junior veteran enrollees. This also had 4577 non-enrolled personnel, camp officers and supervisory workers. This again was done through the State. Each state had an appropriation for these fellows.

What I want to know is, why do we have to compete against labor in teaching our people skills? Being a union man, I think that during the depression days, we ran into the same problem. I was young then, and I found out that when Rutgers was being built, when the Roosevelt Hospital was being built, there was a conflict of apprentices who were coming in from these programs and they said, "No good." Now we've got vocational schools. Aren't we getting away from the conservation work that we feel should be done?

As Dave Crabiel just said, "with our Youth Conservation Corps and our Adult Conservation Corps, we had 15 to 20 people working." I contacted these people when this program first started, and I found out who was running it. There were five people out of Middlesex County. They had a truck, an assistant, and a supervisor. I think the payroll was unreal.

If you look back at the record, when the CETA program came into New Jersey, they set up a heck of a place in New Brunswick. The fellow who was the head of the program ran into trouble with-- I have an article here in regard to it-- But, they moved him out.

I looked further and found out that in a Trade Center in New York, they had a suite. This fellow went from a \$45,000-a-year job at CETA to a \$75,000-a-year job, with a \$50,000-a-year assistant in New York. I don't really want to get into it, but during our CCC days, we had 200 fellows in our camp. We were getting \$30 a month, which was roughly \$1 per day. The only people who were making big money were the officers. We had an Army lieutenant, a captain, and a sergeant. They lived on the premises and were supported by the Army, but the rest was more or less run by our CCC and the federally-funded money that came in.

With this program you are proposing, are we going back to the same thing? Are we going back to the job-training program that we had then? Then you came up with the CETA program; it is the same thing that we are going into. Do we have to come into the municipalities and hire extra cops and extra janitors under this program, or are we going to go into this and take care of our forestry program?

ASSEMBLYMAN OTLOWSKI: John, let me just say this: I can understand the concern that you are expressing-- this bill, or the concept of this bill, or even any changes that may take place in this bill before it gets on the floor. It certainly doesn't contemplate anything like that. As a matter of fact, it will stay as close as possible to the original idea of civilian defense. The bill itself provides that it be supervised, implemented and administered by the Department of Environmental Protection. It would deal primarily with that. Both the AFL and CIO, of course, support this legislation as it is presently written; however, I think that the point which is being made is the fact that while these young people are in this program, they should acquire the benefit of some education. They should acquire the benefit of any skill that may be available, but they are certainly not going to be provided with apprenticeship programs in the deep sense of that word. Or, are they going to be taking the place of skilled workers, or will they take the place of policemen or other public employees?

I don't think you have anything to fear about that; that will never happen.

MR. MESZAROS: Well, see, what happens again--

ASSEMBLYMAN OTLOWSKI: Excuse me, I think that for the program to be successful, as was mentioned here, many of the programs that may be in grey areas would have to be negotiated and would have to have the understanding and the support of labor, so that we wouldn't get into any needless, protracted and prolonged nonsensical conflicts.

MR. MESZAROS: Well, with this job training, I know when we were in the CCC, the books that I've got here show throughout them all what was done and what was trained in these camps. We didn't have to go out and rent office space and storage space. This is on-the-job training, and by the same token, this is the

program.

ASSEMBLYMAN OTLOWSKI: John, as a matter of fact, let me just say this: I know the great pride that you have in the CCC. That very pride prompted you to become one of the organizers in the national and State organization, and you are one of the fellows who I mentioned in my opening remarks who makes it his business periodically to go to the West Coast just to see how the trees are growing and just to see how some of the dams are holding up that you worked on.

This is the kind of a concept that we are talking about here. I don't think you have anything to fear about job replacement or apprentice programs or taking the part of policemen or replacing municipal appointments.

I think what was said here this morning by Mr. Collins, "there is so much to do and so little money to do it with, that this program is going to fit in there very nicely."

MR. MESZAROS: Again, like you said, George, it is the idea of duplication. If we put these youth programs together, it should be the Civilian Conservation Corps or the New Jersey Conservation Corps. If you take a ride down along the rivers, the railroad beds, and the State parks-- We took a ride to one camp and it was a shame to see one of the forests there. We have got great forests in the State of New Jersey, but they have been deteriorating. Stokes State Forest at one time had three camps.

With what we are going with this program, we aren't going to have enough money to subsidize these programs in our municipalities. I think the municipalities should handle their own programs. This money should go to our State parks and our youths. What I can't understand is, we put a bond issue together for \$175 million, yet we are going to spend \$20 thousand or \$30 thousand on a youth in a prison in order to make him a hard-core criminal. Don't you think we were wrong ten or twelve years ago because of the problems we have with our youth today? We didn't have a program such as this then, and we should have had it.

ASSEMBLYMAN OTLOWSKI: Well, as a matter of-- John,--

MR. MESZAROS: Excuse me, I want to get back to this article.

ASSEMBLYMAN OTLOWSKI: Wait. I just want to say this: The problem, of course, that you are talking about is not strictly an American problem; it is world-wide today. You know, where did we go wrong? It is not just limited to this country. You have tremendous social unrest throughout the whole world, and we are not going to address that with just this program. It will be helpful.

MR. MESZAROS: That is what I am saying. I have an article here which states that we need an overhaul of our justice system. The people who wrote this article put 5,000 words together and I don't know how many hours it took them to do it-- 5,000 hours or whatever it was. This is what John Miller says: "There is no relationship between imprisonment and crime. The United States jails more people than any industrial country, except the U.S.S.R. and South Africa. New Jersey spends an average of \$20 thousand to \$30 thousand to imprison each offender, and for the same amount, correction officers could be assigned on a one-to-one basis to supervise each prisoner. If I lived here, I would demand the closing of Jamesburg, and the State training schools for boys and girls at Monroe and Skillman in New Jersey."

ASSEMBLYMAN OTLOWSKI: John--

MR. MESZAROS: What I am saying is, here is a fellow and he is trying

to tell us, "Let's turn around and do something for our youths, and put them in these camps."

ASSEMBLYMAN OTLOWSKI: John, let me just say this so that we keep this in perspective, because I have other people who I have to hear. As a matter of fact, I am on a timetable to conclude this.

Let me just point this out so that the record is straight. You are an officer of the National Association of Civilian Conservation Corps.

MR. MESZAROS: Right, the Northeast Region and--

ASSEMBLYMAN OTLOWSKI: Right. As a matter of fact, you are here in support of this legislation. Is that correct?

MR. MESZAROS: Well, I am in support of a Youth Conservation Corps, but I don't want to see it go astray like the CETA program did. I want to see some work done to our forests. We went in with these programs and we competed with local schools.

ASSEMBLYMAN OTLOWSKI: Wait a minute, John. The bill, as it is written, as it is before this Committee, is precisely what you are talking about. It is intended for the purpose that you are talking about. I don't think we should go astray in other areas; I think it is clear that the bill is restricted in the areas that you want it restricted. What I wanted to get for the record is your position on the bill. Am I to understand that you are in favor of the bill?

MR. MESZAROS: Well, I am in favor of the bill to the extent that I don't think there is going to be a bill if S-27 isn't passed. We're working on hindsight or foresight, but definitely, like I said--

ASSEMBLYMAN OTLOWSKI: John, wait, we just can't go on. There not only has to be a time frame, but a testimonial framework here to this testimony, so that it makes sense when the record is made up.

You are a member of a national association. We're discussing this bill at the moment. Is it your position that you favor the bill?

MR. MESZAROS: At this time, I think I would reserve my decision on it.

ASSEMBLYMAN OTLOWSKI: All right, so you want to reserve your decision on it.

MR. MESZAROS: I would like to see what the others would do.

ASSEMBLYMAN OTLOWSKI: All right, but, in any event--

MR. MESZAROS: In any event, I'll support it until I hear whatever, but there will be a little reservation--

ASSEMBLYMAN OTLOWSKI: All right, so you are supporting the bill with some reservation until you see how-- John, thank you very much.

MR. MESZAROS: Yes.

ASSEMBLYMAN OTLOWSKI: And now, may we hear from Mr. Olin White, the Executive Director of the Division of Parks and Forestry? Mr. White isn't here? Oh, Mr. White, just for the record, will you tell us who you represent and your name?

O L I N W H I T E: Well, first of all, I would like to acknowledge the promotion, Mr. Chairman, but I'm sure our Commissioner would oppose it. I am the Executive Assistant to our Director of the Division of Parks and Forestry.

ASSEMBLYMAN OTLOWSKI: I think that Assemblyman Pelly would agree with me. The wonderful thing about being an Assemblyman is, you can do anything.

MR. WHITE: God bless you.

ASSEMBLYMAN OTLOWSKI: Will you give us your correct title and who you are representing and the department so that we have it for the record?

MR. WHITE: Yes, my name is Olin White. I am Executive Assistant to the Director of the Division of Parks and Forestry, and I am representing the Department of Environmental Protection here this morning.

ASSEMBLYMAN OTLOWSKI: Are you representing the Commissioner?

MR. WHITE: Yes, I am; I am representing the department as a whole.

ASSEMBLYMAN OTLOWSKI: And the views you present will be more or less the Commissioner's views?

MR. WHITE: He has approved these views, yes.

ASSEMBLYMAN OTLOWSKI: Do you have written testimony?

MR. WHITE: I do, and I believe we have presented copies.

ASSEMBLYMAN OTLOWSKI: And we have the copies?

MR. WHITE: Yes.

ASSEMBLYMAN OTLOWSKI: So, the copies will be part of the record.

MR. WHITE: That is correct.

ASSEMBLYMAN OTLOWSKI: Okay, thank you very much. Do you want to go ahead?

MR. WHITE: Mr. Chairman and Vice Chairman Pelly, I am pleased to appear here today to just provide a very brief favorable comment on A-1262 on behalf of the department.

In commenting, let me first say that the proposed benefits to combat unemployment and to improve and conserve our environment are very real. As many of you are aware, we have historic insight into this program, and in looking back to the accomplishments of the Federal Conservation Corps Act of 1933, what many may not realize is the fact the New Jersey Department of Conservation and Development, which is the forerunner of our DEP, was a major participant in this program. Tangible evidence of completed work projects on our State parks and forests is still evident and, in fact, the public still uses many of the buildings and the facilities that were built back in that era.

More recently, however, our department has had direct experience with similar programs on a smaller scale, that have shown the original concept, and the philosophy is still valid. The Young Adult Conservation Corps, the Youth Conservation Corps, and the Environmental Youth Program are but modern-day versions of the Civilian Conservation Corps.

Our Division of Parks and Forestry has administered all of these programs and endorses them as a valuable contribution to the conservation efforts that we are involved in with a very favorable benefit/cost ratio.

With this above insight and firsthand experience as background, we must, however, with all due respect to you and to your associates, suggest consideration of several modifications which we believe important to the success of this proposal. I might add at this point that I think Mr. Collins has already indicated some similar suggestions.

First of all, we suggest that \$1 million in funding be provided for the first year of operation of this program. In comparison, the recently completed (1982) Environmental Youth Program of the Division of Parks and Forestry cost \$124,485. This was for a program, in summary, which had a six-week duration, involved 88 non-resident

enrollees, nine field supervisors, completed 27 labor-intensive park projects, and included ten hours of environmental training for each enrollee each week. Of the total program cost, approximately 56% was expended for salaries and 44% for materials and supplies. Per enrollee cost for this program (salaries, supervisors and materials) equates to approximately \$1,400 per enrollee for this six-week period. Projected to a 52-week period, we anticipate a cost of \$12,000 per year per enrollee. As you can see, the \$1 million that we suggest is not a very large program. In fact, it is a modest program of approximately 80 to 90 enrollees. A resident program, as has been discussed here this morning, will entail higher costs, and I think Mr. Collins confirmed this.

Number two, we suggest, in the interest of cost-saving, that the provision for the creation of a new division and a director within DEP, at least for the moment, be eliminated. The Division of Parks and Forestry, with present staff, can administer a program, I might add, of the nature that we recommend in dollars, and save money which can be better spent for additional enrollees and supplies.

Number three, we suggest rewording and perhaps some rethought-- particularly rewording of Section 5, paragraph f., to remove the requirement to train Corps members to perform energy audits.

ASSEMBLYMAN OTLOWSKI: To perform what?

MR. WHITE: Energy audits. We point this out that this function, along with perhaps some of the other functions that may be conceived as part of a job of an enrollee, might better be performed by existing agency professional planning and engineering units in a much more cost-effective manner. Again, I think Mr. Collins pointed out to you that California was a labor-intensive program designed to get work done at a laboring level and to provide a (inaudible) Corps with untold possible benefits for the future for young people and for the environment.

Unfortunately, we cannot measure those, but when we start to get into functions which are already being looked at or have plans on the shelf, or involve professional expertise and talent, we feel there is a waste of money. We are duplicating an effort that is already done.

Fourth, finally, we suggest eliminating the requirement to designate certain Corps centers specifically as fire centers. It is unnecessary to place such emphasis on this one aspect of the program when there is limited involvement, in this particular aspect, because of its highly seasonal nature. I don't want this to be interpreted that we should eliminate conservation camps or Conservation Corps centers, only to take the emphasis from fire and place it on the broader wording, "environment" or "conservation."

In conclusion, we appreciate this time afforded us and the opportunity to contribute a positive comment on this very worthwhile proposal. We would be more than willing to assist in any way we can.

ASSEMBLYMAN OTLOWSKI: Mr. White, thank you very much. Do I have a copy of your testimony? Is that the only copy you gave us?

MR. WHITE: I have an extra copy if you would like it, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: I don't have a copy of your testimony. Let's just stay with the changes that you propose; you propose some changes in the bill. Let's go over them again.

You feel that a change should be made in that we should at least start with \$1 million.

MR. WHITE: Yes, we do.

ASSEMBLYMAN OTLOWSKI: And, the other change which you suggested as far as the cost-saving is concerned, is that you feel the director should be eliminated, and that the department could provide that.

MR. WHITE: If we are talking about a program with \$1 million scope, it is our feeling that--

ASSEMBLYMAN OTLOWSKI: That you can provide that within your present framework.

MR. WHITE: Yes, and also, your bill is broad enough to allow the Commissioner to hire additional administrative staff, if necessary. By putting a mandatory requirement of a new division and a new director, you automatically build in a cost factor that may not be needed.

ASSEMBLYMAN OTLOWSKI: Yes, and the the other-- The third was that you are rewording Section 5, paragraph f.?

MR. WHITE: Yes, that is a specific to eliminate the necessity to train and have Corps members do energy audits. Our thought there is that any service that is professional in nature could be done by existing agency professional personnel, and thereby, have a cost saving involved, so that the Corps members can get out and do the work. That is what they want to do. Our experience tells us that.

ASSEMBLYMAN OTLOWSKI: And, the fourth one is?

MR. WHITE: To eliminate the emphasis that you have placed on the creation of fire camps. Forest fires are only of a seasonal nature, and we see limited involvement, at least in a first-year program.

ASSEMBLYMAN OTLOWSKI: What I would like to suggest to you, Mr. White, is that more specifically, you make arrangements to sit down with Peter Guzzo to go over these changes before they come back to us at this staff level. Sit down with Peter Guzzo and go over this in greater depth, because frankly, I think there is merit in what you are proposing-- some of the changes. As one of the sponsors of the bill, I would be amenable to making those changes. But, I would want you to sit down and be more specific with Peter Guzzo before it comes back to our level here.

Is your department watching the Federal action on this too?

MR. WHITE: Yes, it is.

ASSEMBLYMAN OTLOWSKI: I just want to emphasize that I hope your department is watching that closely so that, in turn, it might be of help to us in the final draft of the bill.

MR. WHITE: We are very familiar with the California bill, and it was very interesting to sit here and listen to Mr. Collins personally because he reflects the personal experiences that we have had in our former programs of the Youth Corps. Everything he said strikes a note with us, and we are familiar with the proposed Federal bill that is now under consideration; we are following it very closely.

ASSEMBLYMAN OTLOWSKI: Good. Assemblyman Pelly?

ASSEMBLYMAN PELLY: Yes, I have one question. Mr. White, in your testimony, you have indicated a total appropriation of \$1 million. I didn't quite



understand that. Are you suggesting that the total appropriation, including Federal funding, be \$1 million?

MR. WHITE: No, we are looking a \$1 million as a bare minimum, first-year start-up of this program, without consideration of any additional Federal funding. I heard your figure--

ASSEMBLYMAN PELLY: Are you anticipating more than \$4 million from the Federal government?

MR. WHITE: I'm sorry--

ASSEMBLYMAN PELLY: Are you anticipating more than \$4 million from the Federal government?

MR. WHITE: No, I think that figure is correct if we receive it. What we are looking at is a minimum start-up of a program here, that if the Federal money did not come through, we would still be able to have a viable program for one year.

ASSEMBLYMAN OTLOWSKI: You're still thinking of a start-up program, regardless of the Federal program.

MR. WHITE: For one year, yes.

ASSEMBLYMAN PELLY: Okay, so in the event that the Federal program comes through, it would be a \$4.6 million program.

MR. WHITE: Yes.

ASSEMBLYMAN PELLY: If not, it would then be reduced to a \$1 million, fully State-funded program.

MR. WHITE: We would still have a viable program. In comparison, we felt that our Environmental Youth Program with 80 plus enrollees was very worthwhile. That was a complete program, and if we were to run that for a full year's time, we are talking figures in the neighborhood of \$1 million to do it right. That is what we propose. Any less of a program would probably have less meaning and be more costly on a per-ratio basis.

ASSEMBLYMAN PELLY: Thank you.

ASSEMBLYMAN OTLOWSKI: All right. Peter, when you have the opportunity, will you arrange to meet with Mr. White so that we can get more specifics?

Mr. White, thank you very, very much.

MR. WHITE: You're welcome. Thank you for the opportunity to testify.

ASSEMBLYMAN OTLOWSKI: Mr. Michael A. Bailin? Mr. Bailin, will you tell us who you are and who you are representing?

M I C H A E L A. B A I L I N: Yes, my name is Michael Bailin, and you have written testimony in your hands or at least, I think, has arrived.

ASSEMBLYMAN OTLOWSKI: Do we have copies of it?

MR. BAILIN: I'll try to touch it lightly because I know you're trying to push the hearing along. I'd say--

ASSEMBLYMAN OTLOWSKI: We are running a little late. Let me ask you this question: Just for the record, will you tell us who you are representing before we get into your testimony?

MR. BAILIN: Yes, I am with Public/Private Ventures, which is a firm in Philadelphia, and it is a national nonprofit organization that has been involved for the last six years with youth training and employment projects.

ASSEMBLYMAN OTLOWSKI: And, involved in projects in New Jersey, too, isn't that correct?

MR. BAILIN: Well, we were very much involved with a project in Newark. It has a lot of the elements and components of what I think a good Conservation Corps program might look like on the urban side of things.

ASSEMBLYMAN OTLOWSKI: All right, I just wanted that for purposes of identification so that you would be in better focus for us.

MR. BAILIN: I had intended to do three things. First, I was going to say something about the California Conservation Corps because I have published a study of it, but I think that most of B. T. Collins' testimony was right on target, and he is the best witness who you are going to get to discuss that project.

I wanted to say a little bit about what our organization does by way of explaining something about good youth programming principles, which I think is critical to make sure are incorporated in anything that works. A lot of people have expressed concern that it be set up right and money not be wasted, and that is pretty much what our organization is all about.

Thirdly, there are a couple of issues in your own legislation which I wanted to raise as questions for you to consider. I'll dispense with discussion about the California Conservation Corps.

ASSEMBLYMAN OTLOWSKI: Excuse me, in the legislation itself, the things that you have to suggest, is that written?

MR. BAILIN: No, I would add that.

ASSEMBLYMAN OTLOWSKI: Will you do us a favor and give us a memorandum on that?

MR. BAILIN: Surely.

ASSEMBLYMAN OTLOWSKI: Give us a memorandum so that we can look at it specifically, and then if we want to develop it further, we'll have our staff people get in touch with you to discuss the merits of what you are suggesting.

MR. BAILIN: I'll be happy to do that.

ASSEMBLYMAN OTLOWSKI: Good.

MR. BAILIN: Basically, in the written testimony, I have said that we are in business to find ways for the public and private sectors to work together in job training and job-creation activities. Our special focus has been on youth at risk of long-term unemployment, and some of our own activity has involved not only researching projects broadly and evaluating what works and what doesn't work around the country, but designing some of our own programs and then testing them out. We did this with several million dollars which was supported by the Department of Labor and six or seven major national foundations. At the end of this, we ascertained that there aren't a whole lot of programs that are working very well right now, but as a matter of fact, there are some elements of all programs which do work and are pretty consistent across the board.

On page three of my testimony, I try to lay out some of them. These are attributes both of the California Conservation Corps and the program that I had planned on talking a little more about, Venture in Community Improvement, which is the program model that is now running in Newark and eight other cities around the country.

In both programs, the CCC and this program that we have designed, the notion of training and developing good work habits is critical. The importance

that the training has to do with making a useful, potential private-sector employee involves such things as good work habits and the kinds of things which any good program needs to incorporate. Training should be done in small ratios of supervisor to participants so that skills can be taught well, and so that something ends up between a supervisor and a worker. There is a relationship which helps someone who doesn't have a connection with the job market, make that connection more readily.

The fact that skills be incorporated beyond the kind of attitudinal points I was making before-- that there be a steady progression of skilled development from the more basic to more complex skills. And, most of all, that the training take place in a context of meaningful work, and I think that is where the Conservation Corps notion really makes most sense-- where you have physical tangible benefits to the community. Where a kid is asked to be responsible and has an opportunity to feel responsible, you generally get a lot more out of a program than an awful lot of youth employment projects afforded to date.

Because your time is limited, I would like to make the Committee or the staff aware of this project that we are running called "VICI," Ventures in Community Improvement. VICI is the acronym. It was successful--

ASSEMBLYMAN OTLOWSKI: Briefly, what is that project, and then you'll probably have a better opportunity to develop it with the staff people. But, briefly, for our information, what is that?

MR. BAILIN: Very briefly, the VICI model trains young people in the construction trades. Crews of six to seven enrollees work in actual construction situations under the supervision of union journeymen to rehabilitate housing and public facilities in urban communities. The model is based on the principles that I just described. They have a production emphasis, they have quality supervision, union journeymen actually do the supervision, and as I mentioned, not only are better skills, therefore, incorporated in the training, but there seems to be an effect where the journeyman develops a relationship with his youth participant and often finds work after the program in formal and informal ways that most programs don't generally afford.

All of the issues of solid-skills progression and careful management that produces cost benefits are all part of this VICI project, and also I would say, part of what makes the California Conservation Corps a good program. It was a program which took place in Newark, New Jersey; in New York; in Atlanta; in Philadelphia; in Chicago; in Milwaukee, and many of the major big cities. It is now being replicated, and it is being used for women on welfare in six cities, and the Ford Foundation is providing the funding to do the same thing in another six cities.

ASSEMBLYMAN OTLOWSKI: Is this developed on paper, this thing you are talking about?

MR. BAILIN: Yes, it is. We are a nonprofit organization, so I am not trying to sell anything. Our job is basically to get information about what works out for communities so that money is put to better use.

ASSEMBLYMAN OTLOWSKI: But, is it developed on paper now so that you would be able--

MR. BAILIN: Here is a manual on how to get them started, and here is a booklet on exactly how it works. Here is a pamphlet that we have used to send out to various cities around the country.

ASSEMBLYMAN OTLOWSKI: May we have that for the purpose of the record?

MR. BAILIN: You certainly may. I would just like to stand ready, so that if it makes any sense to the people who look at this, to be available to them. Our organization would like to at least make known what it is that works about it, so that you can consider those possibilities here.

ASSEMBLYMAN OTLOWSKI: What I suggest when you give that to us, is to just attach a note so that if there are any questions on that, we can get in touch with you-- where and how.

MR. BAILIN: Fine, I'll do that afterwards. I really jumped; I simply read from a couple of paragraphs in my testimony because I wanted to move it more quickly. If you ask me where I come down in terms of this legislation, I think that everybody seems to be saying it is an idea whose time has come. I think if it is done right, it is, and it can be of great benefit to both the State's natural resources and its young people. I am concerned-- I'm moving from my written testimony now into some of those other issues, that it be very clear--

ASSEMBLYMAN OTLOWSKI: Suppose you develop some of your concerns, because that might be helpful to the Committee.

MR. BAILIN: Okay. I think, first of all, the 16-year old to 28-year old spread is too great. If you are talking about dealing with youth, the California Conservation Corps, for example, works only with 18-year olds to 23-year olds. In fact, when they tried working with 16-year olds and 17-year olds, it did result in a lot of problems. Some of the skills, some of the activities that had to be learned--

ASSEMBLYMAN OTLOWSKI: So, you are saying that 18-year olds to 23-year olds is a better age range.

MR. BAILIN: Well, I am saying, if what you want to do is emulate the California Conservation Corps, then you would be developing a program on its elements, and it would be best for that age group.

ASSEMBLYMAN OTLOWSKI: Do you have any opinion yourself about that age range?

MR. BAILIN: Yes, I do. I think that is probably a good age range. If anything, I would probably narrow it to 18-year olds to 22-year olds. I would not take them as young as 16-years old, and I would not take them as far as 28-years old, but I would be particularly concerned about the younger ages.

ASSEMBLYMAN PELLY: California has discontinued the 16-year olds and the 17-year olds?

MR. BAILIN: Yes, it has, because it found it unsuccessful, difficult, and for reasons I'd be glad to talk about if you like.

ASSEMBLYMAN OTLOWSKI: That is important; I think that is very important.

MR. BAILIN: That would be my first point. Secondly, I--

ASSEMBLYMAN OTLOWSKI: Under our bill, is it 18 years old, Peter?

MR. GUZZO: Sixteen years old to twenty-eight years old.

ASSEMBLYMAN OTLOWSKI: Sixteen?

MR. BAILIN: You have sixteen years old to twenty-eight years old.

ASSEMBLYMAN OTLOWSKI: I'm inclined to agree with you. I think that the

starting point would probably be better at 18 years old.

MR. BAILIN: I think the reasons are better developed in this, which I'll also leave with you. This is the Conservation Corps Case Study, which our organization did.

ASSEMBLYMAN OTLOWSKI: I just want to make a note for Peter, so that when he talks to us later-- I think we are going to have some strong opinions about that being changed to that range.

MR. BAILIN: Okay. I think, secondly, you ought to be careful about the number of objectives that you set for yourself in trying to put this legislation into effect. I think it is possible to do meaningful work and develop skills in youth, but I think, with all due respect to the California Conservation Corps, it does do a wonderful job by any program standards. But, it really is not able to provide some of the educational activities; it is not able to do a lot of the things that it would like to do. It tries. But, you have got to decide whether you are trying to set up an emergency work force, a trained work force for the State of California that is going to work diligently on specific projects, whether or not it is a youth-leadership program, a job-development program, or a program in which you are trying to help a person educationally. You can put a lot of this together, but to the extent that you try to do too many things--

ASSEMBLYMAN OTLOWSKI: Excuse me, I'm inclined to agree with you basically. A fellow shouldn't come out of this program with a master's degree or a doctorate, but let me just say this: In anything that you do, there ought to be education attached to it. As you point out, it ought to be limited, it ought to make sense, and it ought to be tied into the program, but if you start emphasizing education and you try to formalize it, then I think you are making a mistake. I wouldn't eliminate it entirely.

MR. BAILIN: Well, I guess I wouldn't want to ever eliminate it, but my concern is that every one of these objectives that you set for yourself requires some programming components that require staff, resources, materials and energy, and--

ASSEMBLYMAN OTLOWSKI: Again, just for the record, I think that the military forces, and this is not related, but I just want the record to show this. I think the military forces do a tremendous job with education, because they make it a part of the person's recruitment. The whole concept of high school equivalency came out of World War II; it was developed primarily by the Army, and it has served a great, great purpose. As a matter of fact, it triggered many people to go into college and higher education, and even to go into the skills.

One of the things that I mentioned before, the thing that I don't like, and this is just a personal opinion, is the fact that what is happening in the country, generally, is we are putting everything into compartments, and we are saying, "Here, you've got to do this this way. You belong here. You have got to wear this kind of a strait-jacket. You have got to go to this guy so he can program you right." I think that is a mistake, and I think that hinders imagination. I think it hinders the development of a country, and I think what you eventually have are bunch of idiotic robots running around who have been programmed in compartments. This is the thing that I don't like about education and some of the developments that are taking place.

MR. BAILIN: I respect what you are saying, sir. What I am trying to

say is that after an awful lot of looking at what makes programs good or bad for different types of populations, particularly if you intend to deal with populations-- I didn't really get clear on whether or not you were talking about people who were less advantaged or not, but to the extent to which you deal with more and more problems in a project, it is going to cost more and more money to do it well. With the appropriations you are talking about right now, even if the Federal money comes through, unless you are talking about a very small-sized program, I think some limits, not compartmentalizing, but some limits of objectives in what you seek to accomplish in a program, may be important for you to get your money's worth out of it. I have no quarrel with what you are saying; I just feel that an awful lot of good program ideas have foundered because of the weight of objectives and activities set out and projected, which never could be realized simply because we cannot in this country, particularly in times of scarce resources, make available the kind of richness that you need these days.

ASSEMBLYMAN OTLOWSKI: I agree with you.

MR. BAILIN: That is the only point I was making.

ASSEMBLYMAN OTLOWSKI: But, I think there are some basic educational things that you can get in a program such as this, merely by association and merely by convenience in providing for it. As an extreme example, going back into history for a moment-- you know, Socrates didn't charge anything, didn't have a classroom, and, as a matter of fact, people would come to him on the street. I understand he had a lot of good students, and I understand he taught people at least how to think. What I am pointing out is, you can have that kind of a simple program that can be a part of any place where there is an association of people. You can have it in factories, you can have it in this kind of a program, you can have it in churches, you can have it in athletic organizations; it doesn't have to be formalized. This is what I am pointing out.

MR. BAILIN: I think that is true, and I would agree with that. But, to get the kind of services you are talking about will require, unless Socrates comes back or you get some volunteers to work on this project, every one of these things requires--

ASSEMBLYMAN OTLOWSKI: Well, I believe in the resurrection, but in any event, the fact of the matter is, I agree with you. You have got to be very careful that it is not too formalized, because otherwise, you are going to make it too costly. It is not going to serve the purpose that we are talking about here.

MR. BAILIN: I also think that in terms of--

ASSEMBLYMAN OTLOWSKI: I think, too, that basically, there ought to be an educational thing associated with almost anything that you do. Education doesn't belong to the schools and it doesn't belong to the educators, just like war doesn't belong to the generals.

MR. BAILIN: Okay, I won't quarrel with you on that at all. The last thing I want to say is something that someone else raised, and maybe it was Mr. Collins or-- I'm not sure-- But, the whole issue of starting carefully and small is critical. If I were to list a roster of the kinds of things that made the California Conservation Corps successful, a lot of it would have to do with after things kind of soured for them, and it did after a few years in operation, they came back and got back to some very basic things and tended to some very specific managerial kinds of questions. This sort of thing, if it does start

too quickly, it has a very easy chance of failing. Programs like this, if they fail, really accrueto nobody's benefit, and--

ASSEMBLYMAN OTLOWSKI: It can't fail, because if it fails, it would never get started again. That is why is has got to be done carefully, and as you said, on a small size and then watch its growth and encourage its growth. But, you have to be very, very careful; I agree.

MR. BAILIN: Okay. I think I've completed my testimony.

ASSEMBLYMAN OTLOWSKI: On the bill itself, the suggestions that you may have to hone up the bill, I think from Assemblyman Pelly's reaction, and mine is the same, I think we would be more comfortable with the age group being shifted to 18-years old to 23-years old and getting away from that 16-year old.

MR. BAILIN: Yes, I think it is really important to understand that all kinds of--

ASSEMBLYMAN OTLOWSKI: Will you make sure that we get a memo on some of these things that you are specifically addressing to the bill?

MR. BAILIN: Sure. There are effective employment and training activities that work for 16-year olds and 17-year olds. They don't happen necessarily to be the kind of skilled development and intensive type of work that are set out or anticipated in this legislation. So, it is just a matter of what you are choosing. Again, it is a matter of my saying, "Let's focus on objectives." If you want to deal with that age range, you can do it, but then you need to incorporate different programing principles than you would otherwise with an older group.

ASSEMBLYMAN OTLOWSKI: Let me see if Assemblyman Pelly has any questions that he wants to ask.

ASSEMBLYMAN PELLY: No, I have none, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Thank you very much. You have been very helpful.

MR. BAILIN: You're quite welcome.

ASSEMBLYMAN OTLOWSKI: That completes our list, unless there is someone here who wants to be heard on this bill and wants to tell us how to get the Herald Tribune revived again. If not, we are ready to adjourn. Thank you very, very much. We stand adjourned, and as a matter of fact, we are going to get this put together. Peter has got some things that he is going to follow up. We stand adjourned. Thank you very, very much.

(Hearing concluded)





Testimony by:

Michael A. Bailin, Executive Vice President  
Public/Private Ventures, Philadelphia

Before the:

State of New Jersey Assembly  
Corrections, Health and Human Services Committee  
Thursday, April 21, 1983, 10 A.M.  
Assembly Chamber, State House, Trenton

My name is Michael A. Bailin and I am the executive vice president of Public/Private Ventures, a national non-profit project development and research corporation based in Philadelphia. P/PV is in business to find ways for the public and private sectors to work together on job training, job creation and education for employment. Our special focus is on the growing number of youth at risk of long-term unemployment as adults. And one of our carefully-researched program models provides construction training for young people as they rebuild their urban neighborhoods.

It is from this background that P/PV became interested in the conservation corps concept, a concept that offers basic employability training in the context of meaningful work. In over six years of analyzing the components of youth unemployment and of looking at youth employment programs, we have found very few that appear to benefit both youth and the community as substantially as the conservation corps model created in California, the model on which many state programs and much new legislation is now

being based. Therefore, I am glad to have this chance to testify in support of creating a similar program in New Jersey.

First, some background. P/PV was founded in 1977 with a specific mandate -- to find out what program techniques help young people qualify for jobs in the private sector. The dearth of answers to that question had become clear as the result of an eight-month survey I had conducted for the Ford Foundation in 1976. During those months of criss-crossing the nation, looking at hundreds of youth training programs and talking with thousands of people, I found few projects that, in my judgement, really worked.

Then, in 1977, the federal government funded a major search for answers -- called the Youth Employment Demonstration Projects Act -- and P/PV was formed to create new program models and conduct research that would identify effective techniques. We studied eight different program models operated by 28 agencies in over 40 cities around the country. We measured the impact of these programs on youth employability, and we created and studied a new program model, called Ventures in Community Improvement, familiarly known by its acronym, VICI.

From this research and project development activity, we have learned that programs that work -- and by that we mean programs that provide skills, make youth employable in the private sector, and are cost effective -- have certain principles in common:

- o the training includes developing good work habits that make trainees valuable to private sector employers, habits that include showing up daily and on time, a positive response to supervisors and fellow workers, and care in doing the work.
- o the training is done in small units, with a low supervisor to trainee ratio;
- o the training is in skills clearly connected to the skills required in private-sector employment;
- o the content of training includes a steady progression of skill development, from the most basic to more complex skills that can be observed as "progress" by the trainees;
- o the training takes place in a context of meaningful work; that is, something is produced during training that has tangible value of significance to the trainees and their communities.

VICI is such a program and my observation of the California Conservation Corps leads me to believe that it is, too.

In addition, the CCC has earned an enthusiastic public that has supported continued and growing state funding. That public

support is based primarily on the highly-visible impact CCC work has had on the environment in communities all over the state of California. I'm sure that B.T. Collins, who is here today, will tell you about that work.

Clearly, the conservation corps program in California has important benefits to the state; the CCC recently estimated an annual cost benefit ratio of one to one point six (1:1.6); 21 million dollars more in benefits than in costs. Whether or not its labor market benefits are of equal magnitude I am not able to say. A definitive judgment on this issue will have to await the results of a quantitative impact analysis that P/PV will conduct starting this summer. (At the same time, we will be identifying aspects of the CCC that seem to be crucial to successful replication of the model in other states.)

In the meantime, however, some estimation of the impact of the CCC on its members' employability can be made on the basis of an informal evaluation P/PV published this fall. In the course of evaluating the CCC, I interviewed and examined statements from CCC staff, members of the California legislature, work providers, residents of areas where the Corps has worked, reports from program graduates themselves and from their post-CCC employers. All seem to agree that the Corps provides its members with just the qualities employers are seeking: positive attitudes toward work and a capacity to work hard, interest in cooperation and learning, and, for employers involved in conservation or

energy-related work, basic skills. The Corps has also collected many success stories from former corpsmembers who have secured jobs in public agencies and the private sector, jobs that their holders report they could not have held before their experience in the CCC.

We can also estimate the CCC's impact on participants by looking at findings from our two years of research on VICI, which embodies the same program principles I mentioned a moment ago. This program model was tested in eight cities, including Newark, under contract from the U.S. Department of Labor. The program continues in Newark and four other cities today, is being replicated with all-female crews in six other cities, and will expand further later this year.

The VICI model trains young people in the construction trades. Crews of six to seven enrollees work in actual construction situations under the supervision of union journeymen to rehabilitate housing and public facilities in their urban communities. The model is based on the principles of meaningful work with a production emphasis, quality supervision, a solid skills progression, and careful management that produces substantial cost benefits, all of which are pursued in common with the CCC.

The final VICI research report documents the facts -- that the model is cost-effective, increases enrollees' wages and their

chances to get jobs and apprenticeships in the construction trades, and leaves valuable permanent improvements in the physical plant of deteriorated neighborhoods.

Based on my observation that the CCC shares VICI's research-tested principles, I am quite confident that the conservation corps will prove to be outstandingly effective.

A New Jersey Conservation Corps is an idea whose time has come. If done right, it can be of great benefit both to the state's natural resources and its young people, the workforce of the future.

Thank you.



GENERAL ASSEMBLY  
OF NEW JERSEY  
TRENTON

SPEAKER  
ALAN J. KARCHER  
ASSEMBLYMAN, DISTRICT 19 (MIDDLESEX)  
61 MAIN STREET  
SAYREVILLE, N. J. 08872  
TEL. 201-238-8745  
609-292-6411

April 21, 1983

Honorable George J. Otlowksi, Chairman  
Honorable Members  
Assembly Corrections, Health &  
Human Services Committee  
State House  
Trenton, New Jersey 08625

Dear Chairman and Members:

As co-sponsor of A-1262 with Assemblyman George J. Otlowksi, I am hopeful the Corrections, Health and Human Services Committee will release the bill after a careful review. As you know, fifty years ago this past March, President Franklin D. Roosevelt presented to Congress a bill which it quickly passed to create a Civilian Conservation Corps (CCC). Historians now consider the CCC to be the most successful New Deal innovation.

The New Jersey Conservation Corps would accomplish two important and interrelated goals:

1. Further development and maintenance of New Jersey's natural resources and environment; and
2. Meaningful, productive employment and training to industrious and persevering young men and women who find themselves the victims of the highest unemployment level since 1940.

Passage of A-1262 would also qualify New Jersey for federal funding under a pending federal conservation corps bill.

I am sorry I could not attend this important public hearing. Be assured, however, that I have been monitoring this bill and will post it for a vote before the full Assembly upon release from committee.

Sincerely,

Alan J. Karcher

**United States Senate**

WASHINGTON, D.C. 20510

April 18, 1983

The Honorable  
George J. Otlowski, Chairman  
Assembly Corrections, Health and  
Human Services Committee  
State of New Jersey  
State House CN-042  
Trenton, NJ 08625

Dear George:

I want to thank you for your letter of April 7, and your invitation to appear before the Committee on Corrections, Health and Human Services. Unfortunately, I am scheduled to participate in a session of the Senate Commerce, Science and Technology Committee at that time on April 21, and thus will be unable to be in Trenton.

I have reviewed Assembly Bill 1262 and similar legislation under consideration in the United States Congress. These creative approaches to the problem of youth unemployment are the kind of policies we should be pursuing at both our levels of government. Proposals, like President Reagan's youth subminimum wage, will serve to displace older workers, often the sole breadwinners of their families. The New Jersey Conservation Corps Act promises, on the other hand, to make a tangible contribution, not only to the youth employed, but also to communities in which the work is performed.

Two hours out of Washington, D.C., if you drive west into Virginia, you will reach the Skyline Drive, a wonderful road through the Shenandoah National Forest. This drive, with all its marvelous campsites, was a Civilian Conservation Corps (CCC) project. Presumably, this project does not fall within the category of leaf-raking which we hear so much about from President Reagan.

The fact is that this nation is blessed with bridges, dams and historic sites constructed and improved by the CCC under President Roosevelt and subsequent Democratic Administrations. I believe, as President Roosevelt believed, that a conservation corps can enrich the lives of the young people employed, who learn the rewards of honest labor, both financially and spiritually. The state and nation's environment and infrastructure are likewise made safer, more beautiful and more durable by these programs.



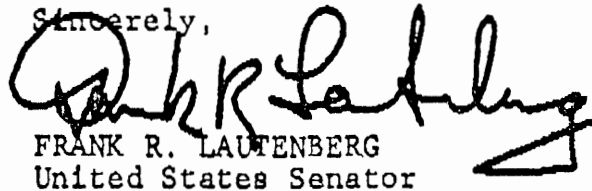
the honorable  
George J. Otlowksi, Chairman  
April 18, 1983  
Page 2

I will monitor closely the federal conservation corps proposals and keep your hard work in mind when these bills reach the Senate floor.

If it would be appropriate to enter this letter into the record of your hearing, I would appreciate your doing so.

Thank you.

Sincerely,

A handwritten signature in dark ink, appearing to read "Frank R. Lautenberg", written over the typed name and title.

FRANK R. LAUTENBERG  
United States Senator

FRL:knh



GENERAL ASSEMBLY OF NEW JERSEY

ASSEMBLY MINORITY OFFICE

ROOM 216, STATE HOUSE

CN 098

TRENTON, NEW JERSEY 08625

(609) 292-5339

HONORABLE DEAN A. GALLO  
MINORITY LEADER

PETER J. McDONOUGH, JR.  
EXECUTIVE DIRECTOR

April 21, 1983

Honorable George J. Otlowski  
511 New Brunswick Avenue  
Perth Amboy, New Jersey 08861

Dear Assemblyman Otlowski:

Nick Felice and I greatly regret our not being able to attend this important public hearing today. Nick is out-of-State at a business meeting and I have to attend an important regional health board meeting.

Both Nick and I understand the importance of a Civilian Conservation Corps from the viewpoints of both preserving our natural resources and providing our young citizens with training and jobs.

As you well know, the schedule of a legislator is often committed far in advance. It might be a good idea, therefore, for Dave Price to check with committee members, if possible, prior to setting a date certain for a public hearing.

Both Nick and myself hope that the public hearing is productive and greatly regret that we are unable to attend.

Very truly yours,

Chuck Haytaian

WHY THE YOUNG NEED THE CCC  
by  
Jack Dugan  
Director  
California Conservation Corps

Fifty years ago on April 5 one of the many programs making up Franklin Roosevelt's "alphabet soup" of agencies was created. With the stroke of FDR's pen, the wheels of government turned unconventionally fast, and less than two weeks later, the first of the Civilian Conservation Corps' three million young men rolled into camp.

Times were tough, jobs scarce, and futures uncertain. The CCC offered enrollees hot meals, heated barracks, and substantial paychecks of \$30 a month. And now, a half century later, those young men look back on their CCC days as a turning point in their lives.

Times aren't all that different in 1983. Unemployment has not been as high since the Depression, and for young men and women entering the job market, it is especially difficult. In some areas, our youth face a jobless rate of nearly fifty percent. And in Congress, the House of Representatives has passed and sent to the Senate a bill which would re-establish a national youth program, titled the American Conservation Corps.

No civilization can afford to neglect its youth. You pay now or pay later.

I direct a no-nonsense youth program, the California Conservation Corps, for young men and women between the ages of 18 and 23. It is not aimed at developing job skills--the failures of so-called "jobs programs" are legion--but rather at developing good work habits. Whether we have our corpsmembers for three months or six, we try to develop in them a little motivation, self-discipline, and personal responsibility.

The CCC is a work ethic program and you are challenged to survive our "hard work, low pay, miserable conditions". I don't care if you are a high school

dropout or a college graduate; black, white, brown, or green; from Watts or Watsonville. There are no losers in the CCC, only winners.

We have strict rules and if they're violated, you're out; there's no room for debate. Corpsmembers are given the opportunity to succeed and freedom to fail.

The offspring of the CCC's marriage of youth and productive activity is a highly efficient work force. Our young men and women plant trees, build parks and trails, sandbag levees, and fight fires, floods, and mudslides, all the while learning that work is much better than being out of work. The benefits of the program are two-fold: taking youth from adolescence to maturity while also extracting hours of valuable public service work.

Our young people don't need phony job programs that teach questionable skills and prescribe meaningless make-work. Rather, we need to hammer home the fundamentals of the work ethic, to prepare our youth for a lifetime of work ahead.

A former corpsmember recently sent me a letter which sums up better than anything else the value of youth programs based on hard work, as opposed to the more traditional "hand them a paycheck" programs.

"When I joined the CCC," Robert wrote to me, "I had been fired from my previous 17 jobs because of absenteeism...I was rapidly becoming one of the best bad check artists around--it was easier than work. When I finally ran out of dishwashing jobs, I joined the CCC. My plan was to stay about two months and get out. I wound up staying two years."

"Something happened to me during two years in the CCC," he continued. "I learned the benefit of hard work and how to apply my energy toward a positive goal."

And Robert wasn't just talking. He is now a second level groundswoker for the City of Oxnard, graduating in June with a degree from the local community college.

"And," he adds, "I don't write bad checks any more."

Recent studies predict that ninety percent of the jobs that exist today may be obsolete by the year 2000. Indeed, corporate California has told us that it

doesn't mean much to hire highly-skilled workers if there is no guarantee that those employees will show up for work on time Monday morning. As ex-corpsmember Robert can tell you, the problem is not one of technical skill, but of attitude. If you have the right attitude, there is nothing you can't do.

Franco was a young alcoholic from East Los Angeles. He came into the CCC, hoping it would force him to quit drinking. He joined Alcoholics Anonymous--encouraged for all corpsmembers with drinking problems--and he conquered his problem. In fact, he went several steps beyond.

Franco became a crewleader, one of our best ever, and eventually left the CCC to take a job with a hydraulics firm in Sacramento. But he's back at our Calaveras training academy each month, instructing new recruits as the major force behind the Corps' alcohol education program.

And there is Roxanne, who found that her CCC experience had qualified her to become a pipeliner for Mobil Oil, a job it's doubtful she would have considered a year earlier. At \$11.67 an hour, she earns quite a bit more than the \$3.35 hourly wage she made in the Corps. Mobil found Roxanne to be such a good employee that they came back and hired a second woman corpsmember last month.

There's nothing more important than positive work attitudes if you want to develop an employable labor force. But programs such as ours remain the exception. What has happened to the work ethic over the years, since the days of the original "CCC boys" of the Thirties?

Back then, our values were solid and stable: family, church, hard work. Then we went to war. In the Fifties, the war was over, times had changed, and the American dream, so long postponed, was about to come true. We thought we were moving toward an era of full employment, job satisfaction, and blissfully shorter work weeks. Tired of the Depression and wartime shortages, we couldn't have been happier that a period of affluence was here at last. We wanted to enjoy to the fullest the material fruits of our labor.

Doing the wrong things with the right intentions, we insisted that our children grow up with all the advantages, material or otherwise, that we did not. We had changed our thinking and started to believe that freedom and permissiveness would be good for our youth. During the turbulent days of the Sixties, schools no longer placed demands on students, but instead yielded to demands made by students.

The kids went on to college, as we had dearly hoped, but they didn't all go for an education. Some went to burn it down. It was at this point that it finally began sinking into the older generation that something had gone wrong with our dreams.

Despite our best intentions, we had failed to realize that disorder in the life of a young person is oppressive. We had thought the sign of love for our children was permissiveness, instead of discipline.

We somehow survived the "me-ism" of the Seventies, and now, in the 1980's, we need to get back to those stabilizing values of fifty years ago.

How do we do this? By instilling in our young people a sense of pride, responsibility, and personal discipline. This is not an easy task, but one which can be done by challenging our youth to meet high standards. Far too often we have simply "rolled over" and lowered our standards. And it is surprising to learn how many young people actually want high standards.

To go about setting these standards, we must establish role models of quality. Many young people have never had models worth following, and thus no one to emulate. Parents, teachers, and supervisors must therefore meet standards of excellence themselves.

But let's be careful not to confuse popularity with excellence: adults shouldn't be running popularity contests. Wait fifteen years and then see if you're still popular with a youngster.

Since the creation of the California Corps six years ago, more than 17,000 young men and women have been employed by the program. We must be doing something right--there is a lengthy waiting list of applicants ready to join. There is also a growing list of states and foreign countries interested in using the California program as model for one of their own.

Last month members of the Oregon Legislature held a hearing at our Siskiyou center to push for the establishment of an Oregon Civilian Conservation Corps (OCCC), and a few weeks ago, we had a second visit from a representative of the Council of Europe. Federal legislation creating the American Conservation Corps has passed the House by a overwhelming margin; Senate approval is now pending.

One of the problems with programs such as ours is that they are hardest to pay for when they are needed the most. There is no question that these are tough times. But we must not overlook the needs of our young people.

Members of the original Civilian Conservation Corps look back on their days as enrollees with tremendous pride and a real sense of accomplishment. Most went on to serve their country and their communities, becoming the success stories of their generation.

Our young people today have the same potential. All it takes is a touch of discipline, a little leadership, a measure of responsibility, and the results can be amazing. Programs such as the CCC work--and should be adopted in other parts of the nation as well.

Let's not underestimate the quality of our young people. If we do, we risk receiving a "due bill" for this generation sooner than we think.

## CALIFORNIA CONSERVATION CORPS

1530 CAPITOL AVENUE, SACRAMENTO, CA 95814

(916) 445-8183



April 13, 1983

Mr. David Price  
Committee Aide  
State of New Jersey  
Assembly Corrections, Health and  
Human Services Committee  
CN-042  
State House  
Trenton, NJ 08625

Dear Mr. Price: *David:*

Thank you for sending us a copy of Assembly Bill 1262, an Act to establish a New Jersey Conservation Corps. If enacted, I believe it will offer a creative, economical and workable means to confront the deterioration of New Jersey's resources while investing in its greatest natural resource--its young people.

I am enclosing a brief analysis of A.B. 1262 and pursuant to your request, typed copies of testimony. I hope you will be able to use it at the hearing on April 21. Since the objectives of A.B. 1262 are much like the CCC's, we endorse its purpose and will be happy to assist in any way we can.

Before closing, I would like to quote for you the last paragraph of the April 1983 edition of the Smithsonian which is significant testimony to the success of our program.

"The language of the California Conservation Corps is remarkably old fashioned. It speaks almost a Biblical tongue full of words such as character, responsibility, leadership. People talk earnestly about the meaning of work, the integrity of it, even the art of it. But mainly what I saw during my month of touring CCC centers were people doing work. Building parks in the Mojave Desert, cutting trails in Yosemite, fighting fires in the Sierra, clearing streams into the Klamath. With this physical labor as its backdrop, the language of the Corps sounds pure, not corny. In running a scrupulous program that delivers what it promises, the CCC has earned the right, like few others have, to talk about the value of work."

Sincerely,

*RJBDR*

Robert J. Burkhardt  
Chief Deputy Director

16x

Enclosures



## ANALYSIS OF ASSEMBLY BILL 1262 (Otlowski and Karcher), State of New Jersey, 1982

### Description

An Act creating the New Jersey Conservation Corps in the State Department of Environmental Protection and defining its powers, duties and responsibilities.

### Analysis

The basic concept of the New Jersey Conservation Corps as outlined in the bill emulates the California Conservation Corps' enabling legislation. However, the following items should be considered.

- . There is a need to include a cost-benefit as well as a cost-effectiveness study of the program.
- . The sum of \$100,000 from the General Fund to start the program seems inadequate. A few million would better facilitate the initiation.
- . Conservation work for private, non-profit entities should be mentioned.
- . Economic factors should be incorporated in project selection criteria.
- . Departmental status would be better than divisional.
- . Include a "sunset" provision. A time frame for extension of the program past one year should be specified.
- . No mention of medical insurance for corpsmembers. Do they get retirement and/or unemployment insurance benefits?
- . Age of corpsmembers is targeted and the age spread is too great (16-28). We've found that the 18-23 year old range is the most successful.
- . A 12-year-age spread would not lead to cohesive center life, and in California, youth must be 18 to fight fires.

The age requirement could be excluded from legislation for both corpsmembers and special corpsmembers and included in criteria and contracts containing terms and conditions for employment. In this way, the director would have options for changes.

The amendment covering possible federal funding under the "American Conservation Corps" is good.

Statement on Assembly Bill 1262

by James Lenard, Legislative Agent for the  
New Jersey Environmental Lobby - April 21, 1983

"The New Jersey Environmental Lobby, which represents environmentally concerned groups and citizens in New Jersey, endorses Assembly Bill 1262. We think this legislation is important for the continued protection of New Jersey's environment and will provide an excellent experience for young people in our state to learn about environmental values, while enhancing our natural resources. We commend Assemblyman Otlowski for his sponsorship of this important bill and look forward to its enactment into law.

# Human Environment Center

810-18th Street, N.W. • Washington, D.C. 20006 • 202/393-5550

April 11, 1983

TO: New Jersey Assembly Corrections, Health and Human Services Committee

FROM: Sydney Howe, Executive Director *S.H.*

RE: Assembly No. 1262, Creating the New Jersey Conservation Corps.

Regretting that I cannot accept your invitation to testify on the proposed New Jersey Conservation Corps, but hoping that our studies of state and Federal conservation corps programs can be useful to you, we offer the following comments on A-1262. I hope we do so with the humility that our distance from specific New Jersey conditions, constituencies and needs should dictate, and please pardon any misconceptions that may rise from that distance.

Successful application of this legislation would depend upon many capacities and commitments of legislative and executive leadership, and we can give no comprehensive prescription for the exact conservation corps design needed in New Jersey. We do think that these elements of A-1262 warrant attention:

1. Appropriation (Sec. 15, page 5). In all candor, if this sum cannot be increased manyfold, this bill will not create a conservation corps. Unless major funding is contemplated from contracts, gifts or grants, (Sec. 8-c), the \$100,000 appropriation would sustain about six enrollee positions and one crew leader for one year. Some states (Minnesota \$450,000, Connecticut \$550,000) are funding extremely modest youth crew operations that barely qualify as a "corps," but a \$100,000 effort could hardly be so named. If the American Conservation Corps is enacted in Washington and fully funded, New Jersey's full allocation of some \$3,680,000 could be obtained only if the State provided a 15% match, or \$650,000.

2. Eligibility (Sec. 6-b, page 3). In these times, some form of special consideration for youth who are a) unemployed, and b) economically, socially, physically or educationally disadvantaged may be in order. Targeting for the disadvantaged has been the most discussed and worked-over element of American Conservation Corps design in the Congress. Competent people of good will stand poles apart on this question, some favoring total targeting and others none. We conclude that an emphasis on the disadvantaged, with others also admitted, can produce an effective corps program with both major social benefit and wide public backing. The Section 8-b authority for the corps director to "establish criteria for selecting applicants" may warrant further legislative definition.

4/11/83

Age 16-28 eligibility (Sec. 6-b) may be too wide an age span (as may 16-25 for the ACC), absent some residential separation of younger age groups from those in their 20's. "Participation ... of not less than one year" seems to be an error. Does this "less" mean "more," as ecologists teach?

3. Residential Units (Sec. 11, page 4). Although some non-residential units may be intended, the implication seems otherwise. Urban New Jersey appears suitable for non-residential work centers. Do weigh the pros and cons of California's day-work corps units and comparable experience of the Young Adult Conservation Corps.

4. Corps Work Projects. Dispersed references to the subjects of Corps work (Sec. 5, Sec. 6-a, & Sec. 9) seem confusing. If the "major emphasis" stated in Section 9 is desirable, which may be arguable, should this not be stated in one section covering the types of projects to be performed?

5. Other Considerations. We suggest that thought be given, if it has not, to potential roles for local governments and non-profit organizations in corps operations. The possibility of landowner-reimbursed corps work on private lands also merits consideration. (See ACC legislation.)

With much praise for the aims of those advancing the New Jersey Conservation Corps, we would be glad to comment further at any time.

# # #