

COMMUNITY

A Publication of the New Jersey Department of Community Affairs



UNITED EFFORT — State, local and community leaders joined forces October 29 to begin construction of Wrigley Park Cooperative Apartments, a low- and moderate-income development in Paterson. The nonprofit sponsor, United Neighborhood for Industrial Training and Economic Development (UNITED), will rehabilitate 103 apartments into 61 new units, 38 of which will consist of four and five bedrooms. Shown at start-of-construction ceremonies are (from left): Thomas V. Seessel, executive director of the New Jersey Housing Finance Agency, which is financing the \$1.65-million development; Julius Threet, Jr., president of UNITED, and Mayor Lawrence F. Kramer.

Academic Year Intern Program Launched

A new academic-year phase of the Department's Interns in Community Service program has begun and will enter full operation when the spring semester begins in February.

Through the program, 35 college and graduate students from four New Jersey institutions of higher learning will be employed in a variety of part-time community service jobs while maintaining a full college schedule.

The students will work from 10 to 15 hours per week, earning stipends based on standard Civil Service pay for student assistants. Along with their work assignments, they will do related academic work on campus under faculty

supervision, and will receive academic credit for the field experience.

For the last three years, Interns in Community Service has been almost entirely a summer program. The Department has placed college students in governmental and quasi-public agencies and paid their salaries. A few students were placed during the academic year, but not under a supervisory agreement with the colleges.

"The academic year phase will add a new dimension to the program," said Gregory Nagy, Interns in Community Service coordinator. "Not only will the interns gain practical work experience,

(CONTINUED on page 6)

Department Issues Comprehensive Aid Program Directory

The first comprehensive directory of every assistance program available to New Jersey communities from federal, state and independent sources has been prepared and released by the Department.

The 173-page publication, titled "Advice and Assistance Programs for New Jersey Local Governments," lists 408 different assistance programs organized according to 12 functional categories. With cross references, more than 2,000 entries are included.

The directory was prepared by Dr. Julius J. Mastro, associate professor of political science at Drew University, under the Community Development Training program of the Department's Division of Local Finance. It was funded by state aid training appropriations. Mastro has served since 1967 as a councilman of the Borough of Bernardsville in Somerset County.

Commissioner Paul N. Ylvisaker said the directory was designed to assist both government officials and community leaders.

"With the growing number of assistance programs from both government and private sources, many local officials have found it increasingly difficult to locate the kinds and sources of funds available for meeting their own particular needs," he said. "This directory, hopefully, will provide them with that kind of assistance."

Ylvisaker said the directory has been arranged according to functional categories, rather than by state department titles, "so that local officials can locate all available sources of aid by checking the particular problem area that affects their agency or organization."

The 12 categories are: agricultural development services; conservation, recreation and environment; economic resources development; educational resources; general community services; health and sanitation; housing and ur-

(CONTINUED on page 6)

Studies Assess Police, Recreation, Public Works Operations

Administrative studies on a variety of specific municipal operations have been completed by the Department for Moorestown (Burlington County), Sayreville and Highland Park (Middlesex County), Brick Township (Ocean County) and Ringwood (Passaic County).

The studies were prepared by the Department's Office of Community Services at the request of each locality.

Separately conducted studies of the Moorestown and Sayreville police departments yielded similar findings.

The studies recommended that the two police departments be reorganized so that more responsibility would be delegated to staff officers, freeing police chiefs to handle important long range planning and policy matters. The chiefs are now directly responsible for routine administration, operations and personnel.

In both cases, it was proposed that the police departments be reorganized into three divisions corresponding to administrative, investigative and patrol functions.

Moorestown now has an "adequate level of police services" but it can expect the demand and need for police services to increase as the community grows, according to its report.

Sayreville, which is already experiencing increased police service demands, is understaffed, the study said. Its manpower level is lower than the national and regional average for cities of 25,000 or larger.

The studies said that both communities need new police stations. The departments are now housed in municipal buildings.

The Moorestown study was conducted by Daniel J. Spisso, Director of public safety in East Brunswick. The Sayreville study was done by George W. Parcels, a retired New Jersey State Police captain.

Both studies were conducted through the Department's Municipal Personnel Interchange program, under which the Department arranges for experienced local officials to act as consultants to other communities. The Department usually reimburses the lending community for the official's time.

A recreation study for Brick Township proposed that its recreation department give wide publicity to existing township recreational activities so that

more people will know about them and participate in them. It also suggested some ideas for additional activities.

The township's coastal location and natural recreational assets make it popular both as a seasonal and permanent residential community, the report said. It pointed out the township's proximity to the Atlantic Ocean and its beaches, Point Pleasant, Barnegat Bay, and municipal, county, state and federal parks.

The study urged the recreation department to capitalize on these assets, as well as on opportunities offered by schools, churches, private clubs and commercial recreation in planning programs for the community.

The study was conducted by Miss Annabelle Story of the Department's Division on Aging.

The Highland Park study covered public works operations — the first in that field prepared thus far by the Department. It was conducted by John T. McCann, borough engineer for New Providence (Union County), through the interchange program.

The study suggests efficiency improvements in the public works department of Highland Park — which is described as "an exceptionally fine and reasonably well-maintained community."

These suggestions include revisions in the schedule and routing system for refuse collection to enable personnel and equipment to handle other necessary maintenance duties, such as leaf collection, street cleaning and snow removal.

Trenton Model Cities Plan Funded

Trenton has become the first of New Jersey's nine Model Cities to receive federal funds for putting its program into operation.

The U.S. Department of Housing and Urban Development (HUD) announced last month that Trenton would receive \$1,768,000 for the first year "action phase" of its program. Trenton's plan was submitted to HUD last December.

The Community Affairs Department, which administers a state program of financial and technical assistance to cities participating in the Model Cities program, has granted Trenton \$49,800 in planning funds. It has also allocated the city \$234,500 in state aid execution funds, plus \$239,495 for specific programs. Three other state departments

Ringwood's transformation from a "rural summer recreation community to a growing suburban community" is increasing the demand for services and creating new problems that require the attention of a full-time administrator, that study concludes.

The municipality is now operating under a part-time mayor-council form of government. A full-time administrator would handle personnel, budgeting and purchasing operations and would allow the council to devote more time to policy and legislative matters.

The report calls for adoption of administrative and personnel codes. It also points to the need for a new municipal building.

The five studies are the latest efforts by the Department to develop a series of guides that can be used by communities of similar size for solution of similar problems, said Herbert Rosen, deputy director of the Office of Community Services.

The Department has produced 40 studies in the last two years for 30 municipalities and one county. Additional studies are under way in 18 municipalities.

Previous studies have examined personnel policy, code enforcement, the feasibility of consolidation, and capital planning and purchasing procedures.

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

have earmarked a total of \$677,254 in program funds for use by Trenton's Model Cities agency.

In announcing the federal award, Floyd H. Hyde, assistant secretary of HUD and administrator of the Model Cities program, praised New Jersey state government for the assistance it had given Trenton.

Hyde said, "The involvement and commitment of the State of New Jersey to the Trenton Model Cities program is an outstanding example of state and local cooperation... This coordination and cooperation between the various branches and levels of government exemplifies what we are trying to do in the Model Cities program."

Outreach Centers Guide Minority Workers Toward Apprenticeships

The lights burn late these days in a small storefront building on Monticello Avenue in Jersey City's black community.

Inside, 21 black youths are boning up on basic mathematics, problems in verbal reasoning, and blocky three-dimensional constructions drawn in different positions. These are the elements of aptitude tests — devices with which many of the youths may be unfamiliar.

Sometimes the youths sit down one at a time with an adult — someone each knows from his own neighborhood — and together they go through a mock job interview. The youths learn what they should and should not say. They learn how to present good impressions and to put their best foot forward.

The 21 youths are attending special classes aimed at preparing them to become apprentice electricians.

The electricians' union, like most unions, selects its apprentices by means of aptitude tests and oral interviews. The purpose of the classes is to familiarize the youths with tests and interviews so that they are more likely to succeed when they present themselves for admission to the union's apprenticeship program.

The Jersey City storefront center is one of three such centers established recently in inner-city neighborhoods jointly by the Departments of Community Affairs and Labor and Industry under their Apprenticeship Outreach Project. The other two are in Camden and New Brunswick. All three opened on November 1.

The project's aim is to recruit, tutor and place members of minority groups as apprentices in the building trades unions.

Donald J. Cogsville, administrator of the Community Affairs Department's community enterprise program, said he expected that the centers could prepare 350 minority youths from an 11-county area to enter apprenticeships within the next year.

The one-year project is being financed by a \$200,000 grant from the Ford

Foundation. The two departments submitted a joint proposal for the grant.

Operating responsibility for the centers has, in turn, been subcontracted to the Joint Apprenticeship Program of Brooklyn, N. Y., a nonprofit agency now operating 53 such centers in 16 cities across the country, including Newark.

The Joint Apprenticeship Program was established by the A. Philip Randolph Education Fund and the Workers Defense League, organizations which have been active in developing job opportunities for minority groups.

Ernest Green, director of the Brooklyn-based organization, said that its Newark center (which is not part of the Apprenticeship Outreach Project) has already placed 160 black and Puerto Rican youths into building trades apprenticeships. The center has been operating for two years.

Even with these efforts, Cogsville said, only about 5 per cent of the registered building trades apprentices in New Jersey are minority group members. He added that eight of New Jersey's building trades unions have no minority apprentices at all, and four unions have three or fewer.

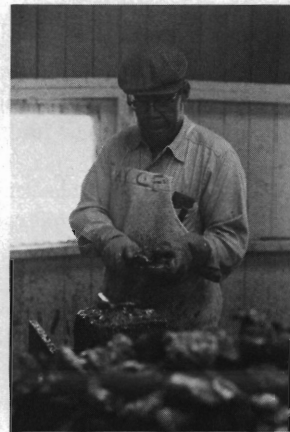
Cogsville said the outreach project would hire and train adults living in the neighborhood to run each of the centers. He said Green's organization would train the local staff in publicizing the program, selecting youths to be trained, tutoring them, placing them and giving them follow-up counseling.

From 10 to 30 apprentice candidates are to be enrolled in each class, which meets for two hour sessions four nights a week for four to six weeks, depending on the trade for which they are preparing. The candidates are all high school graduates — a prerequisite of most unions.

In addition to the classroom preparation, Cogsville said, the centers will help the apprentice candidates assemble necessary records and job references, and would involve the applicants' families.

"The increased participation of minority group members in the management and ownership of business is essential," Governor Richard J. Hughes said in his Annual Message last January. To that might be added the need for increased minority participation in the skilled trades. "Without a decent job," the Governor told the Legislature last year, "no man can live in dignity, provide a meaningful life for his family, or realize his dreams for his children."

The two stories on these pages describe efforts of the Department to carry out these important goals of state policy.



Self-Help Oyster Venture Hopeful

Twenty-eight Delaware Bay shell fishermen have formed a cooperative business venture in the hope of reviving one of New Jersey's most depressed rural communities — Shell Pile.

Their main assets are determination and their years of experience in cultivating and harvesting oysters from creek beds and the silt bottom of the bay.

But their efforts have earned them support from many quarters, including the Community Affairs Department, other state and federal agencies, a local bank, a midwestern seafood distributor, and the state chapter of the National Association for the Advancement of Colored People.

The group, the New Jersey Tongers Cooperative Association, is black-owned

and operated, but includes some whites. Formed four years ago to collect oysters for sale to processing plants, it now operates its own processing plant and has plans to expand into marketing.

The Delaware Bay oyster business was severely crippled by a bacterial blight in 1957. Although the oysters are now free of contamination, the industry never recovered.

Shell Pile, a squalid dirt-road settlement at the mouth of the Maurice River in Cumberland County, has been described as "a sort of black, waterfront Appalachia." Several hundred blacks live there, in decaying clapboard row houses, many of them abandoned, some of them burnt out and collapsing. Inhabitants use outdoor privies and pump and carry their drinking water.

The Department's role in the Tongers' venture has been the development of managerial capability. It has provided

the cooperative a \$23,155 grant to hire an interim office manager and accountant, pay for auditing and legal services, and train one of its own members to manage the business.

The other governmental agencies and the bank furnished grants and loans for purchase of facilities and working capital. The seafood distributor provides a market for the processed oysters. The NAACP helped the cooperative to organize, and the state NAACP president, Mrs. Irene Smith, is its office manager.

Ralph H. Butler, president of the cooperative, said he has added 22 Negro shuckers to the payroll since the start of the oyster season two months ago, when the processing plant went into operation. He said most of them worked in the evening, after completing their day's work in commercial oyster houses.

The tongers work from boats, lifting the oysters from the bay with long tongs. They deliver them in burlap sacks to the plant, where shuckers remove them from the shell and grade them by size. The shelled oysters are given an air-and-water bath to remove sand and other particles, then are packed raw into gallon cans and refrigerated for shipment.

The tongers and shuckers earn piecework wages for their labor. The processed oysters are sold under contract to the distributor, who pays a predetermined price per gallon.

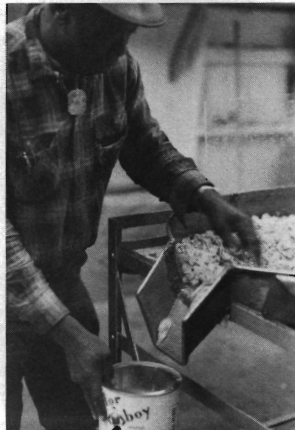
The local representative of the federal Farmers Home Administration has estimated that the cooperative will produce 20,000 gallons of oysters during the current nine-month season, earning a profit of \$35,000.

"That will help us expand and provide more work," Butler said.

Mrs. Smith said the cooperative was hoping to market the oysters under its own brand.

Butler said the cooperative was also exploring the leasing of commercial oyster beds for dredge harvesting — a method he said was more efficient than tonging, but yielded lower quality seafood.

"The Tongers are developing a competent business," said Donald J. Cogsville, administrator of the Department's community enterprise program, under which the grant was made. "They're breathing new economic life into their area, and reviving hopes that at last it may have a future."



FROM SEA TO STORE SHELF — These pictures describe the various phases of the New Jersey Tongers Cooperative Association's oyster processing operations. Clockwise, from left: harvested oysters are brought to the plant by the tongers ... where they are shucked and sorted by size ... washed and drained ... packed into cans and refrigerated ... and shipped under contract to a distributor, with whom Office Manager Mrs. Irene Smith is in frequent telephone contact.

Local Finance Division Disbursing Urban Aid Appropriation

Three of New Jersey's six largest cities have been awarded a total of \$6,986,233 from a one-time legislative appropriation for urban aid and public employee salary increases.

James A. Alloway, director of the Department's Division of Local Finance, who is administering the \$12-million appropriation, said that the six cities have now submitted applications for the full amounts allocable to them under provisions of the law. He said decisions on the pending applications would be reached shortly.

In its original form, the law provided for appropriation of \$12-million to be distributed to the six cities for "upgrading and augmenting programs and facilities for disadvantaged persons in the fields of education, public health, public safety, recreation and libraries." The

Legislature later amended the law to permit the cities to use the funds for the additional purpose of increasing the pay of public employees in these fields.

The Division of Local Finance was designated to receive the cities' applications. Final approval is contingent upon the approval of that division director, the Director of the Division of Budget and Accounting in the Treasury Department, and the Legislative Budget and Finance Director. The Commissioner of Education also reviews and approves proposals relating to education.

The proposals approved thus far are as follows:

► Jersey City, \$1,764,624 for pay raises to public safety employees. This is the full amount allocable to the city.

► Newark, \$2,842,963 for pay raises to policemen and \$2,131,109 for pay

raises to firemen. An additional \$431,112 is allocable to Newark.

► Paterson, a total of \$247,537 for eight different inner-city summer projects and for demolition of hazardous condemned buildings. An additional \$658,645 is allocable to Paterson.

Paterson's projects, conducted last summer, included two general community center programs, a youth games program, a portable swimming pool program, special instructional programs for kindergarten children in reading and arithmetic, an evening pediatric care center program, and a broad community education program on narcotic addiction.

The remaining three cities and the amounts allocable to each are: Trenton, \$1,860,129; Camden, \$1,275,244, and Elizabeth, \$788,637.

Alloway said the six cities had submitted a total of 39 different proposals for the use of the funds allocable to them. Of these, he said, 13 were for public employee pay increases and 26 for programs and facilities for the disadvantaged. However, he said, the vast bulk of the funds were being requested for salary increases.

He noted that all six of the cities had requested some funds for salary increases, and that two of the six had submitted applications exclusively for pay raises.

More Than 1,300 Programs Examined In Study of Federal Aid to New Jersey

A comprehensive study of federal aid to New Jersey, which examined more than 1,300 separate financial and technical assistance programs, has been completed by the Department's Office of Program Development.

The principal author of the study is Elmer S. Reinthaler, supervising program development specialist.

In the Introduction and Summary of the study, released this month, Reinthaler said, "Although the information contained in this study is a matter of public record, to our knowledge this is the first time it has been drawn together from the myriad of sources."

The study is organized into 14 chapters, each dealing with a major category of federal aid. The organization follows that of a study published last year by Congressional Quarterly magazine.

The categories are as follows: Public assistance, highways, agriculture, education, public health, antipoverty, National Guard, food distribution, unemployment insurance, urban development and public works, veterans' benefits, conservation practices, vocational rehabilitation, and child care.

Reinthaler said, "Much has been said about the 'information gap' concerning overall information on federal aid programs, and the confusion that officials experience in trying to discover what programs exist and what funds are avail-

able. It is hoped that this study will bring some order out of the confusion."

According to the study, New Jersey state and local governments and institutions received \$417-million in federal aid during fiscal year 1967.

On a per-capita basis, New Jersey's receipts were lower than those of all the other States and the District of Columbia. As a percentage return on total federal taxes collected within the State, New Jersey ranked 46th out of the 50 States.

Reinthaler pointed out that lack of available matching funds, small physical size and lack of educational and health facilities were factors contributing to the State's limited participation in federal aid programs. He added that some major aid programs, as well as distribution formulas, do not benefit urban States such as New Jersey, although the State is attracting a better-than-average share of federal aid under the newer, growing urban development and anti-poverty programs.

The main part of the study and a detailed appendix listing the 1,300 programs analyzed are awaiting publication. The Introduction and Summary is available free of charge from the Office of Public Information, New Jersey Department of Community Affairs, P. O. Box 2768, Trenton, N. J. 08625.

Ylvisaker Named To University Body

Commissioner Paul N. Ylvisaker has been named to a newly-formed advisory committee on the social sciences by Drew University in Madison.

The committee, one of four created by Drew President Robert F. Oxnam in various academic fields, will report semi-annually to the university faculty, administration and trustees.

Oxnam said he expected the committees to serve as "sounding boards for improving teaching, research and administrative practices, and to assist in developing relationships which may lead to public or professional recognition and financial support."

Forty-seven persons are serving on the committees, which were provided for under new bylaws adopted last June when the university revised its charter.

Workbook to Be Citizen Planning Tool

A "Planning and Design Workbook for Community Participation" has been prepared for the Department as part of a new program to increase the effectiveness of Model Cities neighborhood councils and other community-based groups in making physical changes in their neighborhoods.

Prepared by Princeton University's Research Center for Urban and Environmental Planning, the workbook is an outgrowth of Princeton's urban development program. This program was financed with \$108,000 in grants from the Department, with additional funds contributed by the university.

Alan Mallach, who heads the Department's Community Development Planning program, said that the Department would begin contacting Model Cities councils and other community groups about the program in the next month.

"Because the workbook method is untried," Mallach said, "its use will be limited, at first, to a small number of groups so we can determine the kind of technical assistance required to use the program most effectively."

The 592-page manual sets forth a step-by-step method for community groups to use in developing and implementing proposals for large scale neighborhood planning, individual site planning, and interior dwelling-unit design.

A formula for evaluating proposals in terms of what can be accomplished with available funds is included.

One of the program's basic aims, stated in the workbook, is to equip community residents with the skills to

communicate their requirements to professional architects, engineers, and planners with greater precision, and to improve the community's ability to evaluate professional services.

Mallach said the Department would assist groups in the use of the workbook to "make possible a genuine and responsible participation by community groups in the planning of their neighborhoods and the development of housing in their communities."

He added that the program "can serve as a means of educating groups to assume a strong role in dealing with government agencies on planning and housing programs." He said its methods could be adapted to other program areas as well.

DIRECTORY from page 1

ban renewal; manpower resources development; police, law enforcement and public safety; public administration, governmental services and administrative planning aids; transportation and traffic control, and welfare and rehabilitation.

Each of the 12 chapters includes a listing of agencies that offer programs in this field, a brief description of each program naming the agency to contact, a bibliography on the subject, and a listing of other organizations in the field.

Ylvisaker said the directory would be updated periodically.

Copies are available to the public at \$3.00 each from the Office of Public Information, New Jersey Department of Community Affairs, P.O. Box 2768, Trenton, N.J. 08625.

INTERNS from page 1

but they will have to integrate this experience into their academic curriculum.

"The program will also encourage the colleges to play a more active role in the problems of their communities."

The new phase of the program is being funded through the Department's state aid appropriation for the summer intern program. Contracts totaling \$18,193 have been signed with the four colleges to pay the interns.

Under terms of the contracts, the colleges will select the interns and arrange for appropriate academic work and recognition. The Department will develop many of the work assignments and will pay intern stipends.

Five interns from Stevens Institute of Technology, Hoboken, have already begun working in a youth center program sponsored by North Bergen Township (Hudson County). Those from other schools will begin their assignments in February.

The other schools, each of which will have 10 interns participating in the program, are the Newark College of Engineering; Upsala College, East Orange; and Jersey City State College.

The Newark College of Engineering students will work in municipal engineering positions in the Newark area. The Upsala students will be assigned to local governments and community development agencies throughout Hudson, Essex and Bergen Counties. The students from Jersey City State will work in similar jobs within Hudson County.

The colleges will submit evaluations to the Department at the end of the semester.

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