

# OPPORTUNITY

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

The urban ghettos of America are growing at a rate of 500,000 Negroes a year; while the suburbs are absorbing only about 40,000 Negroes a year. In commenting on these phenomena, Community Affairs Commissioner Paul N. Ylvisaker said:

"If we don't change this our major cities in 15 years will be predominantly Negro. The cities may well become a kind of Sherwood Forest, a prison for the people who live in them and a dangerous place for outsiders. The great unanswered policy question is how to stop the growth of ghetto areas in cities across the country."

In testimony before the Senate-House Economic Committee, Commissioner Ylvisaker said, "The saddening prediction is that even to keep ghettos at their present size—which is too big—it will require that 500,000 Negroes must move into white suburban neighborhoods each year."

## ***Nine Communities Seek Model City Grants; Jersey Entries Are Innovative, Imaginative***

Nine New Jersey communities have applied for first round Model Cities planning grants, totaling more than \$1 million. They are: Newark, East Orange, Jersey City, Perth Amboy, Orange, Trenton, Camden, Hoboken and Atlantic City.

The Model Cities and Metropolitan Development Act, signed by President Johnson on November 3, 1966, is a major attempt to improve city life through a comprehensive and coordinated attack on the social and physical problems in slum and blighted neighborhoods. Administered by the Federal Department of Housing and Urban Development (HUD), the legislation provides for increased job opportunities, improved education, increased low and moderate income housing and improved health and welfare programs.

HUD is expected to choose from 60 to 70 Model Cities from among an estimated 150 to 200 applications. Each designated "Model City" will share some \$10 million in HUD planning grants to continue developing its particular proposal over the

next 9-12 month period, if Congress appropriates the money.

Nearly all of the New Jersey applications were prepared with the assistance of the Department's Office of Community Services or its predecessor, the Governor's Task Force on Model Cities and Metropolitan Government.

The Task Force, originally proposed by Assistant Commissioner Joel H. Sterns, was created by Governor Richard J. Hughes shortly after the Model Cities Act became law. It was designed to make available to New Jersey communities the resources of the State to assist them in preparing Model Cities applications.

The Task Force was absorbed by the Department of Community Affairs in March of 1967. Since then, its functions have been performed by the Office of Community Services.

For its role in assisting communities in preparing Model Cities applications the Department received one of ten Urban Development Inter-governmental Awards presented by

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## ***Community Interns Hold Summer Jobs With N.J. Agencies***

Seventy-seven undergraduate and graduate students are working this summer in City Halls, County Courthouses, State agencies and antipov-erty organizations throughout New Jersey.

The students, selected from among more than 400 applicants, are the first recipients of summer internships sponsored by the division of training of the State Department of Community Affairs. The program, called Interns in Community Service, is designed to prepare qualified college students for careers in state and local government.

It is the only State-sponsored and financed community intern program in the country.

"The Community Affairs intern program is a limited demonstration in the creative use of summer employment," said Paul N. Ylvisaker, commissioner of community affairs. "Its purpose is twofold: one, to demonstrate how the bright young minds of New Jersey—through challenging, real work experiences—can make genuine contributions to our State's communities; and second, to attract these energetic members of the Dr. Spock generation to careers in local and State government."

Ylvisaker said the 77 interns, who began work on June 26, are holding meaningful jobs in 15 municipal governments (26), three county governments (4), six community action (antipov-erty) agencies (9), the Department of Community Affairs (22) and eight other State agencies or State-connected organizations (16).

The interns—57 men and 20 women—work regular 40-hour weeks, earning salaries based on the regular Civil Service pay scale for student assistants, ranging from \$1.75 an hour for college freshmen to \$3.00

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 an hour for graduate students.

Ylvisaker said the interns are helping to fill the "manpower shortage that exists among governmental and civic agencies alike" and are testing "their vitality and their ingenuity against the problems" of communities.

"There isn't a municipality, county or school district, a State or Federal agency I know that isn't hurting for want of qualified personnel," the Commissioner told the interns in special orientation ceremonies in Trenton. "And the manpower squeeze is just beginning. Community affairs are the growth area of America's public and private business. Demand has already outstripped supply, and the gap is growing at an exponential rate."

Ylvisaker added, however, that the problems of communities go "far beyond the matter of numbers . . ." He said communities "are hurting more for lack of ingenuity and enterprise and ideas and staying power . . .," stating:

"America has arrived at the age of public purpose—the time when the pursuit of private happiness cannot succeed without the purchase of public goods. Foul air catches up with us even in our suburban retreats; and if the fumes don't get you, the jetports will. . . . But we have arrived at this age of public purpose only half prepared . . ."

He urged the interns to answer the call to develop "the attitudes, the policies, the strategies, the measures of cost and benefits and performance that are necessary to do the job" and promised that those who do "will find a more open territory for your energies and ingenuities than the pioneers of the westward movement."

Ylvisaker said the interns reside in 37 New Jersey communities in 18 of the State's 21 counties. Of the remaining 10, eight are from New York, one is from Pennsylvania and one is from Puerto Rico. Five of the ten out-of-staters attend New Jersey colleges or universities.

The interns, ranging in age from



**COMMUNITY INTERNS**—Community Affairs Commissioner Paul N. Ylvisaker addresses the Department's first contingent of Interns in Community Service in outdoor orientation ceremonies in Trenton earlier this summer. At left of Commissioner (l. to r.) are Donald B. Edwards, project director, Bryan Baxter, assistant director, and James Blair, deputy director of the division of training, which sponsors the program.

17 through 32, comprise 49 undergraduate and 28 graduate students. They attend 36 colleges and universities, including nine New Jersey institutions of higher learning: Rutgers, Princeton, Seton Hall, Princeton Theological Seminary, Fairleigh Dickinson, Trenton State, Glassboro State, Drew and St. Peter's.

According to Thomas B. Hartmann, director of the division of training, the interns are working in many diverse areas of local and State government, including local administration, planning and engineering, community relations, municipal law practice, health, welfare, manpower development, Federal grant coordination, local finance and antipoverty activities.

They received concentrated introductory training for their jobs at a special day-long orientation and training session in Trenton a week before starting work. During the summer, they also have participated in a series of special seminars, each headed by an expert in community or urban affairs.

The 15 municipalities receiving interns are: Newark (5), Jersey City (5) Elizabeth, Plainfield and Woodbridge (2 each), and Bayonne, Camden, East Orange, Morris Plains, New Brunswick, Paterson, Perth

Amboy, Princeton, Teaneck and Trenton (one each). Interns also work in Bergen (2), Mercer (1) and Somerset (1) County governments.

Interns are also assigned to the following antipoverty agencies: Bergen County Community Action Program, Inc. in Hackensack (1); Atlantic Human Resources, Inc. (Atlantic and Cape May Counties) (3); United Community Corporation, Inc. (UCC) in Newark (2); United Progress Inc. (UPI) in Trenton (1); Middlesex County Economic Opportunity Corporation (MCEOC), in New Brunswick (1); Monmouth Community Action Program (Monmouth County) in Long Branch (1).

State agencies receiving interns are: Department of Community Affairs (22), New Jersey Community Action Training Institute (CATI) (1); Division on Civil Rights (7); Governor's Conference Study on State-Urban Relations (1); Musto Commission on County and Municipal Government (1); Office of the Governor (1); New Jersey Education Association (2); Princeton University Multi-Discipline Research Team (1); Student Migrant Health Project (Health Department and New Jersey College of Medicine and Dentistry), (2).

## 'Adam and the Roof' Oust 'Dick and Jane' In A Newark Ghetto

The kids in at least one Newark ghetto neighborhood no longer read about the antics of Dick and Jane and Spot and Puff in the middle class environs of suburban America.

Instead, they read about their friend and neighbor, Adam Murray, a young Negro boy who lives and plays and goes to school in one of the city's most impoverished and neglected neighborhoods.

For Adam has replaced Dick as the central character in a new elementary school reader entitled "Adam and the Roof," prepared by and for the students of Camden Street School, a decaying 84-year-old building in the heart of Newark's Central Ward. The reader is an outgrowth of Project DUE—Design for Urban Education—a pilot anti-poverty program attempting to launch a many-faceted attack on the educational deficiencies of inner-city youth.

The program, financed for about \$325,000 under the Elementary and Secondary Education Act, is co-sponsored by the Newark Board of Education and the Graduate School of Education of Rutgers, the State University.

Two weeks before sections of Newark's Central Ward exploded in riots, OPPORTUNITY visited Project DUE's storefront Child-Parent Center at 37 16th Avenue. The visit was designed to assay the success of the project, which is attempting to meet the educational deficiencies of ghetto youngsters. Although the center had been operating for only a short time, Dr. Maurie Hillson, its director, was convinced that the "storefront" office had succeeded. When the disturbances erupted, the Center, located in the heart of the riot-torn area, continued to provide services to residents. After the violence had subsided, Dr. Hillson's original estimation had been reaffirmed; the Center had been spared.

According to Dr. Maurie Hillson, director of Project DUE, the reader was developed as part of the program's attempt to create new "contact curriculum" materials—those with which the children of the ghetto can make "contact" and through this, learn to read more effectively.

"The reader was based on the people, the language and the stories of the neighborhood," said Dr. Hillson. "This approach is valuable in that the students are able to recognize themselves and their neighborhoods and, once having made contact, to be motivated to read."

Hillson said the book was based on the experiences of neighborhood youngsters (A hike along a back-

yard roof by Adam and his friends) in their own neighborhood (Camden Street) and was written in the language the children used when asked to describe the photographs of themselves at play. To this extent, some of the dialogue in the reader is colloquial and ungrammatical (We'll hold on so it *don't* shake" and "You know she *don't* like you to play up there.")

The theory, Dr. Hillson said, is this: the greater the distance between a child's accustomed language and experiences and the language and experiences presented to him in a reader, the greater will be his difficulty in learning to recognize printed words and in relating them to his own experiences.

"Instead of discovering that reading is a meaningful and exciting activity, low-income children all too often find that the materials with which they are expected to learn to read describe events that have little resemblance to the events of their daily lives. We are currently developing reading materials that are accurate reflections of the neighborhood in which the Camden Street School is situated.

Although the reader has generated much interest among teachers and students alike, it is only one of many facets of Project DUE.

Prof. Francis Purcell, professor of education at Rutgers and project coordinator, said the program has attempted to mobilize all available resources—of the school, of the city, of the neighborhood—to improve the educational deficiencies of ghetto youngsters.



**CHILD-PARENT CENTER**—This storefront center of Project DUE, located at 37 16th Ave. in the heart of Newark's Central Ward, provides easy-to-reach services for neighborhood residents. The center was spared of violence during the July disturbances in Newark.

Since the program began in October of 1966, Purcell said, about 2,500 families have been reached by some phase of Project DUE, which has recently been refunded for another year.

"Our effort was to make Camden Street School a community school," Professor Purcell explained, "offering a multitude of social services in the field of education, social welfare and other related areas."

He said the Camden Street School was chosen because it is located in an area of the city with "all the worst characteristics of the slum—high unemployment, low-income, population density and segregation." In addition, he said, a new kindergarten to fourth grade school, scheduled for occupancy by September of 1968, is now being built around the original Camden Street School—offering an opportunity for the program to develop new curricula and teaching methods in time for its opening.

With a staff of only 16 paid professionals and some 48 volunteers, Project DUE has offered a host of social services to residents of the area. In less than a year, project community workers have revised the school's curriculum, initiated a new kind of "team teaching" system, created new reading materials (including the new elementary reader), experimented with new mathematics teaching techniques, deployed volunteer tutors to assist students with special problems and proposed an in-service education program to train Newark teachers to teach ghetto youth.

In addition, a welfare union has been organized to serve the welfare mothers of the neighborhood. Also, ten self-help parent education groups, composed of about 150 mothers and fathers of Camden Street School students, have been formed to "determine the egregious problems of the community and how to meet them," Dr. Hillson explained.

Purcell said some 40 members of the Council of Jewish Women of Essex County have volunteered to assist in four areas of the school:

social services, tutoring, cultural experiences and the creation of curriculum materials. The women receive special training for their jobs, Purcell said, but they are "mostly learning through doing."

One social broker, for example, told of helping a 17-year-old Negro girl find employment through the Newark Neighborhood Youth Corps, an antipoverty program offering job and educational training to youths 17-21.

"I went down to her door with an aide, telling her about the program and seeking out problems we might be able to help her with," said Mrs. Bernard Bachman, the broker, "She was out of school, out of work and living in a foster home at the time. With our help, the girl was enrolled in a Neighborhood Youth Corps she might never have heard of."

Other project volunteers include two Rutgers students, three community action intern trainees and eight visiting homemakers (plus a volunteer staff of undergraduate workers).

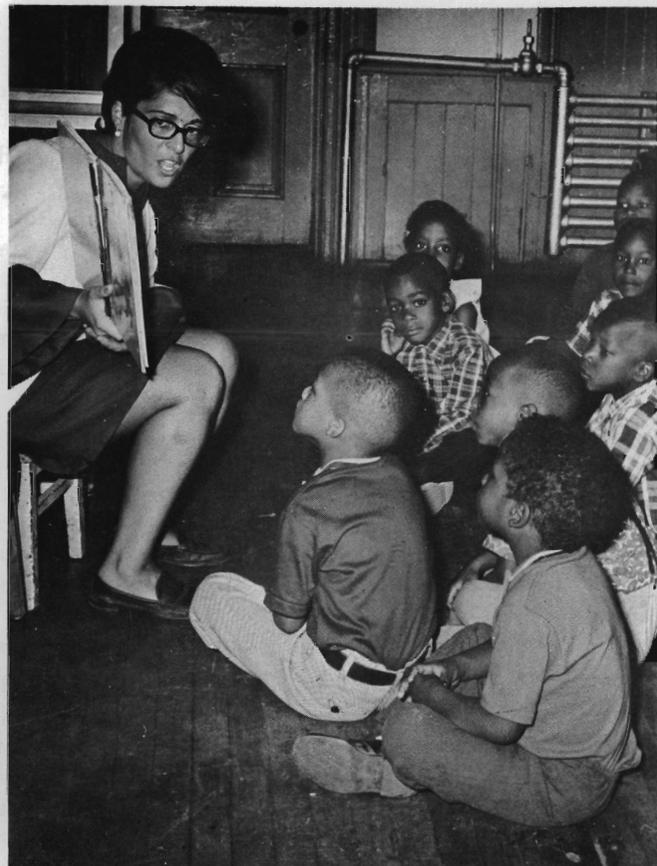
Recently, Project DUE opened a storefront Child-Parent center on 16th Avenue—about a block from Camden Street School—in an attempt to bring its services directly to the people in a neighborhood setting.

"The school building itself is often an ominous institution to many low-income parents who hesitate to enter it, even if they need help," said Purcell. "As a result, we decided to open a highly visible center so people could come in off the street for concrete services."

Has the storefront center been successful?

Says Hillson: "There has been more action going on here in the storefront than anywhere else. At least seven to ten families a day come in seeking some kind of aid.

"The community school is one which fairly addresses the problem of the inner-city slum and does not hide behind chain-link fences and carry on an educational program internally which is unmindful of what is occurring outside its gates."



*PRE-SCHOOL CLASS — Pre-school youngsters from Newark's Central Ward receive daily training in reading at the Camden Street School, where Project DUE personnel are experimenting with new "contact curricula" techniques in teaching. The techniques are designed to make "contact" with the children of the ghetto and aid them in wanting and learning to read.*

## **State's Housing Finance Agency Is Now Accepting Applications For Middle Income House Units**

New Jersey's middle income housing program is moving steadily forward.

Joel H. Sterns, assistant commissioner in charge of housing, has announced that the new State Housing Finance Agency is now accepting applications for middle income housing proposals. He said the agency would attempt to announce initial approvals in November.

The HFA, created by new Community Affairs legislation, is an independent body within the Department of Community Affairs. It is empowered to sell tax-exempt revenue bonds and to use the proceeds to make below-market interest loans to qualified local housing sponsors. These sponsors—nonprofit or limited profit corporations formed by civic groups, churches, labor unions and the like—would construct and usually manage the housing.

Sterns said at least 10 groups have already expressed interest in developing housing proposals. Among the groups that have approached State housing officials are several from Newark and Trenton, and one from Elizabeth, Princeton and New Brunswick.

Sterns added that the first projects financed by the agency could be under construction by next summer, with the first tenants being moved in within 18 months. He urged local groups to discuss any housing projects with other community groups to build a wide base of community support.

He also asked the groups to assemble as much data as possible on the moderate income housing market in their communities, including housing availability, demand and rental costs. He said the Department's intention is to tie in housing construction and rehabilitation with other programs of the Department, other state agencies and the federal government, including manpower training, educational services, relocation assistance, code enforcement, urban renewal, equal opportunity in construction work, rent supplements and planning.

Another law approved as part of the new Community Affairs legislative package is the Demonstration Grant Law, which creates a revolving fund from which the Commissioner can make grants for projects demonstrating new techniques and materials of housing construction. The fund would serve as "front money" or "seed money" to launch imaginative housing proposals and to attract federal and other sources of mortgage financing.

"The State will attempt to attract funds from the private sector and from the Federal government for the revolving fund," Sterns said. "Only through this multiplier process can the program hope to parlay its State supplied financial resources into a total sum large enough to make an appreciable dent in the middle income housing need."

According to Department estimates, there is a middle income housing need in New Jersey of 100,000 units.

Also under consideration is the formation of a state-wide urban development corporation, which would initiate housing projects throughout the State. The units would be constructed with federal mortgage financing, realizing substantial economies both in time and money because of the single sponsoring agency. The corporation also would provide technical assistance to the local groups managing the completed projects, with social services being furnished at State expense.

(Copies of the six new Community Affairs laws, including the two housing bills, are available on request from the Department's Public Information Office. Applications for middle income housing proposals also are available. Requests should be addressed to: Department of Community Affairs, Public Information Office, Box 2768, Trenton, New Jersey 08625.)

## **Community Affairs Department Forms State Model Cities Plan**

New Jersey is the only state to establish the equivalent of a State Model Cities Program.

The program, formulated by the Department of Community Affairs, will provide financial and technical assistance for certain communities that are not selected as Federal Model Cities. At Governor Richard J. Hughes's request, the State Legislature appropriated \$250,000 for the program. The money will be distributed by the Department after the Federal grants are announced.

Under the Model Cities and Metropolitan Development Act, an estimated 60 or 70 "model cities" will share some \$10 million in first-round planning grants to continue developing their proposals over the next 9-12 month period. In addition, the Federal Department of Housing and Urban Development (HUD), which administers the program, is seeking an additional \$12 million in second-round planning grants for communities that did not apply for first-round grants by May 1.

Nine New Jersey communities have already applied for first-round grants. The State Model Cities plan would permit some of those cities that are not selected for first-round grants to continue planning and therefore remain eligible for second-round planning grants.

After second-round grants are announced, HUD plans to distribute several million dollars in "execution" money—money which the designated "model cities" would use to "execute" their plans. Appropriations for all stages of the program are pending approval of Congress.

Without State Model Cities money, New Jersey communities not selected for first-round grants would have been eliminated as potential "model cities" because of the lack of federal funds. Also, it would mean that the efforts made by these communities in preparing Model Cities applications would have been wasted.

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HUD "for outstanding contributions to intergovernmental relations. . . ." According to HUD, the award was presented to the Department "for its technical assistance program to help communities applying for and working with federally-aided programs, including model cities."

There were 96 awards applications from some 34 States and the District of Columbia.

New Jersey Model City applications point to a wide variety of experimentation and innovation aimed at reducing the problems of the central city. Some of the innovations offered by the cities include:

▶ Developing non-profit corporations for new housing construction, rehabilitation and experimentation. Closely allied with these are numerous proposals to increase home ownership.

▶ Developing new concepts in teaching disadvantaged children. These include holding some classes in non-school settings; greater involvement of parents in the instruction of their children; developing a Masters program in urban education in conjunction with Rutgers University; restructuring the curriculum of disadvantaged area schools so the graduates will be equipped to hold meaningful jobs.

▶ Restructuring municipal government to provide services on a problem-oriented rather than department-oriented basis. Includes proposals to consolidate municipal services in a single umbrella agency.

## **U. S. Welfare Survey Bolsters N. J. Study: Less Than 1% Of Relief Recipients Can Work**

A Federal Government analysis of the national welfare rolls has disclosed that less than one per cent of the 7.3 million Americans on public welfare are capable of getting off relief and going to work.

The analysis was released by Joseph A. Califano, Jr., special assistant to President Johnson.

Its conclusions corroborated a similar study of New Jersey's welfare rolls, completed by the New Jersey Office of Economic Opportunity in February.

The NJOEO study, released as a background memorandum, found that only 1.4 per cent of the State's 187,668 welfare recipients are employable; that is, capable of being trained and educated so they may

eventually support themselves and their families and leave the welfare rolls.

Califano said a "preliminary study of the welfare programs supported by the federal government" attempted to answer "a very simple question: How many persons capable of working are on welfare?"

He said results of the study showed that of the 7.3 million citizens on welfare, "only 50,000 males may be capable of getting off—even if every program, public and private, were adequately staffed and efficiently run."

In comparison, the New Jersey study disclosed that of some 187,000 welfare recipients, only 2,700 or 1.4 per cent are employable.

▶ Developing techniques to make welfare something more than a check-dispensing operation. Also, experimentation with plans for guaranteed annual income, guaranteed annual jobs and the grouping of county and local welfare services under one roof.

▶ Opening new ways for minority group residents to become part of law enforcement agencies.

▶ Using Community Antenna Television (CATV) as a supplemental information source about the community; for example, in dispensing information about jobs, food prices, housing vacancies, etc.

▶ Developing manpower programs

that overcome the shortcomings of available programs.

▶ Establishing Electronic Data-Processing systems to aid cities in gathering and coordinating information from a variety of sources and in using that information as a basis for planning.

▶ Establishing a joint model-cities program between Newark and East Orange, utilizing a jointly-paid staff and establishing a mechanism to provide services to people, even if they cross municipal boundaries.

▶ Establishing health clinics in multi-service centers to operate at hours convenient to target area residents.

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