



III. Recommendations

A. Urban Problems

POLITICAL

- I. *The resources of Newark and urban centers of the State are no longer adequate to cope with the current crises that afflict them. Therefore, the administration and financing of certain basic services, such as the police, should be consolidated throughout Essex County.*

Financial incentives should be provided which are designed to encourage consolidation of services as speedily as possible. However, such financial and administrative consolidation should in no way conflict with effective delivery of service and community involvement at the neighborhood level.

Some Commissioners, while they approve this recommendation, believe that it falls short of what is required in the present circumstances. They believe that the very structure of municipal government in New Jersey, with revenue raising, zoning and planning functions fragmented among 567 municipalities and 578 school districts, is the largest contributing factor to the urban problems outlined in this report. They believe that the power of local municipalities to adopt restrictive land use patterns, which exclude lower income people while attracting industrial and commercial ratables, contributes substantially not only to the inability of the older cities to finance essential services, but also to the steady increase of segregated urban housing and education. In their view consolidation of municipalities and school districts, and regionalized zoning and planning are the essential first steps toward any permanent relief of these parallel sources of urban tension. They fear that if legislative action is not taken to break down the legally condoned barriers which have largely confined the Negro to the older cities these centers of segregation will, despite well intentioned remedial action, become increasingly ungovernable. They recommend legislation, granting State financial incentives to encourage consolidation of municipalities and school districts, and requiring regional control over zoning and planning.

Some Commissioners feel that many municipalities which are now seeking to build new sources of strength and vitality will be deprived of their ability to do so through political consolidation. Therefore, they advocate consolidation of services as a practical and realizable step at this time.

- II. *To help relieve the feeling of Negro powerlessness, both political parties should support the emergence of more Negro candidates and should encourage active participation of Negroes of all economic levels in the political process.*

In any reorganization of the governmental structure, care should be taken to achieve districting with a make-up that will provide opportunity for adequate Negro representation. Efforts to reapportion or redistrict should avoid gerrymandering that favors whites, and districts should so be arranged as to give areas with a heavy nonwhite population an opportunity to be responsively represented.

- III. *The Commission recommends that a special grand jury be called to investigate allegations of corruption in Newark.*

The Assignment Judge of the Superior Court may empanel (2A:71-5; 158-1 et seq.) such a grand jury.

Alternatively the following may be used:

Investigation by the Attorney General (52:17A-5). This can be done by written request of the Governor, an assignment judge, a board of Chosen Freholders or a

County Prosecutor, stating that he wants the Attorney General to take over the role of a prosecutor in some or all of his functions. The Attorney General then has the full power of the County Prosecutor either in all of his functions or in a specific area, depending on the request.

Investigation by a court (40A:5-22). Any judge of the Superior Court may investigate the affairs of a local unit relative to the expenditure of public money. The judge may appoint an expert to pursue the investigation. The governing body of the local unit must request the investigation, or 25 freeholders who paid real estate taxes in the local unit must petition the court, alleging that public money has been unlawfully or corruptly expended.

A law enforcement council approved by, and representative of, both the executive and legislative branches or the State Government, and bipartisan in makeup.

THE POLICE

NEWARK

Personnel Policies

(Designed for Newark, but recommended to cities and communities throughout the state where the principles are applicable)

- I. *All assignments in police departments, including those to the Detective Division, should be made without political interference and solely on the basis of merit, which should be determined through recommendation of superior officers, evaluations based on a formal rating system and, if necessary, a written examination.*
- II. *Police on all levels should be compensated at higher rates. The salaries of Newark patrolmen should be raised to a \$7,800 - \$10,000 range.*

Funds should be appropriated by the City, County, or State to provide adequate compensation for overtime work.
- III. *Greater efforts should be made to recruit policemen from black and Spanish-speaking communities.*
 - a) *Integrated police recruiting teams should be established to work full time. Communities should take the initiative in helping police departments recruit Negro and Puerto Rican personnel, and police departments should co-operate with these efforts.*
 - b) *Recruiters should be sent to Army installations to take advantage of the Defense Department's early release program, whereby a serviceman is released up to three months in advance of discharge to accept a job in law enforcement. Recruiters should visit Negro colleges, especially junior colleges in the South, to attract Negro graduates.*
 - c) *Civil Service requirements should allow a municipality to waive the specified height requirement so as to ease the recruitment of Spanish-speaking personnel.*
- IV. *Qualified Negro lieutenants and captains should be placed in operational command positions, including precinct commands.*
- V. *To free as many policemen as possible for patrol and other professional duties, civilians or paraprofessionals should be assigned to routine tasks not requiring the services of fully qualified policemen.*
- VI. *The Newark City Council should pass an ordinance, as currently authorized by State law, to permit the recruitment of men living outside the boundaries of Newark, so long as they move into Newark within one year.*

Police-Community Relations

- I. *A five-man Board of Police Commissioners, made up of outstanding citizens representing the total Newark community, should be named by the Mayor to receive and review all citizens complaints of police misconduct.*

If the Mayor fails to act, there should be legislation enabling the Supreme Court to appoint such boards. A board should operate outside the structure of the Police Department, be staffed by its own investigators and equipped with subpoena powers. It should have the power to recommend disciplinary action to the police director and to publicize its findings. The police director in turn should be responsible for reporting back to the board within **30** days on what action he has taken.

- II. *The proposal to Provide the Police Department with a canine corps should be abandoned on the ground that the technical benefits such a corps might yield are far outweighed by the hostile response this proposal has evoked in a large sector of the community.*
- III. *The Police Department's Community Relations Bureau should become more active and be given higher prestige.*

Funds should be appropriated promptly for program development, operational expenses and additional staff. Store front police offices should be set up throughout the city, especially in poverty areas, manned jointly by Community Relations Bureau officers and neighborhood residents. The purpose of storefronts is to bring the police and the community closer together, handle neighborhood service problems and aid in police recruitment.

- IV. *Community Relations training for policemen should be improved.*

It should include use of professionally trained instructors; and involvement of the entire force, starting at the top, in intensive small group discussions led by trained psychologists. Ghetto residents should be asked to participate. Every member of the force should take part in such program for at least one week every year.

- V. *Racially integrated radio car teams should operate throughout the city.*
- VI. *Increased use should be made of foot and motorcycle patrols in the high-crime areas of the city.*

The experimental use of both adult and teenage citizens as volunteer foot patrols should be encouraged. Remuneration, if required, should be considered.

- VII. *Every uniformed policeman should be required to wear a name tag as an integral part of his uniform, to be displayed at all times and under all circumstances.*

STATEWIDE

- I. *To upgrade the professional level of police forces throughout the state, the New Jersey Civil Service system should be revised.*

a) Civil Service regulations should be amended to allow for lateral entry on all levels. Recruitment of personnel at higher levels might be conducted along lines similar to those employed in the U. S. armed forces.

b) Civil Service examinations should be revised to include psychological testing and psychiatric interviews, to eliminate emotionally disturbed or psychologically unstable candidates.

c) The State should give financial assistance to municipalities to experiment with the reclassification of policemen as recommended in the President's Crime Commission Report.

II. *Salary structures for policemen and officers should reflect educational attainment.*

a) The State should help communities raise the professional level of their police forces by providing a statewide scholarship program. Rutgers the State University, should expand its present Police Science curriculum to a four-year program.

b) The Legislature should adopt a law similar to the Uniform Police Minimum Salary Act of 1967, providing for a \$500 increment for an associate degree, a \$1,000 increment for a bachelor's degree and a \$300 increase for each year in service until the maximum is reached.

THE MUNICIPAL COURT

I. *The Municipal Courts should be abolished and their functions absorbed by the State judicial system.*

The recommended change would mean that cases now heard by magistrates would be heard by State judges. State judges are more insulated politically than magistrates, who must rely on a continuing relationship with the local political system for reappointment. Giving jurisdiction to the State courts would mean that the policies and administration of the courts would be uniform throughout the State. It would also put these cases throughout the State in the hands of fulltime personnel, thus allowing a higher standard of professionalism.' Finally, transfer of jurisdiction to the State courts would allow more flexibility in assignment of personnel, taking account of caseloads on a county-wide basis. Suitable revenue adjustments should be made between the State and the municipalities.

II. *The present volunteer program of release on recognizance should be expanded through the use of interviewers on court staffs.*

Nonprofessional staff can be trained easily to be interviewers. An interviewer should be on hand at any time of the day and night. Arrested persons should be interviewed as soon as possible. When the court is not sitting, arrangements should be made for a judge to call in and pass on cases recommended for release on recognizance. Release on recognizance should be the usual disposition of a case pending trial both for indictable and nonindictable offenses. Monetary bail should be used only when there is reason to believe that there is an unusual risk that the defendant will not return for trial.

III. *The procedure of issuing summons in lieu of arrest, which has already been worked out and accepted in principle by the police and the courts, should be implemented forthwith.*

Municipal Court Bulletin Letter 119 of the Administrative Office of the Courts suggested that, instead of arresting a person charged with nonindictable offenses, a policeman should have the discretion to issue a summons to him to appear in court at a specified time. The use of summons instead of arrest would save police time in booking the person and holding him for bail. It would save the person charged from being arrested and held in custody or for bail.

IV. *County jails should be organized so as to recognize that those prisoners who are not convicted criminals are treated accordingly.*

All jail facilities should be re-examined in that light with special emphasis on relaxing restraints on communication between prisoners and the outside world.

V. *The act establishing the Office of the Public Defender should be amended to broaden the range of cases that office handles.*

The Public Defender should be responsible for representing indigents in Municipal Court in all nontraffic cases where there is a possibility of a jail sentence, and in Juvenile Court in all cases.

VI. *While it continues in existence, the Municipal Court should keep a record of its proceedings.*

At present, the Municipal Court is not a court of record, although either party may make a record if it chooses. The making of a record would formalize the proceedings and simplify the appeal procedure. A record can be made by a mechanical device or court reporters. Either way, a system should be established.

ECONOMIC

NEW TAX REVENUES

Additonal revenues should be raised by the State so as to reduce dependence on the local property tax.

The new revenue should be allocated to local governments on a formula basis that takes into account population, poverty level, the need for special programs and the local property tax base.

Some of the programs recommended in this report will require such additional revenues.

THE PRIVATE SECTOR

The New Jersey business community should take an initiative in the problems of the cities.

a) The State has considerable resources in the private sector. Large enterprises in insurance, utilities, banking and many medium-size businesses constitute an impressive repository of financial power and expertise that should be utilized with imagination and skill for an attack on critical economic and social problems. The Commission calls upon the business community to make a total effort in the fields of job training, education, business development and housing programs in the City—regardless of what Federal or State aid may be forthcoming.

The Commission has not attempted to develop specific organizational patterns to accomplish the objective set forth here, leaving it instead to the business leadership.

b) There is an urgent need for special impact programs in ghetto communities, as evidence of society's will to act with dispatch. The Commission urges the business community of Newark and the leaders of its black community to study the activities of the Bedford-Stuyvesant Restoration Corporation and its companion in the business community, the Bedford-Stuyvesant Development and Service Corporation. The experience being gathered there has much to commend it to Newark, especially in the field of concrete, day-to-day cooperation among business, government and local ghetto communities.

SMALL BUSINESS LOANS

Since Federal Government efforts have fallen short of meeting the need for small business loans in depressed areas, private enterprise must assume the major share of this task, through small-business loans and assignment of technical and management talent.

The banks should set up a fund for new business and improvement loans in depressed areas. This pool could be administered by an organization such as the Interracial Council for Business Opportunity (ICBO).

The ICBO could form a loan administration staff composed of community people and personnel from the participating banks. This staff would conduct a program of outreach and information to introduce the poverty community to its

services. Loan applicants would be interviewed by this staff, given counseling and managerial support, and improvement loans. The participating banks should create a loan-underwriting pool that will absorb any losses that may result from this operation.

Full use should be made of Small Business Administration (SBA) loan guarantees to reduce the risk potential. If this guarantee service proves inadequate to the needs of the pool, New Jersey should underwrite the effort.

Bank personnel should assist the lending organizations with the expertise it requires for the administration of its programs. This would enable the lending organizations to train community people in banking procedures, and to give experience to bank employees assigned to this task in working effectively in the ghetto market.

HOUSING

- I. *A program should be developed to encourage home ownership by low-income families to give them an investment and a stake in their community.*

Such a program might include statutory authority for the State Housing Division to cover the difference between the amount of carrying charges the owner can afford to pay (amortization of principal, interest and taxes) and the variable current mortgage interest and tax rates. It might also include State guarantees for mortgages covering 100% of the cost of a home, and a supplement for payment of municipal taxes in cities where the cost of municipal services produces a tax rate prohibitively high for low-income home ownership.

If a mortgage did go into default, arrangements should be made with the local housing authority or welfare agency to purchase the vacated home for use by a welfare family or other low-income families not yet in a position to buy a home.

The cost of public housing should be re-evaluated, taking into account the cost of lost tax revenues to all levels of government. These costs should be compared with the costs of various home ownership programs for the poor. The analysis also should explore ways to lower mortgage insurance to protect the homeowner in the event of sickness or unemployment.

In any such home-building program, local unskilled or semi-skilled residents should be given an opportunity for employment, and the program should be coordinated with job-training programs. Labor unions should co-operate so that persons employed in the program may subsequently join the unions, either as associate or full-fledged members.

- II. *The State Housing Division in the Department of Community Affairs should use its power under Section 20, Chapter 448, Laws of 1948, to plan, supervise and implement relocation of low-income people from the inner cities to outlying areas.*

State officials should work in conjunction with local housing agencies to plan and coordinate employment opportunities with housing adequate to meet the needs of persons displaced by urban renewal and highway projects or whose present housing is so substandard as to threaten health and safety. Where needed, state officials should sponsor public housing projects outside ghetto areas.

Rent supplements should be used as a relocation tool to expedite this process.

An effective community relations program should be developed in white neighborhoods where such relocation occurs.

Municipal housing authorities should initiate regional relocation programs with contiguous municipalities. The State Relocation Bureau should assist by providing experienced relocation personnel, and other technical assistance.

- III. *The Newark Housing Authority should offer long-term leases to landlords in Newark's central core for the filling of chronic vacancies in return for agreements to improve maintenance, upkeep and services.*

NHA, in turn, would rent the formerly vacant apartments primarily to relocation families who now drift into the same substandard units—without the benefit of the authority's bargaining power—while NHA searches in vain for code-standard vacancies.

The landlord's side of the bargain would be written into the leasing agreement to the extent that such improvements can be specified: for example, more frequent exterminating service or better provisions for garbage disposal. In addition, a portion of the rental income would go into a fund that the landlord could draw against for maintenance and repair expenses.

NHA would have the right to reach into the fund to make repairs where the landlord was remiss, and relocated tenants, as third-party beneficiaries of the agreement, could obtain a court order for needed repairs out of the fund.

To reinforce the landlord's financial incentive, code enforcement agencies should concentrate their attention on the upkeep and maintenance objectives of the program. Tenants would also commit themselves to cooperate with maintenance efforts wherever possible.

To encourage further capital improvements, owners of buildings more than 50 years old should be allowed to make capital investments every year, equal to 4% of assessed valuation, without the risk of reassessment. This assessment credit would be equitable, in that old buildings depreciate at a rate of about 4% a year without having their assessments reduced. With so little capital investment in older buildings under current law, the revenue loss to the city would be small.

- IV. *The State Division of Civil Rights should exert more effective leadership in the enforcement of laws against discrimination in housing (see also Recommendation on Employment).*

Coupled with Recommendation II in this Section, such efforts would lead to more effective integration of suburban communities.

To enable it to do its job effectively, more funds should be appropriated for the division. These should be used for the recruitment of more field representatives, for whom the salary range should be raised. More funds should also enable the division to open adequately staffed branch offices in areas of the state where problems are most massive and acute.

The State Civil Rights Law's penalty provisions should be amended to give an order of the director the force of a court order. The director should be able, at his discretion, to impose penalties for violations of his order.

- V. *The requirement for citizen participation in planning processes should be rigorously enforced by all levels of government.*

The State Blight Law should be amended to require notices of blight hearings to be sent to all tenants, owners and other interested parties when a declaration of blight is initially considered.

The Federal Department of Housing and Urban Development should closely scrutinize the implementation of the Model Cities Program, to be sure that a

cross-section of the community has been consulted and their viewpoints considered in projects directly affecting them.

VI. *The State Legislature should grant reasonable budget requests of the Department of Community Affairs for rent supplements, demonstration grants and code enforcement training programs.*

VII. *The New Jersey College of Medicine and Dentistry should occupy no more acreage than is consistent with a location in the center of the state's largest city, and with the needs and aspirations of the community.*

The board of trustees, as a public body appointed by the Governor with state-wide obligations to fulfill public needs, should give sustained consideration to the interests of people living on the site and other disadvantaged people in the community.

VIII. *The Newark Housing Authority should survey the tenant composition of each public housing project and attempt to identify, on an objective basis, tenants who can afford and are able to find housing in the private market.*

Efforts should be made to persuade these tenants to move, so as to free public housing units for eligible families on the waiting list.

IX. *Englewood, which has the human and physical resources not only to solve its own problems but also to show the way to other communities, should consider reversing past decisions on its critical housing issue.*

Political and community leaders, regardless of party, should work to unite all communities in support of solutions in accordance with public policy and the trend of the times toward residential integration.

X. *The construction of high-rise projects for public housing should be discouraged.*

If such projects are built, they should be designed primarily for senior citizens. They should not serve to house families with small children.

XI. *Tenants in public housing projects should commit themselves to do what they can for the maintenance of the premises they occupy and use.*

At the same time, the Housing Authority should consider programs through which tenants would have an opportunity to find part-time or full-time employment in maintenance or improvement work for which they are qualified.

EMPLOYMENT

I. *As the prime source of jobs, the business communities of the state should take the lead in hiring, upgrading and training people from the depressed areas of our cities.*

Business should recognize its past failure in this area of vital concern to the black and Spanish-speaking communities of the urban ghettos. It should not require special governmental subsidies for business to launch a massive on-the-job training program for people who have been denied a full and fair opportunity to compete as equals in the job market. Once a company has trained and qualified a person, it is that company's responsibility to make sure that a job is open for him.

To accomplish meaningful results requires the intervention of top executives. They must take the initiative in launching such programs and sustain their interest in them by making sure that supervisors on lower levels follow through.

- II. *Business should take the lead in forming one umbrella organization in Newark to which all employers can turn for personnel—trained or untrained—from the ghetto communities.*

It would become the central job placement and development agency in the city for people in the ghetto communities. It should be looked to and used by employers, and especially by the business community, as the primary source of manpower.

Such an agency, being business-led, should take the initiative in getting employers to revise job descriptions and employment criteria in the interest of greater flexibility of hiring and wider opportunities for ghetto residents to find productive work.

As the central repository on job information, this agency should work with established agencies, such as the New Jersey State Employment Service, and assist existing training organizations to reshape their programs so as to bring them in line with changing labor market needs.

- III. *This Commission calls on labor unions to drop all discriminatory practices, regardless of the cloak under which they may be hidden.*

Beyond this, unions should take the initiative to provide the vocational courses, compensatory education, orientation of school guidance counselors, restructuring of tests and whatever else is in their power to open employment opportunities. Management should make equal opportunity an issue in collective bargaining whenever unions fail to perform adequately in this vital area.

- IV. *Civil Service should have the power to waive residence and citizenship requirements; revise application and testing procedures so that they truly reflect job requirements; eliminate unnecessary handicaps to employment by making it clear to job applicants that a police record is not an automatic bar to employment; and use the most effective methods available in advertising employment opportunities, including foreign-language material.*

The Commission supports the Civil Service Commission in its efforts to get legislative approval for expanded recruitment activities.

- V. *The Division of Civil Rights must take a more aggressive posture, and act on its own initiative to seek out and correct racial discrimination in industry and labor.*

Its operation should not rely solely on individual complaints.

- VI. *The Federal, State, county and municipal governments should require and enforce effective integration of labor on publicly financed construction projects.*

This has special relevance to Newark. In the next few years, several highways, a medical school, educational facilities and urban renewal projects are likely to be built. Whatever is necessary should be done now to prepare ghetto residents to find jobs in these projects.

PUBLIC SCHOOLS

NEWARK

1. *The Newark Public School System is in a state of educational crisis. This crisis demands that the State take over the administration of the Newark public schools during the crisis.*

Under these powers the State should:

- a) Inject new resources—money and personnel—into the Newark system;
- b) Acquire suitable facilities throughout the city to serve as additional classroom space and equip them for educational use;

c) In addition to giving special training to existing personnel, launch a recruitment effort within and beyond the city for teaching and supervisory personnel to increase the staff of Newark's public school system, making special efforts to attract individuals equipped for effective performance in schools of city centers;

d) Request all relevant State departments and agencies to provide immediate technical assistance to the Newark public schools; and take whatever measures the Governor, through the Commissioner of Education and with the advice of the Newark school authorities, deems necessary to resolve the crisis.

- II. *A comprehensive plan for the decentralization of the Newark public schools should be developed and implemented.*

A subdistrict plan for Newark might include some of the following elements: The central authority should be responsible for overall school standards, contracts and citywide goals. The subdistricts should be relatively small in size (5,000-8,000 students). They should be governed by boards of education, whose members must reside in the subdistrict. Each subdistrict should have an advisory council comprised of a parent and teacher from each grade level, and its own budget, to be allocated to it by the central authority but administered by the subdistrict board within the context of citywide goals. Each subdistrict should hire its own superintendent as a professional administrator, determine its own policies regarding curriculum and instructional techniques within guidelines established by the central authority, and be subject to official evaluations by duly constituted authorities.

- III. *As in interim step toward decentralization, the Newark Board of Education should encourage the development of a model subsystem plan, based on the experience of the Camden Street School Project.*

Federal and State funds should be sought, and the commitment of Rutgers the State University and other academic institutions obtained, so as to move quickly toward expansion of the demonstration. The Board should also encourage other pilot projects.

STATEWIDE

- I. *The State school aid formula should be revised so that impacted school districts will have additional resources to deal with their educational problems.*
- II. *Additional sources of revenue should be developed, such as a State guarantee of school bonds, additional state aid for school construction, or a state school building authority with the power to float revenue bonds, to assist school districts with an inadequate tax base to meet construction needs.*
- III. *The construction of school buildings as integral parts of private buildings and commercial developments should be encouraged to prevent the loss of ratable land areas and to lower the per foot cost of school construction.*
- IV. *The governor should request the State Board of Education to undertake an immediate review of teacher certification regulations. A more flexible procedure is needed to develop an adequate supply of teaching personnel for urban schools.*

WELFARE

- I. *The funding and administration of all public assistance programs in New Jersey should be centralized in one State agency.*
- II. *The presence of the father at home should not preclude assistance under Aid to Dependent Children (ADC).*

If the father is employable but in fact unemployed or underemployed, the family should be eligible for both ADC and general assistance payments. At the same time laws requiring parental support should be strictly enforced.

III. *The procedure for determining eligibility for public assistance should be simplified.*

A system of eligibility by declaration of the applicant should be tested. Random checks would be made to determine accuracy of the information provided by declaration.

IV. *Clients should be permitted to retain a larger share of earnings before reductions are made in the welfare allowance.*

This is essential to provide a more realistic incentive to welfare recipients to become self-sustaining.

V. *Welfare checks should be paid weekly instead of monthly.*

VI. *Wage assignments and the garnishing of wages should be abolished.*

VII. *The State Office of Consumer Protection, and especially its consumer education activities, should be strengthened.*

This office should coordinate its work with consumer-education programs sponsored by antipoverty and social service agencies.

VIII. *Funds should be appropriated for a major expansion of child-care facilities, particularly in urban centers.*

First priority in employment in such centers should go to qualified neighborhood residents.

IX. *The State Board of Public Welfare should have a small staff of qualified experts to assist the board in its efforts to develop constructive proposals.*

They should assist the director of the Division of Public Welfare, Department of Institutions and Agencies in compiling information for presentation to the Board. They should help the Board members make independent evaluations of the effectiveness of programs and procedures aimed at breaking the cycle of welfare dependency.

With the aid of this staff, the Board of Public Welfare should assume the role of spokesman for the State in the developing of national debate over various proposals relating to a guaranteed annual income. The Board should become more active as a voice of the State in Congress, the Department of Health, Education and Welfare and in national forums concerned with public assistance issues.

The New Jersey Board of Public Welfare and the Welfare Division should take the initiative to develop, in concert with other states, a strong case for reconsideration by Congress of some recent amendments to the Social Security Act, especially the one that freezes the number of ADC cases eligible for Federal support.

The Commission further recommends an immediate examination of State policy and practice in the following areas:

Responsibility of relatives for indigents.

Grievance procedure for welfare clients.

Representation of minority groups on county welfare boards.

Availability to welfare clients of factual information on welfare policies and laws, and on special services such as consumer protection.

ANTIPOVERTY PROGRAMS

NEWARK

- I. *The United Community Corporation should remain independent of the City Government and should continue to be Newark's principal antipoverty agency.*

The Commission urges the Mayor, in the City's and the Negro community's common interest, *not* to exercise the option available to him through the Economic Opportunity Act to take over the UCC; nor should he form or designate an agency under his direct control to receive OEO funds for programs now operated by the UCC.

- II. *Proceeding from this premise, City Hall and the UCC should cooperate on a basis of mutual respect. The Mayor should begin to become personally involved in UCC board deliberations, planning and decision-making.*

In further pursuit of effective working relationships, the UCC should propose the establishment of a Human Resources Council in which the Mayor, the chairman of the UCC board, the chairman of the Board of Education and others concerned with job development and related activities should personally participate. The purpose of this council would be to coordinate and give direction to the City's varied but now largely uncoordinated antipoverty, job training, education and social welfare efforts. The council should have a small staff to ensure that its decisions are followed up.

- III. *The UCC should make increased efforts to involve the Spanish-speaking community in all its programs and activities.*
- IV. *The UCC should take action to make the area boards more effective.*

Further consideration should be given to the incorporation of area boards, so that they might be able to subcontract with private, City, State or Federal agencies and develop nonprofit corporations through which they might become self-sustaining. However, the establishment of citywide goals, allocation of funds to geographical areas and coordination of area board activities in support of citywide objectives must remain the responsibility and under control of the central UCC board.

- V. *The UCC should improve its administration and service delivery system. In pursuit of this objective, it should:*

- a) Establish effective administrative and accounting procedures and hire personnel qualified to apply them.

- b) Provide for program development in such areas as nonprofit housing, community renewal and the development of private nonprofit corporations.

- c) Provide for effective evaluation of programs run by both area boards and citywide delegate agencies.

- d) More effectively deploy its central staff to increase technical assistance to area boards and delegate agencies.

- e) Provide for more effective involvement of volunteers with technical or specialized skills or resources.

- f) Develop sources of funds in addition to the Office of Economic Opportunity, such as the business community, private institutions and Federal, State and City agencies engaged in funding activities that are within the UCC's purview.

- VI. *Steps should be taken to streamline the UCC Board of Trustees and its numerous committees and task forces.*

- VII. *The UCC should take the lead in creating and seeking ways to find paraprofessional jobs in Newark institutions, such as social caseworker aides, assistant housing inspectors and medical outreach aides, so as to provide new job opportunities and offer career potential to ghetto residents.*
- VIII. *The UCC, as Newark's central community action agency, should be utilized to obtain the Negro community's participation in community improvement programs.*

Thus, the UCC should be continuously involved in the Model Cities Program and should be consulted by the Board of Education and in the programming of funds under Title I of the Elementary and Secondary Education Act.

PLAINFIELD

- I. *The Mayor should not avail himself of the opportunity, under the Economic Opportunity Act, to administer Community Action Plainfield, Inc. (CAP) directly or designate another agency of his choosing for the same reasons that motivated the Commission to make such a recommendation in Newark.*
- II. *CAP should not be merged with the Union County antipouerty program.*
- Although a merger might be in the interest of administrative efficiency, it would be at the cost of making a program that is already too distant from the community even more remote, and its prime purpose—to serve as a forum and an independent program center for Plainfield's poor—would be vitiated.
- III. *CAP should make a more concentrated effort to engage the Negro community in its programs.*

CAP should attempt to recast its program structure so that a larger share of the funds available to it can be used for locally developed community action programs.

ENGLEWOOD

The Office of Economic Opportunity, jointly with the New Jersey Department of Community Affairs, should evaluate the structure and operations of the Bergen County Community Action Program, giving special attention to two factors:

- *The degree of community involvement in Englewood.*
- *The desirability of establishing a local community action agency for Englewood to operate under the umbrella of Bergen County CAP.*

HEALTH

- I. *The New Jersey College of Medicine and Dentistry should be located in Newark.*
This recommendation is subject to settlement of outstanding issues concerning acreage and relocation. The College's Board of Trustees should make special efforts to involve the community in decisions on these issues. It should also commit itself to major responsibility for improving the health in the community and to developing close and continuing communication with all segments of that community.
- II. *The New Jersey College of Medicine and Dentistry should take over the Newark City Hospital (Martland Medical Center).*
The College, in doing so, should:
- *Bring the service in the hospital up to the best professional standards so as to make it fully capable of meeting the critical health needs of the community.*
 - *Make maximum use of doctors and other medical personnel with long service and residence in Newark, especially those with long experience in the black and Spanish-speaking communities.*
 - *Include members of the community to be served on and boards set up to aid in the administration of the hospital.*

III. *Pending its takeover of City Hospital, the College should undertake a survey of City Hospital and propose immediate improvements in its operation.*

IV. *The Commission supports the establishment of neighborhood health centers such as proposed in Newark's Model Cities application as an important element in improving health services in poor communities.*

These centers should have high priority in Model City planning, and in the implementation of these plans. Community involvement in the planning and operation of these centers must be assured, in accordance with federal guidelines.

V. *All hospitals should examine their present staffing patterns and include in such a re-examination the promotion of qualified Negro and Spanish-speaking doctors to senior staff positions.*

VI. *An in-service training program for doctors in the treatment of the poor and in dealing with their problems should be initiated by the State Medical Society and by county medical societies in areas where there are large concentrations of poor people.*

B. The Disorders

- I. *The State, in cooperation with counties and municipalities, should immediately draw up a master plan for the control of civil disorders.* The plan should set forth:
 - a) the availability of County, State, and National Guard resources and the order in which these forces could be called on to assist municipalities;
 - b) the command structure, with clear lines of authority. The commanding officer of each force should be supported by staff personnel regularly assigned to him, and the entire operation integrated into one central command. The State Police should be in overall control.
 - c) the basic division of responsibility between the State Police and the National Guard. The State Police should be responsible for the essential police functions in the control of disorders. The Guard should be responsible for containing the riot area and such auxiliary assignments as the distribution of emergency food supplies, transportation, hospital support and similar functions.
 - d) the tactics to be employed in containing disorders, including provisions for a variety of contingencies;
 - e) provisions for the protection of essential public facilities during disorders.
- II. *The State should require municipalities to develop plans for the control of possible disorders in their communities.* Such planning should be integrated into the suggested master plan of the State. The State should aid cities in obtaining the necessary resources to implement such plans.
- III. *When disorders threaten to exceed the control capabilities of local police forces, the municipality should, without regard to local or political considerations, request help immediately under the terms of the master plan.* The availability of adequate manpower is an essential deterrent in the early stages of a riot.
- IV. *In the beginning phase of a disorder, top administration and police officials of a municipality should be immediately on the scene and, with due regard for the judgment of local police commanders, make the decisions with regard to the deployment of forces.* The counterproductive effect of too much police visibility should be considered.
- V. *The State should obtain, in riot situations, common communications facilities for joint police operations.* If a single channel is not feasible, provisions should be made for each police element to receive messages from the central command.
- VI. *All police elements should receive far more extensive and specialized training than in the past to handle the kind of civil disorder that New Jersey experienced in 1967.* The State should require and financially assist such training. Dealing effectively with looting, sniping and the use of Molotov cocktails requires special techniques that bear little relationship to conventional tactics of crowd dispersal.
- VII. *Firearms should be used in riot control only when circumstances clearly demand their use.* Those engaged in unlawful acts, including looting, should be promptly apprehended, but not shot, unless they are forcefully resisting arrest or otherwise endangering life.
- VIII. *The use of personal weapons by policemen should be prohibited.*
- IX. *There should be no mass firing at buildings that police may suspect of harboring snipers.* Sniper patrols should operate under the direct command of specially trained and experienced officers who alone should control any return of fire. It is contrary to the public interest to return fire under conditions likely to result in injury or death to innocent people.

- X. *It is essential that the expenditure of ammunition be strictly controlled. Each police force should record the amount and type of ammunition dispensed to each member of the force. It should require a full accounting from each member of any ammunition he has expended.*
- XI. *Emergency planning should be initiated as soon as possible in individual communities, counties and on a statewide basis to assure that food and other essential commodities and services are available when civil disorders disrupt or jeopardize regular lines of supply. Plans should be made for the prompt and adequate relocation of families and individuals whose homes are destroyed or damaged, or who for other reasons connected with the disorders have to evacuate their dwellings. The State Division of Civil Defense should assist communities in such planning and evaluate its adequacy. Communities should be reimbursed by the State for expenses they incur in such emergency aid.*
- XII. *When the Essex County Prosecutor has completed his presentation to the Grand Jury relating to the deaths that resulted from the Newark disorders, a detailed report should be made by him setting forth the results of his investigation in cases where no indictments have been returned. This report should be reviewed by the Governor, with a view to making certain that the public interest has been duly served.*
- XIII. *State authorities should immediately conduct an exhaustive investigation into the violence committed against persons, and against Newark stores that displayed "Soul" signs. The results of this inquiry should be made public and those responsible disciplined.*
- XIV. *Provision should be made by the State to compensate those individuals or families whose property was damaged by the actions of law enforcement agencies under circumstances that leave no doubt that such acts were unjustified.*
- XV. *Cities with large Negro populations should establish year-around councils or task forces whose sole purpose would be to maintain effective communication between the people in disadvantaged areas and the authorities, and to deal with problems that give rise to tension and friction. All relevant city departments, voluntary agencies and community organizations should be represented on such bodies, and their representatives should be in constant touch with leaders and people in the disadvantaged communities. The task forces should feel free to call upon industry, unions and other elements of the private sector to help meet high-priority needs.*

C. Summer Programs

- I. *Newark, and other cities in the State as appropriate, should immediately seek funding for a major expansion of the Neighborhood Youth Corps program for the summer. In addition, the business communities in major cities should organize themselves to offer special summer job opportunities to ghetto youths and young adults.*
- II. *Eight to 10 youth area centers should be established throughout the ghetto neighborhoods of Newark and each area center be administered by a youth council.*

Each center should be sponsored individually by either the city, private business concerns, social agencies, civil groups, churches, clubs and/or associations.

a) Vacant lots in or near the Central Ward, even though they may be scheduled for building use at some point in the future, should be made available by the owners—the city itself, the Housing Authority or private individual or group—to the youth area centers during the summer months.

b) The State should make funds available either to match funds or to assist on some degree those organizations—churches, clubs, or associations and private industry—that wish to sponsor a council but cannot afford the total financial commitment. These funds must be available no later than March, 1968.

c) The mandate for the area center's youth staff should be to encourage, participate in, sponsor, plan or improvise a variety of programs ranging from projects of block clean-up to recreation, from remedial reading to fishing trips.

- III. *Newark, the Essex County Park Commission and other cities as appropriate should begin immediately to arrange for financing of vest-pocket parks, portable swimming pools and baseball diamonds to be placed in areas closest to both the major public housing projects and other concentrations of poor people in the city.*
- IV. *The State should, along with counties and municipalities, provide a program for day camps for children from disadvantaged areas. Existing facilities should be used wherever possible, or expanded where necessary.*
- V. *"Street academies" should be set up in the summer to help get youngsters into college and to assist them in accomplishing their next educational step.*

The State and cities or private agencies should undertake such programs, going beyond the limited efforts now possible under Federal programs.

- VI. *Youngsters aged 16-21 drawn from all economic and racial sectors of the population should be formed into community service teams of about 20 each.*

During the summer and throughout the school year these teams should:

a) Carry out individual community service projects—reading to the blind, building vest-pocket parks, aiding in neighborhood improvement programs, tutoring, working in hospitals, etc.

b) Engage in group efforts at academic improvement, specifically with regard to improving basic skills, such as reading, writing and arithmetic.

Financial support of such youth service teams should come from a diversity of public and private sponsors.