

**REPORT OF
THE
GOVERNOR'S TASK FORCE ON THE HOMELESS
OCTOBER 7, 1983**



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GOVERNOR'S TASK FORCE
ON THE HOMELESS

Governor Thomas H. Kean

TABLE OF CONTENTS

MEMBERSHIP OF THE GOVERNOR'S TASK FORCE ON THE HOMELESS

	PAGES
INTRODUCTION	1-5
I EMERGENCY FOOD AND SHELTER	
- PREFACE.	6-7
- KEY RECOMMENDATIONS (1-8).	8-13
II PUBLIC ASSISTANCE AND SOCIAL SERVICES	
- PREFACE.	14
- KEY RECOMMENDATIONS (9-11)	15-16
III EMPLOYMENT AND TRAINING	
- PREFACE.	17-18
- KEY RECOMMENDATIONS.	19-20
IV Housing	
- PREFACE.	21-22
- KEY RECOMMENDATIONS (15-19).	23-27
V HEALTH SERVICES	
- PREFACE.	28-29
- KEY RECOMMENDATIONS (20-21).	30



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ALBANESE
Commissioner

October 7, 1983

Honorable Thomas H. Kean
Governor
State of New Jersey
State House
Trenton, New Jersey 08625

Dear Governor Kean:

We are writing to convey the final report of findings and recommendations of the Governor's Task Force on the Homeless. Under separate cover we have enclosed the individual sub-committee reports which include additional recommendations and a more detailed analysis of the homeless problem. The final report includes twenty-one recommendations deemed by the Task Force to have the highest and most urgent priority.

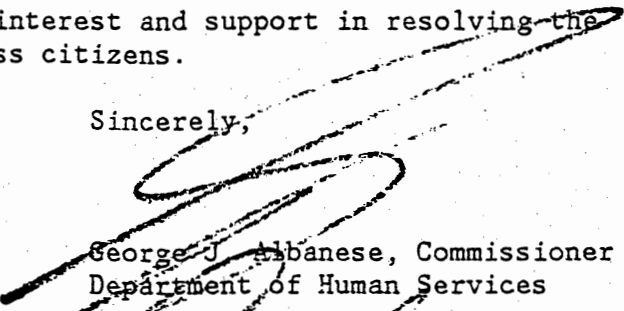
Overall, the Task Force concluded that the magnitude of the homeless problem in New Jersey is such that it is imperative that both government and private non-profit agencies act in partnership to take concrete and affirmative steps which will ensure that all of our citizens are able to obtain adequate food and shelter. At the present time there is a critical lack of shelter resources throughout the state. It has been reported that only 700 beds are available for a homeless population in New Jersey estimated at 20,000. The crisis is unlikely to ease and will inevitably worsen as the winter months approach.

The Task Force took a comprehensive approach toward addressing homelessness in New Jersey focusing on not one, but a combination of factors contributing to the growing numbers of people who find themselves without food or shelter. The problems leading to homelessness include current economic conditions, a severe shortage of affordable housing, and increased stress due to the complexity of daily living. Other contributing factors include dependency on drugs and alcohol, and the special problems experienced by some people with impaired physical and mental functioning. This problem is not unique to New Jersey but has become a national concern.

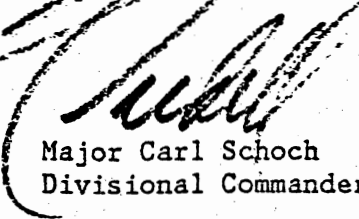
In conclusion, the Task Force has recommended that it continue to function as a working body to help ensure effective implementation of the recommendations contained in this Report. In light of the valuable contribution of this group, we wholeheartedly support this recommendation and request your endorsement of this continued effort.

We appreciate your continued interest and support in resolving the problems of New Jersey homeless citizens.

Sincerely,



George J. Albanese, Commissioner
Department of Human Services



Major Carl Schoch
Divisional Commander, Salvation Army

cc: Governor's Task Force on the Homeless

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INTRODUCTION

On April 21, 1983 Governor Thomas H. Kean established this special Task Force on the Homeless in New Jersey. In the creation of the Task Force, the Governor requested a concerted, coordinated effort by government and the private sector in the prevention, study, and control of the plight of the homeless.

The Task Force includes Commissioners from the Departments of Human Services, Community Affairs, Health, Labor and the Public Advocate in addition to fourteen public members. Many of the public members represent various non-profit organizations of the State that have been concerned with problems of the homeless.

By an Executive Order of the Governor, the Task Force was charged with the following responsibilities:

- Recommend and advise the Governor on policy relating to the homeless.
- Review proposed legislation that would impact upon homeless families and individuals in the State of New Jersey.
- Advise the Governor regarding measures needed to be taken to coordinate State efforts concerning the homeless.
- Advise the Executive Branch concerning its relationship with voluntary agencies and private sector entities involved in activities related to the homeless.
- Develop and distribute information concerning the treatment of specific patterns of homelessness.
- Recommend legislation to the Governor that will enhance the State's ability to respond to the needs of the homeless.

The Task Force agreed, as a matter of public policy, that a uniform definition of the homeless is essential to any coordinated approach toward providing emergency food and shelter in New Jersey. In this regard, the Task Force agreed on the following definition:

THE HOMELESS INCLUDES ANY PERSON OR PERSONS WHO IDENTIFY THEMSELVES AS IN NEED OF IMMEDIATE SHELTER ASSISTANCE. THIS DEFINITION INCLUDES ANY PERSON OR PERSONS WHO, AFTER POTENTIAL RESOURCES ARE EXPLORED, REMAIN IN NEED OF CONTINUED SHELTER ASSISTANCE.

The Task Force attempted to define the scope of homelessness in New Jersey. The Task Force recognized that the number of homeless can change from day to day, that the number varies considerably in different geographical areas of the state, and that no accurate estimate of the numbers of these individuals is available at this time.

However, it is apparent from newspaper accounts and information provided by Task Force Members, many of whom operate shelter facilities in areas with reported high homeless populations, that the number of homeless is at a minimum 20,000.¹ Accordingly, the immediate, long-range and preventive actions recommended in this report are based upon the finding that New Jersey's homeless population is significant and growing. It is anticipated that sophisticated census data will assist in the adjustment and modification of a service delivery system designed to meet the changing needs of New Jersey's homeless.

Furthermore, the Task Force realized that no studies of New Jersey's homeless population had been undertaken to determine the causes of homelessness and the special characteristics of the homeless. Such studies, similar to those completed in New York City,² would provide valuable information for shelter and social service providers who handle homeless clients and would also assist in determining appropriate steps which can be taken to prevent homelessness.

Even without the benefit of a comprehensive study, the problem of homelessness in New Jersey has reached the point where it can no longer be ignored. Thousands of our citizens are suffering. Government can no longer rely on stop-gap measures nor can it continue, as it has in the past, to rely on the efforts of private charities and voluntary agencies to meet the bare survival needs of New Jersey's homeless.

These voluntary agencies remain willing to furnish emergency food and shelter to the needy in New Jersey. These agencies cannot, however, meet the enormous need without a full partnership with government.

In light of the above, the Task Force has made the determination that there is an urgent need for a comprehensive policy which integrates the responsibilities of State, County and local government with the appropriate function of voluntary agencies as direct service providers. Continued postponement will not make the problem disappear.

¹ The Star Ledger, July 19, 1983, at page 1. The Department of Human Services estimated the number of homeless statewide at 10,000, with "increasing numbers of people seeking emergency shelter and food" since 1980. National Governors' Association, Committee on Human Resources, Special Task Force On The Homeless, Questionnaire, at page 2 (submitted May 10, 1983). In addition, a recent survey found 2,448 households homeless in Middlesex County during 1982. Housing for All: A Middlesex County Dilemma, Housing Coalition of Middlesex County, at page 10 (March 9, 1983).

² E. Baxter and K. Hooper, Private Lives/Public Spaces, Home-Adults on the Streets of New York City, Community Service Society, February 1981 and K. Hooper, E. Baxter, S. Cox, L. Klein, One Year Later, The Homeless Poor in New York City, 1982, Community Service Society, June, 1982.

There can be no doubt that the major cause of the increasing numbers of homeless is the lack of adequate and affordable housing stock. Recent federal cut-backs of funds for rehabilitation of deteriorated housing has added to the problem.³ Recent experience at a Jersey City shelter revealed that guests often had jobs, pensions or other benefits that provided a livable income, but they simply could not find affordable housing.⁴

Clearly, the lack of available housing appropriate for habitation is not the sole factor accounting for the rise of homelessness. New York City studies identified a wide variety of origins of homelessness, such as deinstitutionalization of mental patients, unemployment, evictions, withdrawal of financial support and loss of income.⁵ Recent Division of Youth and Family Service interviews of displaced homeless families from New York now being maintained in Newark motels revealed that common reasons for homelessness include "fire at previous residence, building condemned, could no longer remain with relatives, rent became too expensive... and shelter overcrowded".⁶

In addition to needing shelter the homeless often have health problems or disabilities contributing to their homelessness. Data from a Jersey City shelter revealed that these disorders included alcoholism, epilepsy, crippling disease, amputees, blindness and deafness, but, only about a half-dozen who appeared to have mental disorders.⁷ In other areas of the state, however, it has been reported that there are larger numbers

³ New Jersey's critical shortage of decent housing units affordable for low income households is well known and widely recognized. See, for example, So. Burlington Cty. N.A.A.C.P. v. Mount Laurel tp., 92 N.J. 158, 209 - 212 (1983). A recent survey in one New Jersey county illustrates this shortage:

According to HUD guidelines, 77,596 households in Middlesex County are eligible for subsidized rental housing. The Housing Assistance Plan prepared by the County's Housing and Community Development Department anticipated that 2,408 low income rental units would be built in 1982. By 1980, however, only 747 households were provided with the necessary subsidized rental housing. Housing for All, supra, at page 5.

⁴ Summary Report, The Shelter Homeless People Task Force Project, Jersey City, page 2. (Submitted to the New Jersey Assembly Housing and Urban Policy Committee, March 31, 1983).

⁵ E. Baxter and K. Hooper, Private Lives/Public Spaces, supra, at pages 30-48.

⁶ Preliminary Report On New York City Families In New Jersey, New Jersey Department of Human Services, at page 2 (July 19, 1983).

⁷ Summary Report, supra, at page 2. However, studies reported at a recent American Psychiatric Association annual meeting indicate that the number of homeless suffering from some form of mental illness, including alcoholism, may reach 80 to 90 percent. New York Times, May 10, 1983, page C-1.

of hard-to-place mentally ill homeless. A report from the Camden Coalition on the Homeless, for example, estimates approximately 90 such persons in Camden City alone.⁸ It is apparent from these figures that any plan for meeting the needs of the homeless must integrate and incorporate services of existing health care and mental health providers.

Finally, and perhaps most importantly, there is a need to recognize that the homeless are a heterogeneous group of people. The experience of shelter providers has been that the majority of the homeless have needs and desires similar to those of more securely established members of the community. The homeless are people who lack sufficient resources to establish and maintain themselves in a self-sufficient manner. They lack financial, familial, physical and psychological resources, singly or in combination. In addition the homeless lack sufficient social resources. They are people who suffer from a wide variety of human misfortunes and tragedies. For some, their suffering precedes, and is further aggravated by, their homelessness. For others, homelessness is the immediate crisis and, when not handled properly, this crisis can lead to more extended personal and social tragedies.

The multidimensional nature of homelessness requires solutions which meet both temporary and longer term personal needs. While temporary shelter is an essential component, it is only one in the range of services that are needed to foster self-sufficiency. Communities have had fragmented experiences with a limited group of homeless persons who exhibit socially disturbing behavior. As a result some communities have developed unwarranted fears and rejecting attitudes to all homeless persons. This fear has often engendered fierce opposition to shelters and services for the homeless. Government must take the lead in insuring that solutions to homelessness are not guided by fear and an attitude of rejection. Government must also take the lead in insuring that solutions are suited to the diverse needs of the homeless population and that sufficient resources are provided to help the homeless achieve more adequate levels of self-sufficiency.

In order to effectively carry out its responsibilities, the Task Force was broken down into five sub-committees that addressed both immediate needs of homeless adults and children in New Jersey as well as underlying factors contributing to homelessness. The five sub-committees, with support provided by the five State Departments as noted below, were asked to make recommendations in these areas:

⁸ Comprehensive Emergency Housing System, The Community Planning and Advocacy Council/Human Services Coalition of Camden City, undated (See Appendix).

- Housing (Department of Community Affairs)
- Employment and Training (Department of Labor)
- Health Services (Department of Health)
- Public Assistance and Social Services (Department of Human Services)
- Emergency Food and Shelter (Department of the Public Advocate)

These recommendations are described in detail in this report. In summary, the Task Force agrees that it is the obligation of Government and the private non-profit organizations to ensure that the needs of the homeless are met, and that these recommendations be carefully considered as a means to that end.

I. EMERGENCY FOOD AND SHELTER

I EMERGENCY FOOD AND SHELTER

Preface

The Subcommittee on Emergency Food and Shelter focused its attention on developing the present methods of providing food and shelter to the homeless and specific recommendations for improving these methods. The Subcommittee was also charged by the full Task Force with establishing a working definition of "homeless". The Task Force has adopted the following definition of "homeless" as put forth by this Sub-committee:

THE HOMELESS INCLUDES ANY PERSON OR PERSONS WHO IDENTIFY THEMSELVES AS IN NEED OF IMMEDIATE SHELTER ASSISTANCE. THIS DEFINITION INCLUDES ANY PERSON OR PERSONS WHO, AFTER POTENTIAL RESOURCES ARE EXPLORED, REMAIN IN NEED OF CONTINUED SHELTER ASSISTANCE.

The definition is intended to cover the various circumstances that may place someone in need of shelter assistance. The subcommittee believes that the initial determination of the need for emergency shelter should be left to the individual(s) requesting the assistance. It is recognized that this approach may result in providing shelter space to those who might not "truly" need it. To subject someone to a determination of eligibility in advance of providing shelter services would, however, require a verification and investigation process. This verification process would take time and be limited by the working hours of other agencies. Because the delay by this process can result in injury or death from hunger and/or exposure, the subcommittee strongly prefers that persons be initially viewed as in need of shelter based solely on their request. In the subcommittee's view, the amount of potential abuse is so small that it does not warrant putting the majority at risk while conducting an investigation. The second part of the definition allows for a more careful determination of the need for shelter assistance while, simultaneously, ensuring that the individual(s) have adequate shelter.

This definition is intentionally broad and designed to encompass the wide variety of circumstances causing homelessness reported by subcommittee members. Some experiences raised by subcommittee members include, but are not limited to:

- People living on the streets and in doorways.
- People who have been evicted or have lost their shelter due to fire, flood, natural disaster or action by governmental agencies.

- People who may possess an apartment or home but cannot reside there safely.
- Runaways and adolescents who have been put out by their families.

It should be noted, however, that these recommendations are based on certain findings made by the subcommittee regarding the present method of providing emergency food and shelter in New Jersey. The subcommittee findings included a determination that (1) no coordinated system for the delivery of service to persons in need of shelter presently exists in New Jersey; (2) there is a critical lack of emergency shelter facilities, including specialized shelter settings in New Jersey; and (3) emergency food and shelter is not being adequately and effectively provided in many New Jersey municipalities and counties under the General Assistance and Aid for Dependent Children (AFDC) programs - to the extent required by law.

In this regard the sub-committee determined that, based on the New Jersey constitution and the public assistance laws, state, county, and municipal government has the legal responsibility to furnish emergency assistance, including food and shelter, to all persons in need of such assistance.

With these introductory comments, the subcommittee presents the recommendations below as a blueprint for providing emergency food and shelter to New Jersey's homeless in an effective and dignified manner. It is a blueprint which can, hopefully, be adjusted or fine-tuned if future data and studies so indicate.

Key Recommendations

1. The public policy of the State of New Jersey towards the homeless and hungry should be as follows:

Based on universal humanitarian principles, all persons, regardless of fault, are entitled to the basic human needs for shelter and food and that it is the obligation of the State to ensure that these needs are met.

2. The "Shelter Capacity" of emergency housing for the homeless in New Jersey should be immediately expanded

Expansion of New Jersey's sheltering capacity requires aggressive measures by State government to assist (1) voluntary agencies which operate shelters or desire to do so and, (2) public assistance agencies at the municipal and county level. Two of these measures are:

- * A grant to the Department of Human Services to provide a consulting service to voluntary agencies on the establishment and operation of shelter facilities. There is a critical need for basic information on sheltering which includes building and fire codes, required equipment, insurance and other topics. This consulting service will provide much-needed assistance to voluntary agencies that are interested in establishing and operating a shelter facility.
- * State funding, through the Department of Human Services, for building and equipment purchase and other start-up costs to voluntary agencies that desire to expand existing operations or open new shelters. This program should be initially targeted to those communities with reported high homeless populations, such as Newark, Camden, Jersey City and Atlantic City.

3. A state-wide census of New Jersey's homeless population should be undertaken

Accurate data on the level of the homeless population and amount of emergency assistance services delivered by shelters and food feeding programs is necessary to determine both the extent of resources required to provide assistance to all in need and the type of comprehensive service delivery system needed in particular areas in the State. This census should be immediately undertaken by the Department of Human Services.

4. An extensive research study of the characteristics of the homeless population is recommended

This study should identify the causes of homelessness along with the special problems and needs of the homeless. The studies by the Community Service Society in New York provide a model for this research which could be performed by either the Department of Human Services or an independent social science research organization.

5. A centralized information bank of shelter facilities and food feeding programs should be prepared

The Department of Community Affairs should be authorized to prepare an Emergency Assistance Directory which categorizes all shelter and food feeding facilities operating throughout New Jersey as part of a program to license emergency shelters on a state-wide basis. This Directory can then be distributed to public assistance programs in each county.

In addition, this directory can be maintained at the county level by requiring all emergency shelters to register with the county emergency assistance program as a prerequisite to licensure.

6. Financial support for voluntary agencies operating shelter facilities primarily through public sector funding should be increased

State, County and local governments, through the AFDC and G.A. Programs, have a legal responsibility to provide emergency assistance, including shelter, to those persons in need of such assistance. This responsibility is often ignored by county welfare boards and municipal welfare agencies due, in part, to inappropriate regulations and confusion regarding legal duties. Accordingly, it is recommended that this responsibility must be clarified by removing all regulatory impediments to providing emergency assistance through these public assistance programs.

It is also recommended, however, that public assistance agencies utilize voluntary agencies to directly furnish the services to the maximum extent feasible. Full utilization of voluntary agencies will entail reimbursement, including contract reimbursement, of the voluntary service providers by both county welfare boards and municipal welfare agencies. If these reimbursement arrangements are institutionalized, voluntary agencies can receive direct and consistent financial support for their operations by providing shelter and food to clients entitled to such assistance under the G.A. and AFDC program. In this fashion, voluntary agencies can play a significant role in satisfying the legal responsibilities of public assistance programs.

While direct relationships between public assistance programs and voluntary agencies which operate emergency shelter are needed, it is also necessary to raise the level of reimbursement that is currently paid to these voluntary agencies. For example, the emergency food allowance under general assistance is \$1.50 per day and the shelter allowance is (approximately) \$3.00 per day. These funds are insufficient to cover even basic operating costs for an emergency shelter. These funds also do not adequately provide health, social or other types of services for clients. Voluntary agencies must receive an adequate level of reimbursement in order to operate shelters in accordance with minimum standards of health, safety and decency.

7. A centralized shelter licensing system and uniform shelter standards should be established

In order to supplant conflicting and sometimes cumbersome local building codes, uniform licensing and health and safety standards for emergency shelter are needed, administered at the state level. Any approach to centralized licensing and standards for emergency shelters must include the following:

- A health and safety code that contains adequate standards to protect the occupants of the shelter while, simultaneously, not imposing onerous burdens on emergency shelter operators.
- A fund or loan program, similar to the life safety improvement program available to rooming and boarding homes, as a means for voluntary agencies to obtain funds to make improvements necessary to achieve compliance with the health and safety code.¹

To accomplish these results, it is recommended that the licensing program for rooming and boarding homes be expanded to include emergency shelters. In addition, it is necessary for the Department of Community Affairs to adopt regulations under the rooming and boarding home program which contain separate health and safety standards for emergency shelters.²

In addition the Department of Human Services should establish programmatic (licensing) standards for emergency shelters. These standards should be developed in close cooperation with existing emergency shelter providers in order to reflect both the state-of-the-art and cost-feasible established practices.

These standards could be initially released for cooperative (voluntary) use by existing shelter providers, although it is recommended that the state legislature eventually require licensing of such shelters and authorize provisions for licensure and enforcement. Said enforcement would be effected in cooperation or conjunction with the enforcement of code requirements by the Department of Community Affairs under provisions of the Rooming and Boarding House Act.

Such standards would further provide the basis for the proposed state technical assistance to providers and potential providers of emergency services.

¹ See L. 1981, c. 515, the Boarding Home Life Safety Improvement Act of 1981, at N.J.S.A. 55:14J-52 et seq.

² N.J.S.A. 5:13B-1 et seq. A bill has been introduced which would include emergency shelters under the Rooming and Boarding House Act of 1979. s. 3281, introduced April 25, 1983.

8. Certain of the current regulations concerning emergency assistance under the AFDC and General Assistance programs should be revised and/or clarified. The revisions should attempt to remove existing impediments to furnishing emergency food and shelter to both eligible recipients and applicants. These revisions includes both the requirement that an applicant for emergency assistance be without fault and that welfare agencies can only provide emergency assistance in the form of cash grants or vouchers. The Task Force believes that emergency food and shelter under these programs should be provided without regard to fault and that welfare agencies should, where appropriate, directly furnish food and shelter on an immediate basis through established working agreements or contractual reimbursement arrangements with voluntary agency providers.

It is expected that these changes, along with aggressive monitoring for compliance by the Department of Human Services, will bring New Jersey's welfare programs closer towards meeting the intent of existing law. These changes should also allow voluntary agencies to function as full partners in a coordinated effort to furnish emergency food and shelter.

While these programs mandate that emergency food and shelter be furnished to eligible recipients or applicants in need of such services, numerous impediments exist within the regulatory framework and the institutional practices of county and municipal welfare agencies. These impediments include but are not limited to:

- a requirement in both general assistance and public assistance that emergency grants be furnished only where homelessness results from a situation over which the person has "no control or opportunity to plan in advance".³ This "fault" based standard prevents many eligible recipients from receiving emergency assistance.
- a requirement that emergency or immediate assistance be furnished only in the form of a direct cash grant to the applicant or recipient. This requirement discourages public assistance programs from immediately providing shelter and food to persons through contract reimbursement or other arrangements with voluntary agencies.
- a provision in the general assistance program which requires verification of residency in the municipality before receiving assistance. While residing is defined as having "a permanent or customary home in the municipality" or a person "who is in the municipality with intention to remain", this provision often discourages assistance to the homeless since these persons are, by their condition, without an address or home.⁴

³ N.J.A.C. 10:81-4.22 and N.J.A.C. 10:85-4.6.

⁴ N.J.A.C. 10:85-3.2(f). A recent circular to municipal welfare directors by the Department of Human Services has instructed that assistance should not be denied to the homeless because they lack an address. General Assistance Letter No. 83-13, March 21, 1983.

- a provision in the general assistance program that shelter provided without charge be considered income-in-kind and deducted from the monthly assistance grant. Persons receiving free emergency shelter from voluntary agencies often find their monthly general assistance grant reduced because the emergency shelter has been considered in-kind income. The ability of the recipient to locate permanent housing is further impaired since the full monthly grant level is often insufficient to cover housing costs.⁵
 - an insufficient level of reimbursement to voluntary agencies that provide emergency food and shelter. Where public assistance programs exist to reimburse voluntary agencies for providing emergency food and shelter, the reimbursement level is often inadequate to meet actual costs. For example, the daily allotment for emergency food is \$1.50.⁶
 - inability of public assistance programs to respond to emergency situations due to limited office hours and staff.
 - general misconceptions by municipal and public assistance personnel concerning their responsibility to provide emergency assistance. For example, while municipal welfare offices must provide immediate assistance when immediate need is "apparent", such assistance often awaits an investigation or further verification of application information which may take days or even weeks.⁷
 - a general absence of working relationships between public assistance agencies - that have the duty to insure that emergency assistance is provided - and voluntary agencies that actually furnish emergency food and shelter.
9. Establishment of Comprehensive Emergency Assistance Systems (CEAS) in each county.

A Comprehensive Emergency Assistance Program (CEAS), modeled on the emergency housing system which operates at present in Camden county, should serve as the primary vehicle for insuring the delivery of emergency food and shelter. Each system must (1) encompass all needs -- food, shelter, counseling social services, and medical services; (2) coordinate the emergency assistance responsibilities of public assistance programs -- county welfare boards and municipal welfare agencies; and (3) encourage and support the activity of those voluntary agencies which directly furnish emergency food and shelter. To be comprehensive, each system requires the following components:

⁵ N.J.A.C. 10:85-3.3(b)(4).

⁶ N.J.A.C. 10:85-4.6(b)(2) and N.J.A.C. 10:85-5.10(c)(2).

⁷ N.J.A.C. 10:85-3.3(a)(2).

- * Adequate housing resources, including emergency shelter and longer-term or transitional housing for the homeless. This transitional housing is needed to provide a stable living environment for an additional period of time to allow persons and families to locate permanent housing or receive social services, job training or job placement.
- * A planned placement process which integrates all agencies that have contact with persons in need of emergency food and shelter. This would include intensive training for all agencies which have initial contact with persons in need of shelter or food on methods of providing assistance in a uniform fashion, including accurate reporting methods.
- * A centralized information and referral center for data collection, placement and immediate response to a request for assistance or service on a 24-hour basis.

Each CEAS should be managed by a steering committee comprised of representatives from voluntary agency providers and public assistance programs. To facilitate the establishment of these systems in all counties, the subcommittee has recommended, that the Department of Human Services, by regulation, require county welfare boards to develop a CEAS in their counties as part of the responsibility to provide emergency assistance through the Aid to Families with Dependent Children (AFDC) program. Municipal welfare agencies would also be required, by regulation, to participate in the county CEAS as an alternative to preparing their own emergency food and shelter plan under the General Assistance (G.A.) program.

While the Department of Human Services should proceed in promulgating regulations to accomplish these goals, the subcommittee believes that legislation which embodies this proposal should be introduced in the State Assembly.

II PUBLIC ASSISTANCE AND SOCIAL SERVICES

II PUBLIC ASSISTANCE AND SOCIAL SERVICES

Preface

The Subcommittee on Public Assistance and Social Services viewed its mandate as providing information and making recommendations to assure the adequate provision of programs which can help alleviate the problems of homelessness in New Jersey.

The concern over the homeless has been a recent phenomena and "state of the art" methods for serving this population are not sophisticated. One way to address this problem is to begin testing different models since the homeless present different needs. Pilots in foster care, self-run "kibbutz" type programs, work programs, etc. should be developed. From the development of these programs we may begin to move beyond the crisis response stage to begin looking at prevention. While there is an increasing movement to meet the needs of the homeless the resources currently being provided are inadequate. Services available to the homeless vary across the state. Coordination among agencies responsible for the provision of such services is often poor. In light of problems involving coordination and information sharing the Department of Human Services Task Force on the Homeless has compiled a statewide inventory of emergency food and shelter programs and services. When this inventory is completed it will serve as a valuable resource for agencies and individuals seeking these services. In some instances enforcement of public agency regulations designed to assist the homeless is lax. While there may be various reasons why individuals are lacking shelter, the basic one is the fact that so many homeless individuals, including recipients of public assistance, do not have sufficient resources to purchase adequate shelter. In fact, homelessness is often caused by the inadequacy of the grant. Many times clients are forced to make a choice between eating, paying their rent and/or utilities or purchasing clothing. Many General Assistance (GA) clients currently inhabiting shelters are doing so because while they are receiving the full amount of the GA standards, \$119 for employable individuals and \$178 for unemployables this amount does not permit them to secure suitable living arrangements.

The majority of such individuals have marginal work skills. Some of them have been recently released from mental institutions or correctional institutions, others are either addicted to drugs or are alcoholics. Another group of homeless includes formerly self-sufficient people who have lost their source of employment and have exhausted their resources. In addition there is a transient group which has come to urbanized or rural areas seeking employment.

Despite the fact that the public and private agencies do not have the resources available to eliminate conditions of homelessness in New Jersey, it is felt that the following key recommendations will go a long way toward alleviating those conditions.

Key Recommendations

9. Assistance to Families with Dependent Children (AFDC) and General Assistance (GA) grants must be raised to a level where they completely meet needs as defined by federal, state or other indicators of need. Possible indicators could be the Bureau of Census Poverty Income Guidelines for the AFDC program and the SSI standards for GA. Whatever indicators are used should subsequently be adjusted annually to take into consideration changes in the indicator. The Task Force urges that the Commissioner of the Department of Human Services recommend to the Joint Appropriation Committee an increase in the state budget to implement this recommendation.

At the present time, grants are low (50% of the Bureau of Census Poverty Income Guidelines in AFDC and 49% of SSI standards in GA) to the extent that rather than prevent homelessness they actually help to cause it, since clients in many instances are forced into choosing between paying for shelter and/or utilities or other such necessities of life such as food and clothing. As a result, government is in effect setting up a new assistance program to provide emergency food and shelter, which is designed to compensate for the failures of our present system in meeting these needs. Increasing public assistance grants would clearly help alleviate our need to create a new welfare system. It should be noted that the General Assistance grant has not been increased since 1974. Any concentrated attack on the problem of homelessness must address this issue.

It must be realized that the State cannot afford to solve the problem of inadequate grants overnight. To increase the AFDC grants to 75% of the Bureau of Census Poverty Income Guidelines would cost taxpayers an additional \$192 million annually in State and local funding. The major portion would be State funded, and an additional \$192 million would be received in federal matching funds. These projections and the projections below are based on the current caseload. It is anticipated that, should these increases take place, these costs would be higher due to an increase in eligibility standards and a consequent increase in caseload size.

Increasing General Assistance grants to 100% of the SSI standard for both employables and unemployables would mean an increase of \$68.6 million, \$51.5 million in State funds and \$17.1 million in Municipal funds. This would be the total amount of expenditures, since General Assistance costs are not subject to federal matching.

Such an extraordinary increase in just one aspect of the State budget would not be accomplished in one fiscal year. However, an incremental increase from, for example, 50% to 60% of the Bureau of Census Poverty Income Guidelines for AFDC in the next fiscal year would amount to approximately \$61 million in the State and local funds. Moreover, raising the grants of General Assistance unemployables to 100% of the SSI standards and employables to 66.66% of

that level would cost an additional \$43.9 million in State and local funds in General Assistance. These expenses, while high, might prove to be, at least for the present, more feasible to attempt to obtain.

10. The State should vigorously pursue with the federal government the extension of federal matching funds to emergency assistance granted to SSI recipients, as well as emergency assistance granted to AFDC recipients more than once a year.

Currently, this State provides emergency assistance for all AFDC and SSI recipients who have incurred substantial loss of shelter, food, clothing or household furnishings by fire, flood or similar natural disaster or who are in a state of homelessness because of an emergent situation over which they had no control or opportunity to plan in advance. This assistance may or may not be federally matched. In calendar year 1982 almost \$3.5 million was spent for emergency assistance for AFDC recipients, \$114,000 of which was not subject to matching solely because a recipient had received emergency assistance once before in that calendar year.

In the SSI program approximately \$100,000 was spent for emergency assistance in calendar year 1982. None of this expenditure was matched by the federal government. The only assistance granted by the federal government to SSI recipients is in the form of basic maintenance payments.

11. It is recommended that the General Assistance grant become a "flat" grant, varying only by the number of eligibles (similar to AFDC), thus eliminating the penalty suffered by people who share households.

The Task Force urges that the Commissioner of the Department of Human Services recommend to the Joint Appropriation Committee an increase in the State budget to implement this recommendation.

Presently unrealistically low monthly grants in General Assistance (e.g. \$178 for an unemployable individual and \$119 for an employable person) are reduced even further if that individual or couple is residing with other people who are not in the eligible unit (even though these individual(s) might also be receiving assistance) or if shelter and/or utilities are supplied to the recipient. This change would encourage sharing of households, where possible, thus reducing the incidence of homelessness.

The cost of implementing this recommendation is estimated at \$3.1 million annually in State and local funds. There is no federal financial participation in this program. It should be noted that this would not involve an across-the-board increase in General Assistance payments, but only ensure that each individual would receive the same amount as an individual living alone. An example of this is found when contrasting the grants of a couple eligible for public assistance. Under the proposal, a GA couple at the higher unemployable standard would receive \$356 a month, compared with the \$478 a month which would be received by the same couple if they were eligible for SSI.

III EMPLOYMENT AND TRAINING

III EMPLOYMENT & TRAINING

Preface

This subcommittee of the Task Force focused its attention on employment and training opportunities, the employability of the homeless and the need for supportive services.

The subcommittee also felt that supportive social services for the homeless were a prerequisite to effective job placement. Employment and training are viewed as the final steps toward ensuring success and stability of the homeless population.

The holistic approach to the individual to which the subcommittee subscribes assumes that many of the homeless lack job skills and knowledge of job opportunities. The subcommittee has recommended the need for government to provide incentives which will motivate an individual to seek work and/or training. We further recommend incentives which will motivate employers to grant work opportunities to this group of people.

None of the conclusions or recommendations of the subcommittee represent costly investments. One of the most important incentives to ensure funding would be the personal endorsement of the Governor, his cabinet and local elected officials. Where funding is recommended, funds would be available from Jobs Training Partnership Act (JTPA) or from State operating surpluses.

At the present time, there are non-profit and volunteer groups which provide shelter and have a network of companies which frequently absorb the homeless into non-skilled jobs. Traditionally there is an employment underground where aliens, legal and illegal, and transients, including the homeless, work at less than minimum wage, in unsafe and otherwise at-risk buildings.

Government programs do little to meet the needs of the jobless population. In its seven years of operation the General Assistance Employability Program (GAEP) has served persons in supportive medical and other services, training, job development and placement. Municipal Welfare Departments refer both the employable and the unemployable to GAEP. The latter are necessarily rejected. It is estimated that about 20 per cent of the employable registrants are homeless. GAEP presently requires a few hours per month of work at county work sites (hours equal to their grant rate; based at \$3.35 Federal minimum wage equivalent). Enrollees also attend a two-week job finding skills workshops series, including role play and telephone contact with employers. In an unpaid training position, their grant is retained while in a paid position, it is withdrawn.

Before a person is employable, he/she needs to show evidence of having stabilized, i.e., remained in one place beyond the "emergency housing" period. The same person also needs to have received the basic support services (medical, etc.) and, if illiterate, remedial training or conversational ESL (English as a Second Language).

There are numbers of community-based organizations as well as the State Employment Service, other state agencies, CETA prime sponsors (until September 30, 1983) and, potentially, JTPA administrative entities (after October 1, 1983) engaged in placement activity. These include, but are not limited to, churches, ethnic and racially based organizations, women's organizations, YM-YWCA's, veterans' groups, etc. The extent of their involvement, success, etc. is basically unknown. Even the agencies are unaware of who else is involved in placement. There is a need for locally based listings of all placement agencies. This would form a network of "feeder" agencies into a clearinghouse so that the best use of resources and best match of applicants to jobs can be achieved.

Government experiences indicate that applicants tend to be caught in a "revolving door", registering with several agencies which in turn present them to the same employers. The employers are then "turned off". This duplication is ill advisable since it loses the good will of the employer community. The duplication could be reduced by establishing a clearinghouse.

Key Recommendations

12. The Division of Employment Services (DES) within the Department of Labor should be designated as the clearinghouse to which all agencies turn for assistance in job development and client placement.

DES is the only agency with a statewide applicant clearinghouse ability. By design, it has offices in every county, bridging service delivery (SDA) and labor market (LMA) in areas where the new Private Industry Councils (PIC) operate under the Jobs Training Partnership Act. (JTPA). If agencies share their orders more jobs will be filled because, presently, no single agency ever has a total match of clients/applicants to available orders.

Unfortunately, federal and state funds are becoming scarcer each year. Each agency, as an advocate for its constituency, works particularly hard to prove productivity not only to that constituency but also to the grantor/funding source. Competition is encouraged between agencies, public and private, to provide "bigger and better" arrays of service. They are rewarded by "bigger and better" shares of the available funding. On the other side of the same coin, grantors caution against duplicative services and encourage partnerships. However, as long as resources are allocated based on competitive performance, duplication will not end nor will there occur the desired cooperation and partnerships. Providing placement services should be recognized as a more important responsibility than a "credit line". Providers of grant funds should cease deliberately encouraging such competition by their allocation processes.

13. To provide training opportunities, the State Job Training Coordinating Council should consider defining the "homeless" as a protected group to be considered for a set-aside portion of training slots in classes. The Council should then ensure that every PIC plan of service reflects this priority.

Since all persons in this group will meet the economically disadvantaged criteria, they would by definition qualify for services. If that takes place, there will be an oversupply of candidates for available training opportunities. Reserving slots in identified programs will provide the GAEP staff with recruitment and referral goals from this group of clients.

14. Two considerations regarding the General Assistance Employability Plan (GAEP) are recommended:

- a. It is recommended that recipients at work sites may be "excused" from work if more meaningful work experience or OJT placements can be made. This is similar to the Unemployment Insurance concept of excusing claimants from an active search for work while enrolled in training. If excused, their grants would

not be reduced during the training portion. Once accepted for employment the recipient's grant would lapse. An appropriate funding program should be developed to support the employer's extraordinary training expenses during this period. This type of support is paralleled in previous and present Federal and State programs (Work Incentive, Customized Training, CETA, et al).

For those able to report to work and for whom an on-the-job paid training opportunity can be developed, the amount of the training wages, even at the minimum rate of \$3.35 per hour, would represent a living wage.

- (b) It is recommended that funding under this sub-contract be increased to provide one Employment Counselor, specializing in the problems of the homeless, per SDA to provide service to the homeless. Counseling of other job seekers would be permitted if the identified "homeless" on file have been served. Staff could develop the additional worksites under (a) above. This could be done either by direct transfer of state-appropriated funds or by each PIC funding the Department of Human Services (prime contractor) which could then pass the funds through to its subcontractor, the Department of Labor, or directly by contract with a non-profit agency with expertise in the problems of the homeless.

IV HOUSING

HOUSING

Preface

The Subcommittee on Housing of the Governor's Task Force on the Homeless met during the Summer of 1983 for the purpose of assessing the societal problem of homelessness and the delivery of housing services. The subcommittee saw its charge as providing information on housing and housing services available and making recommendations on how to ameliorate the apparent shortage of affordable housing specifically available to homeless persons or those in temporary shelters.

Recommendations of the subcommittee fell into two broad categories: (1) the need to increase the availability of appropriate non-transient shelter for homeless individuals and families; (2) the need to improve the means of access to public and private agencies which provide housing crisis intervention.

State Government, primarily the Department of Community Affairs, has developed substantial programs to improve and maintain the existing housing stock and to expand the supply of affordable housing. These programs impact on the homeless by increasing the supply of lower cost units available to those in a homeless condition and, in some instances, inadvertently removing the lowest quality housing from the market. Other programs directly assist homeless or potentially homeless families and individuals, such as assistance for relocation, receivership, and tenant services.

However, the numerous assisted housing units in New Jersey are insufficient to accommodate all persons presently living in substandard units. They are also difficult to obtain by the homeless, whose problems may exceed those of persons ordinarily housed. Improving access to assisted housing units for these groups is essential. The number of beds in facilities generally used by the homeless falls far short of estimates of individuals known to be homeless and residing in temporary shelters. Waiting lists exceed two times the spaces available, so access by the homeless is severely limited.

Institutional issues are present obstacles to providing additional shelter. These obstacles include prohibitions against the use of federal rent subsidies for single individuals (other than elderly and handicapped persons) and the fact that many diverse agencies tend to compete for available housing. Also, increasing the supply of housing may not appreciably benefit homeless people, because most homeless people do not have the financial means to support the operating costs of housing. The supply of housing can not be increased to the point where it exceeds demand sufficiently for the price to fall within the means of a person with an income of \$120 per month. Additionally, a program to increase the construction of subsidized housing, while justifiable in the context of low-income family needs, would not specifically address the homeless population and would not respond to the immediate problem in a timely manner.

The recommendations which follow support this conclusion and are consistent with the subcommittee's objective to improve the access of the homeless into appropriate non-transient housing. Behind the recommendations is a more basic conclusion that the financial capability of the vulnerable population has to be increased.

Key Recommendations

15. Establish a Housing Clearinghouse in Each County to Coordinate Referrals for Housing Services and Searches for Housing Placements Among Social Service Providers in the County

The housing-related services offered to homeless people are greatly fragmented. Although many agencies offer placement assistance, it is often geared to clients with specific primary needs. As a result, each agency maintains its own source list of apartments, landlords and project managers. These agencies often compete with other agencies in a manner which is fragmented and frustrating.

An effort to organize this fragmentation must be made through the development of a housing clearinghouse, in which a lead agency in each county could maintain a master list of housing placements, available housing, subsidized housing, and rooming and boarding houses. The lead agency could maintain liaison with housing providers and social service agencies, thereby allowing agencies to make appropriate placements into available housing for particular clients. A number of resources must be developed for the clearinghouse agency. These resources should include updated information on rooming and boarding houses, residential care facilities, subsidized rental housing and the private and public agencies serving vulnerable populations. Although implementing this recommendation will not require any special legislation, an Executive Order directing the cooperation of appropriate state agencies would be helpful.

16. An Assistance Program to Provide Sponsors of Emergency Shelters for the Homeless With the Financial Resources to Meet Minimum Life Safety and Health Standards Should be Created

An inventory conducted on behalf of the Governor's Task Force on the Homeless indicates that there are 43 shelters in New Jersey, excluding homes for runaways, which provide year-round shelter. A number of agencies are additionally attempting to open shelters and another two dozen agencies provide vouchers to place the homeless in motels temporarily. While the need for facilities far outstrips the supply, many agencies are faced with orders to shut their facilities due to unsafe conditions. Other agencies are encountering governmental obstacles to opening facilities.

In recognition of this problem, the Department of Community Affairs must be enabled to temporarily license a shelter while providing for uniform state-wide standards and centralizing administration in the Department. The following proposal is intended to implement this authorization. Moreover, in recognition of the fact that most, if not all, of the existing and proposed shelters will need to make improvements to meet even minimum basic standards of health and safety, the proposal includes a plan for the financing of the necessary improvements.

Simultaneous to the promulgation of minimum standards for shelters for the temporarily homeless, the Department of Community Affairs should offer loans or grants to public and private non-profit agencies which own or operate facilities. The grants would provide funds to enable the sponsors of shelters to complete mandated health and safety improvements. The program would be administered by the Division of Housing and will be funded directly through appropriations or by the proceeds of the New Jersey Housing Finance Agency bonds.

The program could be completed within two years. Once uniform standards are promulgated and facilities brought into conformance, no future role for the Department is envisioned except to maintain the shelters in accordance with temporary homeless code standards.

17. The State of New Jersey Should Establish a Rental Assistance Program for the Homeless

Although the federal government provides rental assistance payments to low-income households through the Section 8 Housing program, there are a number of obstacles to preventing utilization by the homeless. The most significant obstacle is funding. There are many more eligible households than can be served and there is a clear need for additional units. Also, while the Department of Community Affairs' administered program gives priority to households in emergency situations, the statutory authorization prohibits single individuals who are neither elderly nor handicapped from participating.

To make better use of the Section 8 program, DCA could apply to HUD for a specific allocation of Section 8 certificates for the homeless. Moreover, greater use can be made of the moderate rehabilitation components which, unlike the basic existing housing program, allows for the rent subsidy of units in buildings designed for single room occupancy.

Despite what can be done to direct or redirect the Section 8 Program, there will still be a significant gap between the need and the service level. Assuming there are 10,000 homeless persons seeking accommodations (of which 3000 are families for whom an apartment is the appropriate accommodation and 2000 are individuals), a meaningful program would require no fewer than 750 apartments annually and 600 spaces in rooming, boarding or group homes.

If such a program was to be implemented which would meet the needs of families and individuals (particularly elderly, handicapped, and deinstitutionalized persons) in emergency situations, the cost would be three million dollars a year.* Also, assuming the typical

*This must be compared with the cost of prolonged stays in temporary accommodations such as hotels or motels which can be as high as \$1500 per month.

eligible family or individual would not be likely to substantially improve their income for a period of years, housing assistance should be committed for three to five years. Thus, a State program, similar to the Federal program, would be cumulative to some degree. A State rental assistance program could be administered in such a way that recipients would be transferred to the Federal Section 8 program as certificates become available. This would free State rental assistance for the homeless. Thus, a higher level of turnover and flexibility would be envisioned for the State program.

Given the opportunity, a State rental assistance program tailored to address the needs of the homeless might depart from the Federal program in a number of ways. In addition to an approach focused on emergency interventions, the program could address single room occupancy situations such as rooming houses, boarding houses and group homes. Many homeless individuals including handicapped, elderly and deinstitutionalized people are more appropriately housed in single room occupancy accommodations. In addition to the monthly rental subsidy being less expensive, supportive social and health services are often provided more efficiently in group settings.

18. Implement a Financing Program for the Development of Rooming, Boarding and Group Homes to Increase the Supply of Safe and Adequate Housing for the Homeless

The class of homeless least able to utilize existing housing assistance programs include single individuals who may also be elderly, handicapped, deinstitutionalized or otherwise ill-equipped to deal with the rigors of finding suitable accommodations. Often, an apartment with complete bathing and cooking facilities is neither necessary nor appropriate for these individuals, particularly given the additional expense and lease requirements associated with rental apartments.

Recently, the Committee on Residential Alternatives to Institutional Long-Term Care of the Nursing Home Task Force reported the need for the construction of additional boarding houses, residential service facilities and similar facilities. The Committee on Housing affirms this conclusion by recognizing that single room occupancy structures can more directly serve the homeless population than any other housing type, and that there is a critical shortage of bed space in these facilities in New Jersey.

Development of a program with below-market rate loans, provided through the sale of tax-exempt bonds, is a feasible method of expanding the supply of boarding houses. In all probability, however, a guaranteed stream of rental income to supplement the residents' ability to pay will be necessary to secure the debt service on the bonds. Therefore, this recommendation goes hand-in-hand with the recommendation for a rental assistance program.

19. It is Recommended that the Stock of Housing for Low-Income Households Including the Homeless be Expanded.

The sub-committee has recommended a number of innovative new directions in housing policy. These initiatives emphasize making better use of the existing housing stock.

One concept, pioneered by agencies serving the elderly was to foster shared living arrangements. This concept suggests that several persons live together in a house that is either owned cooperatively, sponsored by a non-profit organization or owned by a person who continues to reside there. The economic and social benefits to this approach have been demonstrated in the various models throughout New Jersey. Similar in concept to the group homes sponsored by community mental health agencies, these living arrangements should be encouraged and expanded to provide additional non-institutional living space.

There are a number of other innovative concepts being explored to make better use of existing housing. "Granny Flats" are units placed adjacent to single family houses on a temporary foundation, utilizing services through hook-ups to existing homes. A granny flat is conceived as a means for elderly parents to rely on the support of younger relatives while not overcrowding the space of the permanent house. Accessory apartments, units added onto or redesigned within a single family house, are another form of making better use of the existing housing stock. The major obstacles to the proliferation of these concepts are restrictive local zoning ordinances.

Other suggestions recommended greater public intervention in buildings with significant code violations through a receivership program. Once appointed by the Court, a receiver could act in the interest of the tenants to correct deficiencies, maintain occupancy and prevent abandonment. Existing law is sufficient to implement this recommendation, however, neglected buildings need significant infusions of capital to make them habitable. A related group of suggestions advised the reuse of abandoned buildings, former school buildings, factories, convents and monasteries as apartments or boarding homes. Financing and subsidies for low-income families are needed to achieve this too.

Financial remedies suggested include specific targeting of Community Development Block Grants for housing vulnerable populations; exploring subsidies for low-income housing such as cash contributions from developers in exchange for zoning variances; and a corporate donation program such as the Neighborhood Assistance Program of Pennsylvania and Michigan. One proposal with considerable potential is to aggregate the security deposits of tenants into a fund and to use the interest earned on the fund (that which is in excess of the interest due tenants) for property improvement loans for rental housing.

Clearly there is great concern by the members of the Housing Subcommittee for the long term consequences of neglecting the existing housing stock. Also, the Committee suggested a number of potential responses to ameliorate the situation. To a large extent, how well we address the long term solutions will dictate whether the problem of homelessness is brought under control.

V HEALTH SERVICES

HEALTH SERVICES

Preface

The Subcommittee on Health's main concern was that of access of the homeless to health care. The health needs of the homeless are wide-ranging. Many homeless individuals have a dependency on alcohol and drugs, mental impairments, or suffer from chronic illnesses. Experiences by health care providers with the homeless often occur in hospital emergency room settings.

Hospitals' emergency rooms and clinics have become social agencies, in some cases, for the homeless. They receive and treat homeless who either come in voluntarily or are brought in by the police. Hospitalization, limited to acute episodes only, is also provided to the homeless. In New Jersey, because of our "uncompensated care" reimbursement provisions, no one should ever be turned away for lack of an address. Social service departments of hospitals do become involved with the homeless, referring individuals to county social service agencies and to voluntary agencies such as the Salvation Army and rescue missions.

Notwithstanding the foregoing, there is no single focus on the "homeless" within the health care community. Generally, regarding the homeless' health needs, there is no single coordinating or monitoring agency nor individual at the local or state level; no specific funds are set aside to target special health needs; nor is there an inventory of health services available to the homeless.

The Division of Alcoholism of the Department of Health provides the greatest direct service to the "homeless," through licensed health care treatment facilities.

Local health agency functions can be expanded to deal with homeless health care needs. Such expansion activity may include the following:

1. Participation on a county-wide task force to deal with the problem of the homeless.
2. Help plan public education programs to assist the community in knowing about associated problems and services needed by the homeless.
3. Special targeting of the "homeless" into existing personal health services provided, such as screening.
4. Arrange for health maintenance and monitoring of the homeless who seek food/shelter in community facilities such as soup kitchens, Rescue Missions, etc.
5. Help prepare a directory of agencies in the community providing services to the homeless.

6. Engage in activities to find the homeless in the community during course of normal activities.
7. Cooperate with other community agencies for making and handling referrals.
8. Establish linkage with hospital emergency rooms and formal notification process.
9. Arrange for the health maintenance and monitoring of the homeless in such community facilities as soup kitchens, Rescue Missions and halfway houses to insure that food, health and safety standards are maintained.

The Task Force feels that the following recommendations would help to solve the health problems of the homeless.

Key Recommendations

20. An expansion of local health agency program activities should be mandated by the Commissioner of Health, directed toward the special health needs of the homeless, particularly in the urban areas of the state. Expanded health agency activities should be made eligible for funding to coordinate the homeless primary and preventive health care needs; to develop inventories of available health services; to schedule appointments; and to develop the homeless health care network through service contracts. These activities should be coordinated with social service providers. Available funds would be distributed on the basis of state-wide criteria, but targeted to only those areas where the need is demonstrably greatest. The cost would vary with program size and needs.
21. An expansion of alcoholism shelter and care facilities should be developed to begin to stabilize and treat a major segment of the homeless population - chronic debilitated inebriates. The Department of Health's Division of Alcoholism should establish and develop at least two regional alcoholics' shelter operations based on the successful Trenton licensed health facility model. Funding for alcoholism counselors must be included in these proposals.
 - a) Based on the Trenton Rescue Mission model, with existing facilities identified, provided or rehabilitated, an alcoholism care and shelter program should be developed.
 - b) Based on long-term sheltered care facility model, without buildings or related facilities identified or provided, the Division of Alcoholism should develop a program for shelter and treatment of chronic alcoholics.

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