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PUBLIC HEARING

before

ASSEMBLY TASK FORCE ON HOMELESSNESS

To elicit testimony regarding creative solutions
to the problem of homelessness

September 29, 1989
Felician College
Room 304
Lodi, New Jersey

MEMBERS OF TASK FORCE PRESENT:

Assemblyman Patrick J. Roma, Chairman
Assemblyman Louis J. Gill
Assemblyman Bernard F. Kenny, Jr.
Regina Purcell

New Jersey State Library

ALSO PRESENT:

Norma Svedosh
Office of Legislative Services
Aide, Assembly Task Force on Homelessness

* * * * *

Hearing Recorded and Transcribed by
Office of Legislative Services
Public Information Office
Hearing Unit
State House Annex
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Trenton, New Jersey 08625



New Jersey State Legislature

ASSEMBLY TASK FORCE ON HOMELESSNESS

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CHAIRMAN

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SEPTEMBER 11, 1989

NOTICE OF A PUBLIC HEARING

ASSEMBLY TASK FORCE ON HOMELESSNESS
ANNOUNCES A PUBLIC HEARING
ON CREATIVE SOLUTIONS TO THE PROBLEM
OF HOMELESSNESS

Friday, September 29, 1989
Beginning at 10:00 A.M.
Felician College
260 South Main Street
Room 304
Lodi, New Jersey

The Assembly Task Force on Homelessness will hold a public hearing on Friday, September 29, 1989 at 10:00 A.M. at Felician College, 260 South Main Street, Room 304, Lodi, New Jersey. The purpose of the hearing is to elicit testimony regarding creative solutions to the problem of homelessness. The Task Force will consider such recommendations as mainstreaming the homeless population through job training, literacy programs and mental health and substance abuse services. The Task Force will also examine other northeastern states' experiences with the production of affordable rental housing as well as possible incentives for financial institutions and developers to finance and produce these units.

Address any questions and requests to testify to Norma Svedosh, (609) 292-1646, State House Annex, Trenton, New Jersey, 08625. Typed copies of testimony are helpful to the task force (12 copies) just prior to the oral presentation, if at all possible. The chairman may find it necessary to limit the number of witnesses or the time available for each witness.



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ASSEMBLYMAN PATRICK J. ROMA (Chairman): Good morning. We are going to start the hearing, but by way of introduction, let me first introduce myself. My name is Patrick Roma. I am the Assemblyman from District 38, and the Chairman of this Committee, which was created by Speaker Hardwick. The Committee was designed to look into a number of possibilities to investigate the problem we have, not only in the State of New Jersey, but also within the entire United States. It is a very complicated problem. It is a situation that involves a lot of cooperation, certainly from the standpoint of business, from the standpoint of getting involved with the government at different levels, and, of course, the cooperation of many different groups, and we certainly welcome and solicit your input.

At previous times, I have gone over some of the statistics we have. There has been an excellent study done here in Bergen County, and I would commend the reading of that study. If anyone would like a copy, please let us know. It will be made available.

The problem, as it exists, affects so many different people. It is a situation that affects our young, people who are displaced through no fault of their own, evictions, many different problems that exist. Another factor that is especially troubling to me, is that from all of the information I can see, approximately 30% of the people who are homeless are veterans. That is another aspect. As I said before, it is a multifaceted problem. It requires a lot of cooperation.

One of the things that I find particularly disturbing-- I realize we have a number of issues in New Jersey, but I don't think we have had the sort of attention to truly air this problem and bring more people into the discussion. We certainly have a corps of people. I have seen many of you at previous hearings. But I think until that education is out there and we are able to convince people that

it is not simply the stereotypical type of example that exists, we are going to continue to have these problems.

Yes, we have cutbacks at the Federal level; we have cutbacks at the State level. What we need are some innovative programs working together from all sectors, if we are going to solve this problem, and certainly, it is an investment put in the right direction. From the standpoint of preventing someone from becoming homeless, we have taken great strides. There are new programs in the State of New Jersey. But in addition to those programs, I believe there is a lot more that has to be done. The purpose of these hearings is to come together, get as many recommendations as possible, and then to take all of that information back to the Legislature. Hopefully, with that type of information, we will be better informed and better able to solve this problem.

I would also like to take this opportunity to introduce the members of the panel: Assemblyman Lou Gill, who is from District 38 -- 36, I'm sorry. I just moved him over into my district. Lou, perhaps you would like to make some opening comments. Lou is also a freshman member. He and I are serving our first term in the Legislature, and it has been an education.

ASSEMBLYMAN GILL: I would like to compliment the Chairman for his openness in the meetings, and for having the meetings in various parts of the State, which has provided access for all to attend. I think it is important that everyone should have access to attend these hearings, and Chairman Roma has certainly selected the sites which made these hearings affordable in the way of access to all.

The problem of homelessness is an issue which is not enough addressed. We have a gubernatorial election taking place right now. It is just not a hot issue. It is not an issue which is in the forefront, and yet we have so many problems -- social problems -- which need this type of

development and exposure. Unfortunately, it is not the most popular issue, because everyone wants to hide away from it. No one wants to admit that these problems exist in our society, in our states, in our cities. When they do discover these problems, of course they try to transfer them anywhere but into their own locales.

I, myself, serving on the City Council in Passaic, have been exposed to this attitude over the past three or four years. It is truly a difficult issue to resolve, at this point. The problem is there. It is not going to go away. If we don't address it, it will just get more acute as time goes on.

However, the purpose of these hearings is to get your input so we can come up with some type of meaningful program, meaningful legislation, or meaningful output, so we can address this properly and help to solve this very, very tragic social problem in our society.

Thank you, Pat.

ASSEMBLYMAN ROMA: Thank you, Assemblyman. We also have Ms. Regina Purcell from the Catholic Conference. Perhaps, Regina, you would like to make a couple of opening comments.

MS. PURCELL: Yes, thank you, Assemblyman. Over the last few months, we have heard a lot of people talking about the reasons -- the causes for homelessness. As Assemblyman Roma suggested, it is a very multifaceted problem. I think one underlying theme that we have continued to hear, is the lack of affordable housing. I think what is needed is a commitment on the part of all sectors of society, as has been mentioned.

I certainly look forward to hearing the testimony today from you who are all deeply committed to the problem, as this Task Force continues to search for some positive responses to the problem.

ASSEMBLYMAN ROMA: Thank you. According to the witness list I have, Thomas Lynch, Assistant Commissioner,

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Department of Corrections, would be the first speaker. (Mr. Lynch not present at this time) Okay. Mr. Roy Ziegler, Chief, Bureau of Housing Services, Department of Community Affairs.

Understanding that we may have a couple of people walking in and out-- I understand that Assemblywoman Ogden is at a Committee hearing, and a couple of the other members had some conflicts. But hopefully, they will be here a little later. As people come in, we will try to move the calendar around to accommodate them. Mr. Ziegler?

R O Y Z I E G L E R: Good morning. Assemblyman Roma, Assemblyman Gill, and members of the Committee: I thank you for the opportunity to present some of the things that the Department of Community Affairs has been developing in the area of assistance for the homeless. As one of the people who works daily grappling with the problem of homelessness, I just want to commend you and the Task Force for this investigative and explorative effort. I hope that maybe as a result of the comments that are presented to this Task Force, together we will be able to more effectively resolve the problem of homelessness in our State.

Over the past five years or so, the understanding of the problem of homelessness, I think, has evolved enormously for those of us working in the homeless programs. I think, as you mentioned before, the stereotypes are really gone. Last year, over 150,000 evictions were filed in New Jersey courts, bringing this problem really a lot closer to those of us who maybe before saw the stereotypes as the only real problem. One hundred and fifty thousand evictions is an increase of about 20,000 over the year before that, so the problem in this State is not going away. And I don't believe it will go away as long as people are paying more for their housing costs than they actually have in disposable income in the household, and as long as we have families who have become homeless and who have no other recourse for housing except in hotels and motels with

very little services provided, and where the spiral and the cycle of homelessness continues to almost a hopeless situation.

We have, I believe, created some very innovative strategies for resolving the problem of homelessness. We have in place in New Jersey some programs which, at the present time, other states are only really thinking about. Over the last year or so, the Department of Community Affairs has been asked by 12 states to provide technical assistance directly to their states, to help them to develop programs which we in New Jersey have been fortunate to have for the last five years.

The Prevention of Homelessness Act in 1984 really gave us, for the first time, the ability to address some of the situations with regard to the evictions in the State of New Jersey. Since the implementation of that program, we have been able to prevent homelessness for over 16,000 families in our State. Our follow-up surveys indicate that roughly 65% to 70% of those families, after they had been assisted by us, have been able to maintain their housing and avoid the down spiral of homelessness for their families.

Last year, we received \$7.9 million to address this problem and to use the prevention program to assist the people who were becoming homeless. This year, unfortunately, it has been reduced to \$4.8 million. So, we were able to help over 5000 families last year who had eviction notices, and who had no other recourse. This year, unfortunately, we will be able to help only about 3000 families. So the other 2000 families, most likely, will become homeless, and at one point or other within the next fiscal year, will wind up at the doors of the motels and hotels throughout the State.

We worked with the prevention program for about a year or two, and it became very apparent to us that there were a lot of families out there who had already become homeless, and who really had nowhere to go. At a cost of \$70 a night in a motel -- roughly \$8000 or \$9000 per family per year -- for five

months of housing, there was really no progress, and there was really no permanent solution to that family's problem after that five-month period.

Commissioner Villane, about a year or so ago, worked out a family shelter strategy initiative in conjunction with the Department of Human Services. The idea of that initiative was to start looking at the Emergency Assistance dollars -- \$50 million last year pumped into motels and hotels throughout the State -- and trying to use this Emergency Assistance Fund and redirect it to maybe more constructive ways and cheaper ways of housing families.

I would like to just relate to you some of the things we have done with this family shelter strategy since last year. I'm talking to you now about programs that are in place which have proven success records. These are transitional housing programs for families that have been chronically homeless. Last winter I was in our Atlantic County office talking to a family of three. The lady's older child -- seven years old, a seven-year-old boy -- had never in his life had a home. They had been living in Atlantic County motels for seven years, since he was born. This is the kind of family that you just can't give an affordable house to and hope that they make it, because this family had problems which were multifaceted. It was a dysfunctional family, with alcoholism, domestic violence, a child in need of family guidance, and obviously a lack of affordable housing.

Our plan with transitional housing takes Emergency Assistance dollars which Human Services rechannels to the Department of Community Affairs. With that Emergency Assistance money, in combination with the McKinney Act funding, which the State has applied for and has received -- \$1.6 million since it started about a year-and-a-half ago -- and in conjunction with the \$1.6 million match from DCA's Homelessness Prevention Program, we have set up transitional housing

apartments in 11 counties. At this point, we are assisting 60 families that had been living in motels, and we expect to double that number by January, and double that number by the end of next year. So, by the end of 1990, we expect to have roughly 200 to 225 transitional housing units for families which we will be taking from motels and putting into the transitional housing units.

These are apartments which DCA rents at market rates, not at motel rates -- at market rates of roughly \$600 a month, decent apartments which we inspect and evaluate and find to be decent, safe, and sanitary. Families that are selected for the Transitional Housing Program are selected through a local housing advisory board including housing -- DCA people -- county welfare agencies, DYFS, domestic violence shelters, and whatever other agencies in that community that are going to be active with the family. This advisory board selects the family and puts it together with a case manager assigned by the county welfare agency through CEASE Committee funding. The case manager is assigned to this particular transitional housing group. They put together a plan of action. There are psychological tests; there are screenings for the entire family and for the single parent to find out what the problems are and how they can be addressed.

The case manager, after having put together a plan of action-- Then, the family is approved and moves into the transitional housing facility for roughly six months. During that six months training, the families which really have a need for basic living skills -- nutrition, most of them have no high school education-- They are prepared in the basic living skills for the next phase of development after that six months, which would get them into a GED equivalency course, and then on to vo-tech or community college.

We made some breakthroughs last year with the Department of Education, having the Department of Education get

grants through the McKinney Act -- the Adult Education section of that Act -- to provide GED equivalency courses and counseling for homeless single parents. In Ocean County -- in our Ocean County project -- 22 single parents who were living in motels this time last year, are now enrolled in the Ocean County Community College and vo-tech. They are pursuing courses as medical technicians, social workers, legal secretaries, and secretaries. In the vo-tech school, we are looking at truck drivers -- not traditional roles, job functions -- truck drivers, carpentry, and electricians. We feel that if we can't get a family out of a motel and out of the Transitional Housing Program, if that family is not making \$8 an hour when they finally get into a permanent housing arrangement, then we really haven't succeeded, because if you add up all the benefits they get for being homeless, it comes out to about \$8 an hour.

So, if we can't at least match that, and have them in the private sector and working on their own jobs, and if they are not even making \$8 an hour, then eventually they are going to wind up back either in our Homelessness Prevention Program or back in a motel.

Our idea is, using the cohesive approach on the local level, with all of the agencies that have something to do with the families, and maybe even going out and getting our own psychological tester for families, maybe our own therapist -- in some cases, we have needed a therapist-- In Ocean County, we had apartments which we rented -- which DCA rents -- and we used them for our transitional housing residents. In Ocean County we had a problem. The apartments were far removed from the vo-tech and from the counseling services and education that were provided in the county seat. We contracted with a cab agency and we got a couple of vans. The vans now, every morning, in Ocean County go over to the transitional housing facilities. They pick up the parents; they pick up the kids.

They drop the kids off at day-care, and they take the single parents into counseling and the education programs that have been established by the advisory board and are being pursued.

So, there has been real progress made in that area. The 22 who have graduated are now replaced by 22 more, who are in the first stages. We had a graduation ceremony yesterday for four in Ocean County, and we are graduating four in Hudson County today, from our transitional project up here. This is a program which has expanded. It now includes four in Passaic County, with the Paterson Task Force. They are working on the same idea. The idea is, get the coordination of services, because what has been lacking over the years has been the lack of coordination. My God, for the first couple of years that I worked on this problem, DCA and DHS didn't even know who was responsible for the homelessness programs on the local level on each side. Now we sit on the same Task Force -- on the Community Emergency Assistance System Committee in each county. And DCA's rep and DHS' rep are now part of the county mainstream for homelessness. Where the CEASE Committees are working, and where the agencies providing housing assistance are working, we have been able to accomplish a lot of things for families in those counties.

In Middlesex County last year, we started a program for chronically mentally ill families, in conjunction with Rutgers Community Mental Health Center's Mobile Outreach Unit. We wrote McKinney for funding on a matching basis to provide transitional apartments for homeless chronically mentally ill individuals who were picked up on the streets of New Brunswick in Middlesex County, who had nowhere else to go. Where were they going to go with really no concentrated effort as far as counseling and services and some mobility upward to get out of that transitional facility eventually?

DCA has used the McKinney Act. We have used agencies like the Rutgers Community Mental Health Center and DYFS. In

addition to that, we are trying to gradually move into the Department of Education, getting them to assist us with the basic skills that are needed -- the GED. Our next onslaught will be the Department of Health, trying to get more involved with the drug abuse situation.

What we are finding is that 80% of the families that we take from motels and hotels have a drug abuse or alcohol problem -- 80%. I think that is a figure that just about everybody who has worked in this field agrees on. So, with the added problem of drug abuse and alcoholism, we have to have another layer of assistance. We have to have another agency coordinating with us, because unless the drug abuse situation is addressed, no other progress can be made, realistically. So what we have now been doing is skimming the families out of hotels which don't have a drug abuse problem, or an alcoholic problem, because there really is no service in place to do anything yet. This is our goal for next year; to expand this Transitional Housing Program to include drug counseling, and maybe even detox for families that really want to get into this program.

We're starting next month, the first Transitional Housing Project in New Jersey for veterans -- for homeless veterans. We are starting in Salem County. We will probably be assisting about 15 or 16 homeless veterans in Salem and Gloucester Counties. This is a project which has long been needed, and finally we have been able to draw down some McKinney funds for this. We have rented eight apartments in Penns Grove in an apartment complex, where we can provide decent, normal living to the transitional participants who are veterans and homeless.

The family shelter strategy really involves the coordination of DCA services with the Department of Human Services Emergency Assistance Program. It goes a step beyond that, in that we are trying to match c resources and draw

down some funds from the Federal government -- the McKinney Act. The McKinney Act is being expanded this year. We are hopeful that with that expansion we are going to be able to go ahead and move on expanding our transitional housing facilities.

I think you may have read recently-- I know there is someone going to address the new transitional housing facility which is being constructed in Newark, the Hartz Mountain Harmony House New Community Corporation for homeless families now living in motels in Essex County. This is the largest transitional housing facility in this country at this point. I believe the idea will be to take families that don't need the coordination of services, those multitude of services, families which may have been homeless for just a short time, who with some decent housing and some counseling and some care, after six months or so can be moved back into the community and back into the mainstream.

We are working at DCA -- and we have gotten HUD's approval -- to use our Section 8 housing program in conjunction with our transitional housing effort. But after a family leaves transitional housing and has gotten really psyched up and are now ready to go out there, we don't want to say, "Fine, good luck, have a good life." The idea we are trying to do here is to provide some continuity of service, so that after the State bucks are terminated and they are out of the State programs, that then there can be a Federal housing subsidy available to the family for permanent housing way into the future. As a family's income increases, the Federal subsidy will decrease, and we can gradually use that subsidy for another family.

We have 200 certificates and vouchers set aside this year for families in those transitional housing facilities who will gradually move out. Our success rate has been about 80% for families who enter transitional housing, and who actually go into job training, education, and placement. So, it is a

program that really works, and we have a lot of hopes for expanding it over the next year or so.

The family shelter strategy also calls for the construction of facilities similar to the Hartz Mountain Harmony House New Community Corporation. The Middlesex Interfaith Partners over in Edison have gotten, for the first time-- This is the first grant in the United States of Federal surplus property. New Jersey got the first piece of Federal land. We are going to use that land. DCA has helped fund, and the McKinney Act has helped fund, and DHS has helped fund the Middlesex Interfaith Partners to construct 26 transitional housing units for homeless families in Middlesex County, who are now living in motels. In a few months, they will be living in a transitional housing facility similar to the Hartz Mountain in Newark.

I believe they are about to start a project in Monmouth County for 40 families in Monmouth County who are currently living in motels, who will be living in a facility by this time next year.

There are an awful lot of things happening here. Obviously, if you look at the numbers-- I don't know if anyone knows the number of homeless people in the State. I don't. I can guess, but I am probably wrong. We know that last year our survey showed that about 1000 families were locked out of their homes every month in this State by court order. They had gone through the eviction process and all their appeals, etc., and when all was said and done, the 1000 had gone home and couldn't get into their houses because they were locked out.

If that is the case, then there had to be at least 30,000 families who were homeless at one time or another just by court order last year. We are not even talking about the families and individuals who are roaming the streets or living in bus terminals or cars, or those who doubled up or tripled up. In Hudson County, they estimate that their vacancy

rate is a minus figure, because of all the doubled up and tripled up families in Bayonne and Jersey City.

So, the affordable housing angle, obviously, has to be addressed. This may seem strange to you, and it may astound you, but in the last four years, the amount of funding that DCA has gotten to create affordable housing has gone from \$3 million to \$48 million -- just in the last three years. Commissioner Villane has asked for \$25 million more this year, to expand the balanced housing in the JUMPP programs to create affordable housing for this population.

In closing, I think we have some innovative programs here. The Transitional Housing Program, for example, is now becoming part of the national strategy. I think the strategy that we devised here in New Jersey with this comprehensive Emergency Assistance System -- Department of Human Services -- and DCA with McKinney funds-- Using and rechanneling Emergency Assistance dollars is now being talked about at the national level. The Council of Community Affairs Agencies in Washington has a conference next month and that is one of the topics: how to use this kind of New Jersey experience nationally, and how people can rechannel dollars.

I spoke to the DCA in Illinois last week at their invitation. I talked to them about how to combine forces with their Department of Human Services to do exactly the same thing we are doing in New Jersey. The Homelessness Prevention Program was cited last year by the House Conference Committee Report on the McKinney Act. They cited New Jersey as an example of what can be done to prevent homelessness. This year, McKinney is actually giving funding nationally for the first time for Homelessness Prevention Programs. With our help, there are six programs that have been started up so far doing homelessness prevention, and there are six others that are about to start, based on the New Jersey model.

I think we have some programs that work. To the extent that these programs that we have created are funded, we can succeed in addressing this problem of homelessness.

Thank you.

ASSEMBLYMAN ROMA: I'm sure we are going to have a couple of questions, but at this time I would like to make note that we have been joined by Assemblyman Kenny, who is another outstanding member of our Committee; also a freshman member of our house. He has an active interest in this area. Welcome, Assemblyman Kenny.

ASSEMBLYMAN KENNY: Thank you, Mr. Chairman. I'm very sorry I'm late. I got about as lost as you could possibly get. I was way out on Route 46, and then I came back. So, I'm sorry I'm late. I am looking forward to hearing more testimony.

ASSEMBLYMAN ROMA: Thank you. Mr. Ziegler, there are a couple of questions I have, and I'm sure the Committee will have others. As far as the evictions you were talking about, how do you track the evictions? I realize we have a mechanism in the court whereby upon eviction, that information would be transmitted. But procedurally, how do you compile that information so it's verifiably accurate?

MR. ZIEGLER: We have had a lot of cooperation in the last couple of years with the Administrator of the Courts. We have undertaken this task. The first year, we did it ourselves. We sent our Homelessness Prevention Program field reps out to all the clerks' offices, and we just sat there until they let us open the books. We counted them that way manually. Now we have the Administrator of the Courts providing that information to us officially. I think it was something like 152,000 filings last year.

ASSEMBLYMAN ROMA: There are certain provisions in the law. As you are probably aware, there is a stay of execution for up to a period of six months. Has the Department looked into any potential changes in the law that you think may be

necessary, in terms of the eviction process itself? Has that been an area that you have looked at?

MR. ZIEGLER: Well, certainly six months does not resolve the problem, because after six months the family still has the same income, and they still have the same housing costs when they get back to the community and try to find a rental apartment. If they have a welfare grant of \$500, they find out very quickly that the apartments cost \$600 or \$700.

ASSEMBLYMAN ROMA: Specifically, what I am saying is, the judge has the authority to order an immediate eviction, or he has the discretion for a period of up to six months to stay the execution, because of various circumstances. Are there areas within that law that perhaps you can bring back to the Department and perhaps recommend some changes that may be helpful?

MR. ZIEGLER: I'm not totally familiar with the law itself. But one thing that would really help-- Right now, we have some courts which refuse to accept a State voucher for payment. We get into court and we are ready to pay on behalf of a family -- we have all the money they need to stop the eviction -- but some judges will refuse to accept the voucher in lieu of cash.

ASSEMBLYMAN ROMA: You say some courts. Can you break that down by county?

MR. ZIEGLER: I don't have the counties here, but I can get them to you.

ASSEMBLYMAN ROMA: Would you make that available to us?

MR. ZIEGLER: Surely.

ASSEMBLYMAN ROMA: It would be extremely helpful.

The other area dealing with the transitional housing you were referring to-- It was my understanding that the motel costs were actually much higher, and that was the reason you were going to the transitional housing. By doing that, you are actually cutting the costs dramatically. We had heard reports

of the motel housing running some \$30, \$40, \$50 per day, in some cases. Under the scenario you are talking about with the transitional housing, it would bring it down to a cap of some \$600 per month.

MR. ZIEGLER: That's right. Actually, the motel costs in some counties are \$70 a day for our families. And there are some families that need more than one room, so that doubles. If you have a large family they can't live in one motel room, so you might have two rooms, side by side hopefully, where they are being paid at 70 bucks a night for each room.

So what we are doing is using decent housing in garden apartments, which we are familiar with already from our Section 8 Program, contracting with landlords for a year at the fair market value. By reducing the costs of housing by roughly 60%, we are able to channel some money into services which the families desperately need, which they are not getting now as motel residents.

ASSEMBLYMAN ROMA: I am also extremely happy to hear that you are working very closely with the Department of Human Services. That has always been an area that I have been interested in, as far as the overlapping. While we are all well-intentioned in government, I think what you are doing now with the programs that exist, where you sit down and physically talk to each other and exchange information, is extremely important.

Do you have any comments on the REACH Program and some of the other programs that have existed, from the standpoint of the positive nature and people who have been put back to work?

MR. ZIEGLER: The REACH Program, I believe, has the ability to take families which maybe have never been unemployed -- which have been employed before and have skills to begin with. The REACH Program has succeeded in skimming those families which very quickly can be put into employment situations.

What the families we are talking about who are homeless need is really transitional housing to prepare them for the REACH Program eventually. We have been working closely with Human Services to try to get this point through, and we have succeeded. With this rechanneling of Emergency Assistance funds, we can get families which don't have a prayer in the REACH Program; get them through basic skills, education, and job preparation, so that when they finish the transitional housing -- maybe after six months, or twelve months -- then they can be picked up by the REACH Program and really make some progress toward employment opportunities.

So I think in that situation I see the REACH Program as kind of a culmination of everything we have to do first, to get these dysfunctional single parents to a point where they can actually become employed and self-sustaining.

ASSEMBLYMAN ROMA: All right. Just one other question dealing with the aspect -- and Assemblyman Gill hit it right on the head-- This is not the type of issue, perhaps with all of the issues we have in this State, that we have seen a lot of attention drawn to. Certainly the media has not treated it, I don't think, with the sensitivity it needs from the standpoint of trying to motivate people. We understand that it is a difficult problem. We haven't heard anyone speaking about it in the political arena. It seems to be one of those issues where, "Yes, we're addressing it."

Perhaps you can give us some insight. Perhaps what we need is a little more education, to make people more aware, so that when they hear the word "homeless," it is not in a negative sense, it is in a positive sense. Perhaps there are some programs among all departments that you may be able to look into that will disseminate that positive information, and perhaps foster that positive climate that we need.

Is that something in the works, or something that you can take back to your Department? I have worked with Doc

Villane and he is a very innovative person. Please send him my regards when you return.

MR. ZIEGLER: Thank you, I will. The publication you have, "Helping the Homeless in New Jersey," is the latest effort that the Interagency Council in New Jersey has put together to advise the public of what the problem is and what is being done about it. I think that is just about to be circulated. You have the first copies there, which I left with Norma (referring to Committee Aide).

It's true. I am mystified by the fact that the homeless issue hasn't even been talked about in the campaign so far. But as far as the newspapers, it's October, and they normally don't call me until November, when it gets cold. The New York Times is now preparing their major annual story about the problem of homelessness, because it really doesn't make anybody think until it is snowing. Really, nobody cares until that happens. I expect the normal annual onslaught of the media will begin in about three weeks, as they prepare for their feature stories in the Sunday papers.

ASSEMBLYMAN ROMA: Thank you. Questions from members of the Committee? Assemblyman Gill?

ASSEMBLYMAN GILL: Mr. Ziegler, with the transitional housing approach you have at this point, they are coming in for a six-month period. What amount of housing have you for them to relocate into afterward? Are there enough units? What types of units are you getting?

As an add-on to those questions, with taxes going through the roof at this point, and many of our elderly not being able to pay their taxes from their Social Security benefits, is any attention being given to that right now?

MR. ZIEGLER: Yes, it is.

ASSEMBLYMAN GILL: Because I think you are going to have a greater problem than exists.

MR. ZIEGLER: I agree. We did help the elderly last year with our Homelessness Prevention Program, which, I failed to mention, has a section dedicated to homeowners who have had mortgage foreclosures, who are about to lose their homes because they haven't been able to pay their taxes, or who are being foreclosed for various reasons. Last year, we helped about 200 families with the Homelessness Prevention Program who were about to lose their homes. Most of them were elderly.

Unfortunately, this year, because of the reduced appropriation, we are going to help fewer, and I think maybe 100 more--

ASSEMBLYMAN GILL: When you say you help them, what do you mean? Can you spell that out for me?

MR. ZIEGLER: We give them assistance which would pay for the arrearages they are owing, and then forward for a couple of months until they actually get back on their feet. The Homelessness Prevention Program will help people who have a temporary situation, so we are not pouring State dollars into a situation which is eventually going to lead to homelessness anyway.

The families that we assist have to show that they have a temporary problem, a crisis that has evolved where with a bit of funding-- The average assistance for a homeowner last year was about \$6000. We can provide that assistance to them as a loan and place a lien against the home, and they pay us off over a 60-month period. As that money is paid back to the State -- roughly \$150,000 was paid back last year from people who were assisted -- it is rechanneled back into those counties to provide more assistance for the families.

ASSEMBLYMAN KENNY: What is the interest on the loan?

MR. ZIEGLER: No interest.

ASSEMBLYMAN GILL: But the bottom line is, if you are a senior, at this point, and you get this assistance, you may end up with no equity in your home at all.

MR. ZIEGLER: The payments--

ASSEMBLYMAN GILL: Am I correct?

MR. ZIEGLER: What they pay us back is so low, that it really doesn't affect that. What we are concerned about are these equity loans. We're finding elderly people coming in to us who have taken out equity loans on their homes -- homes that they have owned for 40 years-- They are using equity loans as Mastercards, or just to get by, or just to take a vacation. Before they know it, they have a mortgage again which they never dreamed they would have at their ages, and now they are stuck with losing their homes. In some cases, we can do nothing to help them at all, at that point. They are so far gone, we can do nothing.

ASSEMBLYMAN GILL: Thank you.

ASSEMBLYMAN ROMA: Assemblyman Kenny?

ASSEMBLYMAN KENNY: Yes. On that issue, what is your feeling about these various proposals of equity loans that the State of New Jersey would, in effect, underwrite for seniors?

MR. ZIEGLER: I am not familiar with them, so I really--

ASSEMBLYMAN KENNY: Well, property taxes. The seniors would not pay property taxes, and then when they sold their home, they would -- the State would then collect its property taxes.

MR. ZIEGLER: I think it's a great idea in concept. So many families have gotten to a point, because of medical problems, disabilities, loss of a spouse, that they really can't afford all the housing costs that they have at this time.

ASSEMBLYMAN KENNY: But who would make up the property taxes to the cities -- to the tax collectors -- in the interim, the State?

MR. ZIEGLER: I don't know how that would work. Certainly there is relief needed. Because of the families that we have had to reject who we know have become homeless, who

lost their homes after we rejected them, who maybe have come back for rental assistance because now they have no home anymore, something has to be done, I think, to address that problem.

ASSEMBLYMAN KENNY: I have a specific request on specific pieces of legislation -- in fact, they were just introduced yesterday by myself and Assemblyman Kelly -- A-5001 and A-5002. They have to do with a specific project in Hoboken that received the HUD grant -- HUD relief in the amount of approximately \$3 million to \$5 million. The developer is going ahead with the project. It would include 115 affordable housing units based on the various indicia of the region. One hundred and fifteen out of some 400 units would be affordable units.

There is a ban on sewer hookups throughout Hudson County and other parts of the State by DEP and EPA. The purpose of this legislation is to exempt this project from that ban, so that the HUD grant of \$3 million will not be lost. If the grant is lost, the project will not go ahead, and the 115 units will not be built.

These are the first units to be built in Hoboken in over 10 years -- affordable units. These are the only HUD moneys that have been earmarked for affordable units in Jersey in some time. As you know, those moneys are no longer available. So it is a once in a lifetime opportunity for us to get these 115 units on-line.

I have communicated with DCA at different times about this. I just wanted to give you the bill numbers, because we would like your support in getting the exemption. This goes back to a problem that you mentioned earlier. There are a lot of factors that are competing for attention and resources in the State. Of course, the environment, with DEP arguing for complete compliance with sewage treatment requirements, is fine, but what about the affordable housing that can be built

where there are grant moneys available, and those are prohibited from going forward? I think the State has to have a policy that allows some construction to take place where it benefits the public good in other arenas. We would like your support on that.

MR. ZIEGLER: I'll take that back with me.

ASSEMBLYMAN KENNY: Okay, thank you.

ASSEMBLYMAN ROMA: I have one or two follow-up questions: When you were talking about the number of people who are homeless, where we are not really sure-- A lot of the information I have is sketchy and conflicting at best. But, if you take the HUD data -- and some of this is not truly up-to-date -- they were talking about a quarter of a million people nationally. But if you take the National Coalition for the Homeless, they talk in terms of three million people who are homeless. If you take the DCA figures for 1987, it's 28,000. Compound that with The New York Times article of June 19, 1988 at 50,000.

My question is: With respect to the number of people and the categories of people, is there some additional recommendation you can make where once and for all we can get a better handle, if not nationally, in the State of New Jersey, as to the number of those people, and who those people are? I realize we have had studies and we have tried to delineate that there are some people who are marginally homeless -- they live with family members -- and you are not able to get all of the information you want. But it seems to me that we should be moving in a direction where once and for all we can have an up-to-date study and know specifically who those people are.

We talk in terms of percentages. I realize that a number of the people are children. I realize that a number of the people may have mental and physical problems. But I think it would be extremely helpful, and not only with the training of the information, to have a better understanding as to the exact numbers, or as close to the exact numbers as possible.

MR. ZIEGLER: The 1990 census, for the first time, will include a survey of homelessness -- a census of homeless people throughout the country. Up until yesterday, I didn't think I would have any part of that, but I was advised yesterday that my Bureau would be the State Bureau to coordinate with the United States census. So I hope that by the time that is over next year, I will have a lot better idea of how many there are.

We are going to be diligent about this, and we are really going to take this seriously, because as I mentioned before, we don't know, and I don't think the HUD studies on homelessness are accurate by any stretch of the imagination. I think maybe the Coalition's estimates may be a little high. But certainly it is more than HUD's. It is closer to that three million, I think, than to the quarter of a million nationally, just from what we see in New Jersey and on the east coast. What we have here, I think, would eat up that quarter of a million very easily.

ASSEMBLYMAN ROMA: I would also like you to take back with you two bills that we are working on. One is Assembly Bill No. 3782, and the other is Assembly Bill No. 4445. They have been backed by the Institute of Multifamily Housing. I am not aware of any support from the Department of Community Affairs. One would provide low- and moderate-income housing pre-development costs, making available an increase in the housing market. I think that is a desirable objective. The other bill provides for a grant to nonprofit housing developers, and stipulates that the Department of Community Affairs shall consider as a factor the applicant's involvement with the local housing partnership program, pursuant to another piece of legislation.

This is very much in line with my thinking that you should have a number of different people working together; that cooperation is going to provide additional housing. If you

could take back to the Commissioner my feelings about those two pieces of legislation, I would be extremely happy to have your support.

MR. ZIEGLER: I will do that, Assemblyman.

ASSEMBLYMAN ROMA: I didn't mean to preempt Regina Purcell. I'm sure she has a number of questions.

MS. PURCELL: Roy, I want to thank you for your presentation. It was very enlightening. You have some exciting programs going on in DCA.

I wanted to ask-- I will just keep it to a couple of questions. The first question is in regard to the substantial decrease in funding for homelessness prevention. Could you speak to that decrease, in light of the State's commitment to reduce the reliance -- eliminate the reliance on motels within a three-year period?

MR. ZIEGLER: It's hard to understand, but Commissioner Villane has asked for a supplemental appropriation to restore that \$3.1 million that was eliminated this year. I believe that has been filed with the State Legislature. As I mentioned, it would mean 2000 fewer families that we could help this year, and they are going to enter that spiral.

MS. PURCELL: So, the State's commitment is still intact? The State still has the commitment to reduce the reliance on motels?

MR. ZIEGLER: Certainly.

MS. PURCELL: The \$7.9 million-- Was that totally State funded, or was that McKinney funds and all?

MR. ZIEGLER: That was all State funded. What we did was, we took roughly 10% of that, and set it aside for matches for the McKinney funds, and were able to draw down-- In most cases, most of the projects we asked for have been accepted and funded by McKinney, so we do have \$1.6 million for the next five years for transitional housing. Then we have some balanced housing money which we put up for McKinney for

permanent housing, where agencies like AAMH and ARC have purchased -- and UCP have purchased homes for permanently homeless handicapped individuals -- clients who they are assisting.

So roughly \$3 million has been drawn down from HUD with State matches. We just learned yesterday that HUD is going to award DCA \$4.8 million in housing voucher assistance, based on the fact that we do have a State rental subsidy -- Homelessness Prevention Program in place. I think there were about six states selected nationally for these bonus housing vouchers. By virtue of the fact that we have an initiative here in the State of New Jersey for a State-funded rental program to assist families in homeless situations, we are able to draw down this \$4.8 million additional for housing vouchers. So that will help roughly about 150 families a year for the next five years, which was nice to see. It was a nice bonus.

MS. PURCELL: Yes, that is good news. I was excited to hear about your plan to incorporate some treatment for drug and alcohol abusers. You mentioned that 80% of the families that are presently in motels are addicted to drugs and alcohol. Obviously, the 20% that you glean off the top, who do get into transitional housing, are the most motivated. Those, of course, with the most serious problems would be the abusers, and of course their children would be seriously impacted by the abuse as well.

Could you talk a little bit about plans for incorporating treatment?

MR. ZIEGLER: Yes. We have drawn up a flow as far as the intake is concerned. We know there is going to be a certain percentage who are going to be service resistant, no matter what we do. We know there is a certain segment of the population in motels who are drug abusers or alcoholics who we can help. But those who do want help, and those where there is

some possibility of working with them, then our effort is going to be with the Department of Health to try to get some bucks channeled into the Transitional Housing Projects, so that we can get detox services and we can get drug and alcoholism counseling for families which are selected.

This is even more critical now. You may already be familiar with the fact that HUD -- Jack Kemp -- is now saying that he wants to eliminate drug abusers from all the HUD subsidized apartments in the country. We know, working in our Section 8 Program, that we have a tremendous problem with drug abuse with people who receive Section 8 rental assistance, just like anyone else in the population. Even "yuppies" have the same problem.

So, once HUD starts putting into effect the regulations which are going to force us to evict families who are receiving rent subsidies -- to stop rent subsidies which is going to lead to their eviction eventually -- then we are going to have even more of these people who have no place else to go. So I think it is important that we start now to really start addressing this problem, because it is going to get worse, much worse than it is now.

MS. PURCELL: That would have an extremely serious impact, wouldn't it?

MR. ZIEGLER: Yes.

MS. PURCELL: Wow! I am going to ask one question that hopefully you will be able to answer: The family shelter strategy has some very excellent components to it. You spoke about some innovative programs DCA has developed to address the problem of families which are homeless. Could you talk about innovative programs to address the problems of single people who are homeless?

MR. ZIEGLER: I can't talk much about it, frankly, because there really isn't an awful lot being done about it. I know there is an initiative now from Human Services for a grant

program for GA recipients, where I think they are talking about \$100-a-month grants to help homeless individuals, with the understanding that they would have a plan of action for what happens after the 12 months that they receive this \$100, similar to what happened with the Homeless Assistance Grants last year with homeless families.

Frankly, it is the most neglected population. I have talked to a lot of groups about homelessness, and I always think we are doing what we should do with single parents and with children. But invariably somebody jumps up and says, "What are you doing about guys like me who are out here and have no place to go?" Really, it is a neglected population.

MS. PURCELL: Thank you.

MR. ZIEGLER: You're welcome.

ASSEMBLYMAN ROMA: I thought I could put my hands on it immediately, but there was another piece of legislation that I am aware of that provides for eviction for cause, for drug use or drug sales. I am not sure if it is Senator Gormley's. I don't know if the Department has taken a position on that bill, or if you have had an opportunity to review it.

MR. ZIEGLER: I am not aware if they have, but I will check on it.

ASSEMBLYMAN ROMA: If you could get back to us with the position, we would appreciate your comments.

I would like to thank you for an excellent presentation.

MR. ZIEGLER: You're welcome.

ASSEMBLYMAN ROMA: Please give my regards to the Commissioner.

MR. ZIEGLER: I'll do that.

ASSEMBLYMAN ROMA: I would like to call Kathleen Stanton, from the Interreligious Fellowship for the Homeless. Kathleen, you have been extremely active. Certainly we have seen a lot of you in terms of the programs that you have

developed and worked on. You are no stranger to this problem. We certainly welcome you to this hearing.

KATHLEEN STANTON: To all the members of the Committee: I thank you for the opportunity to speak before you. I have no great solutions to share with you. I do want to tell you briefly of some of our experiences working with homeless people in Bergen County.

I am with a group of about 170 congregations, which have joined together to help the county in dealing with the problem of homeless people. We started out with what we call "an overflow shelter program," which provides 10 beds throughout the year, and 20 throughout the winter months -- we hope -- for single individuals. Those shelters are in different congregational facilities on a rotating basis, whereby one congregation will shelter one night a week for a period of three months.

It is a great source of problems to us. I might mention this right now: When we have a representative from DCA, and with the new shelter rules, we are not specifically included in the exceptions. They made an exception for the hospitality networks, but the way it is worded, it excludes us. We are having real problems with some of the congregations that have had their communities come to them, wave these rules under their noses, and say, "You can't do it. You can't shelter."

This program has been perhaps most valuable because we have been able to go out to the different communities in Bergen County, have shelters, have people discover that the people who are coming into those shelters are really Bergen County people, people who maybe grew up down the street from them, and that homelessness is a very serious issue and everybody can relate to it. I have had many, many people come up to me and say, "I know it sounds white, but I am realizing that, 'There but for the grace of God go I.'"

We maybe have about 4000 volunteers who work with these programs. I think it would be a real tragedy if we had to shut down because of just a wording. I was promised that we would be included in the exceptions when I testified down in Trenton. I have written to the group that has put out these rules. I have asked that they consider an exception, and they say, "Well, you'll have to--" I really haven't gotten any answers. I have been sent forms which don't really connect with the problem, and I was told to fill them out. That's a little bit hard to do for 38 different congregations that are sheltering.

So, I really hope that we can resolve that. Any help that anyone in this room can give me, I would appreciate.

ASSEMBLYMAN ROMA: Kathleen, if I may-- Mr. Ziegler, could you make that a priority in terms of getting back to this Committee? That seems to be an area that is an extreme priority. Whatever you can do to move that along, please report back to the Committee. We will be glad to furnish you with the results, Ms. Stanton.

MS. STANTON: Thank you. We are sure that they have fulfilled-- These congregational facilities are up to code, as far as safety and health and space. So it is with all of those things that we comply. We don't have showering facilities because they get their showers at the main shelter. But the way the rules are written, they do not allow for these different exceptions. So this is a really serious problem for us.

I would like to address, though, some of the things I have discovered with homeless families. The Fellowship has started -- now it is into its second year -- what we call an "emergency family shelter." This shelter was designed for families that are the working poor; not the welfare families, but people who are working. We really found that these were the people who were falling between the cracks and for whom

there were no services being offered. These families are really up against it. Once they have been evicted from their apartment, where to they go? To whom do they turn? Eventually, if left totally to their own devices, they will probably lose their jobs and then become welfare cases.

Out of these families, much to my surprise-- This shelter holds 14 people, which is maybe four or five families. But it has turned into a first stage for a more ambitious program, which we have had going now for about four years. We have had transitional apartments. We started out with one, and now we are up to 18 of these apartments in Bergen County. Now, up until the time that the county is actually able to have their transitional apartments at what we call "40 Passaic Street" -- they are opening a unit there-- Half of these families in the apartments have been welfare and half have been working poor.

But one of the things that I have seen -- and it has surprised me -- has been the number of people who have teenagers. Now, of course, it immediately appalls me that we are having teenagers living in a shelter, because having had teenagers I know how fragile their psyches are, and I just can't imagine how a teenager is going to handle having to live in a shelter with their family and, you know, not let anyone know this.

The other thing is that we have intact families. This means to me that we are seeing more families that have been making it for a number of years, and now they have fallen off that little precipice that they have been teetering on for maybe a while, and there they are. Their emotional -- oh, I don't know quite how to say it -- but their feelings-- They feel like such complete failures, and they have really truly hit the spiral downward. I just see them as going to lose everything. I think this is a real tragedy for us, that we are not able to help these people, and to keep them -- the ones who

are working-- You know, we do have the Homeless Prevention, but my office, which has nothing to do with it, must get 20 calls a week, and we say, "Call Homeless Prevention. This is the group." And they say, "No, we tried them, and they're out of money," or this, that, and the other thing. I think what we are seeing is that we are just not doing nearly enough to really help the problem.

After our transitional program of six months -- and I am becoming more and more aware that it needs to be much longer for these families to really become stabilized -- they go off into their own apartments. Well, it takes so much money to get back into the housing market, for a rental unit -- you know, it is almost three months' rent that you need up-front -- that they are right back on the edge again. There are no support services or no aftercare after they have been in that program. Once again, these people are totally out there on their own with no support or help.

We try to provide what we can, but there is no funding really for it, so we do it kind of on the sly, trying to help and give them some of that confidence that they need. "Yes, you are going to make it. Maybe you can go here to get some help to continue." But there really isn't anything available for these people.

One of the biggest issues is child care. For all the programs we have, and all the training we do for these families, they get themselves all put together, and the piece that falls apart every time for them is child care for preschool youngsters. I think that is a real crisis. We have gotten families where they got the job, they are all set to go, and the child care is the issue.

In Bergen County I see also, and maybe it is the same in other counties, that transportation is a major problem for these families. Where they can find an affordable place to live is nowhere near where their job is, and there is no way to

get there. So we will find families that have no place to live, but they are still hanging onto that rattletrap car, and perhaps are living in it, because you can't exist without it.

So I really see that some things that need to be addressed are, of course, the affordable rental housing, which we are all talking about, and support services people who are right there on that edge, be they welfare or just working poor. I think we need to pay attention to these working poor people, and the child care and the transportation.

Just a little aside: In Bergen County, the Interreligious Fellowship has joined with the Bergen County Community Action Program, which is the agency which runs the county shelter and does most of the work with the homeless in Bergen County. For our programs, they provide all the screening and case management, and we work together. Well, we have joined now another coporation, which we call CHIP -- Community Housing in Partnership. We are trying to address the building of affordable housing by a nonprofit group, and seeing if we can't maybe develop a model for building affordable housing. It certainly might not be for the poorest of the poor, but it is going to be for many people who are being closed out of housing in Bergen County, people who are working maybe as policemen or firemen in the communities. Teachers are moving out of Bergen County and traveling back in. Social workers can't live in Bergen County anymore because they can't afford it. Hospitals are busing people in to work in cleaning and maintenance jobs, and so are the motels. So, we need to try to develop housing so that these people can live in the county and be able to lead productive lives.

Those were just comments on some of the problems we have here even in Bergen County. Everybody says, "You don't have homeless in Bergen County," but, boy oh boy, we do.

Thank you for letting me share these comments with you.

ASSEMBLYMAN ROMA: I'm sure there may be a couple of questions.

MS. STANTON: Oh, yes.

ASSEMBLYMAN ROMA: Assemblyman Gill?

ASSEMBLYMAN GILL: No questions right now, thank you.

ASSEMBLYMAN KENNY: None right now, thank you.

ASSEMBLYMAN ROMA: I have a couple of things you might want to bring back with you on the subject of child care and day-care. One is Assembly Bill No. 3335. That is a revolving partnership of moneys as a drawdown to be able to help those people who are having difficulty with day-care.

There are two other initiatives -- Assembly Bill No. 485 and Assembly Bill No. 1063. They attack the problem from different standpoints. One creates a revolving partnership, and one provides a tax incentive to certain businesses to provide day-care. If you could give us some comments of support on those bills, I think that would be extremely helpful.

MS. STANTON: Thank you. We have an advocacy committee which will certainly look into them. Thank you.

ASSEMBLYMAN KENNY: I do have a question.

MS. STANTON: Yes?

ASSEMBLYMAN KENNY: You described the people you are dealing with as working people, for the most part, right?

MS. STANTON: Yes.

ASSEMBLYMAN KENNY: So there are sufficient employment opportunities? You wouldn't--

MS. STANTON: Loads. You walk into a mall in Bergen County, and you see, "Help Wanted," "Cashier Position." You can't live in Bergen County and work at those jobs.

ASSEMBLYMAN KENNY: Right.

MS. STANTON: I think the hospitals-- We find that care is being diminished because they can't find people to work in jobs for the pay they are able to offer.

ASSEMBLYMAN KENNY: Because of the disparity between the costs of housing and the jobs, right?

MS. STANTON: Yes. In Bergen County, we have the specific problem that so many, many rental units have gone condo--

ASSEMBLYMAN KENNY: Right.

MS. STANTON: --recently -- well, not recently, but over the last five or six years -- and the poor are just being squeezed out -- the lower wage earners. These are the people we are seeing. People have made illegal apartments. We have had people who have lived in them, not really realizing that they were illegal apartments, and the city has come by and it's out they go. These people need to have the two members of the family working, they need two salaries maybe to keep it going, and then the kids get sick, mom can't work, loses her job, and then the whole thing goes down. We have had many families come to us with these various situations.

Also, I know we are having somewhat of a problem, too, with education. There are new rules -- I don't know that they are totally in effect yet -- that the homeless children should be able to go back to the community from which they have come, and there would be transportation provided. When we try to put that into effect, we have a lot of difficulties. They say, "Well, the rules are not really through yet," and, "That's not our responsibility." We have had a lot of the local school boards, you know, really balking about this. I see heads shaking, so I think that other people are finding that that is a problem. That needs to be addressed immediately, because we have families which are really having problems because of it.

ASSEMBLYMAN KENNY: In your experience, where are people finding housing in northeast New Jersey? Where are they going?

MS. STANTON: The families we have had which have moved successfully to an apartment in Bergen County had to have

the Section 8 housing. We have been fortunate in that the county has worked with us trying to put these people in our programs up to the top of the list. So we have been able to put a number of families in. They are really not able to find affordable housing. Those who have gone off on their own have gone to other counties and tried to find housing there.

ASSEMBLYMAN KENNY: Have they been successful?

MS. STANTON: As far as we know. We lose track of them when they leave us. They have, or else they are really just on the move. They have found an apartment obviously, but whether they were able to maintain it, I cannot tell you.

ASSEMBLYMAN KENNY: The reason I'm asking is, in Hudson County, a large part of the Hispanic population has moved out to Elizabeth and Paterson. Well, there has been a lot of displacement in Hudson County due to conversion -- condominium conversion -- and in general due to the rising rents. I am curious as to where these populations -- other than the ones that end up homeless -- are going.

MS. STANTON: A lot of them move into substandard housing in Paterson. That seems to be a place a lot of people slip over into from Bergen County, or Clifton, or Passaic. Those are the ones I have heard of. They don't seem to go as far as down to Newark or Elizabeth. A lot of these poor families have family ties in some of these areas, too, with other members of their family.

ASSEMBLYMAN ROMA: Regina Purcell has a couple of questions.

MS. PURCELL: Just one comment about the education of homeless children: Every state, in order to receive McKinney funds, must develop free access to education for homeless children. The piece of legislation you are referring to has passed in the Senate and is presently awaiting a floor vote in the Assembly. So you might want to support that.

MS. STANTON: Yes, and hurry it through, because these boards aren't going to do a darned thing until it is absolutely law.

MS. PURCELL: You mentioned that the Community Action Program staffs the emergency shelter.

MS. STANTON: They provide the case management and the screening. Our emergency family shelter is overnight only. These families are working and the children are in school or in day-care. That just has to happen if they are going to be working. So, the shelter is run much like the hospitality networks in Union County and Essex County, but we have one site. The congregation comes to that site and prepares dinner. We are very careful to stick within the State sanitary health code. We don't bring in covered dishes or anything, because we were told we couldn't. They provide overnight coverage. They are all volunteers.

Now, we have hired -- the Fellowship has hired -- one professional worker to go into the shelter, like, four nights a week, to give some real continuity to the program, because for these families-- They were always having different people there every night. We have a coordinator for the week from the given congregation. Actually, there are three coordinators. Their duty is to be there most of the time, to help to ease over some of the problems. But still, it was a very disjointed program. So we have hired a man who goes in. His background is in social work. He runs workshops with the families, and they discuss many things -- self-esteem, budgeting, you know, how to present yourself for a job, if you want to get a better job. There are many, many topics that they go over during the course of the week. That has been a very, very successful program with the families.

MS. PURCELL: Thank you. I just want to commend the Fellowship for the work you are doing. It is a very valuable service.

MS. STANTON: Thank you. If we just don't get tripped up by these new shelter rules, we will be okay.

ASSEMBLYMAN GILL: Just one other question, while we still have you here, Kathleen.

MS. STANTON: Yes?

ASSEMBLYMAN GILL: You mentioned before that many of the homeless from Bergen County are moving over to Paterson and Passaic. Could one of the reasons for that be that there is a larger amount of services in Paterson and Passaic, or are the services more easily accessible already?

MS. STANTON: These, as I said, have been more the working poor.

ASSEMBLYMAN GILL: Yes?

MS. STANTON: I don't think that the services are any better in any of the counties. I think for the working poor, at least through what we are able to provide through CAP for these families, that is really the best support they can get anywhere. Many of these families still try to come back, you know, if they hit another crisis. We try to be sympathetic, but of course, nobody is really getting funded for that. But they do need aftercare. We have seen that in many, many cases.

ASSEMBLYMAN GILL: Okay, thank you.

ASSEMBLYMAN ROMA: Thank you for an excellent presentation, as always. You do an excellent job.

MS. STANTON: Thank you for hearing me.

ASSEMBLYMAN ROMA: Mr. Ziegler, I was able in the interim, with the help of our Committee Aide, Norma Svedosh, to pull out that drug eviction bill. It's Senate Bill No. 1408. It is sponsored by Senator Gormley.

MS. SMARTH (Partisan Staff): Pat, there is another one, Senate Bill No. 2687, Senator Dorsey, which has passed the Senate already also. It came out of the Assembly Housing Committee, and is in a position for a second reading. I believe Joe Palaia and Assemblyman Singer are both co-primes in a companion bill, A-4759.

ASSEMBLYMAN ROMA: You may want to take a look at all of those bills.

I understand the Assistant Deputy Public Advocate is here. Given the number of cases he has, and the fact that he may have to be in the Appellate Division this afternoon--

D A V I D G. S C I A R R A: Hopefully not.

ASSEMBLYMAN ROMA: --I will take the prerogative of the Chair to change one of the speakers. Welcome, Mr. Sciarra.

MR. SCIARRA: Thank you, Assemblyman Roma. I want to thank the Committee for continuing to hold these hearings to keep the issue of homelessness in the public's eye at this time. I think it is extremely important that the Legislature stay deeply involved in this issue and keep its focus on it so that we do not lose sight of all that needs to be done.

As you know, the Public Advocate has, in the last six or seven years, led the fight to establish certain minimum legal rights for homeless persons in New Jersey. I think this Committee is well aware of that effort. I say that because I want to preface my remarks by making it clear that we come at this problem from an advocacy point of view. We do not provide services; we do not create programs or develop programs. We attempt to give a voice to homeless people in our courts and in the Legislature and in other areas, a voice that hopefully is clear and that brings to those arenas the desperate needs of this population..

We have given you a written statement of our testimony here today, but I want to emphasize at the outset that when we were here last time, in January, one of the main things that I spoke about was the need for coordination. It has been touched on here again. I have to tell you that despite what Mr. Ziegler said -- and he has indicated that there have been some steps taken to coordinate services -- we still have a very, very long way to go. I think I really do want to stress that to this Committee; that the overriding issue we have to come to

grips with is, how do we coordinate all of the different departments and agencies at the State and local government levels to bring all of the existing resources to bear in a coordinated and comprehensive fashion? We will not begin to deal with the underlying causes of homelessness unless we do that. There is still a tremendous need to get that coordination and comprehensive plan in place.

Mr. Ziegler pointed out some small steps that have been taken with respect to homeless families in transitional housing. We obviously applaud that. But as he pointed out, at this juncture, they are of a very limited nature. There is still a long way to go for homeless families. As has been pointed out here, there are large segments of the homeless population that are not included in these coordinated efforts. The issue of homeless single people-- Homeless single people are not part of the family shelter strategy, which is obvious. There is not a single persons' family shelter strategy. There is not a working poor family shelter strategy that attempts to coordinate DCA, DHS, the Department of Health, the Department of Education, DYFS, county welfare agencies, municipal welfare departments, county governments.

So, I want to really stress at the outset that perhaps what we need is a legislative directive to get a coordinated blueprint and comprehensive plan that involves all of these agencies together, and that mandates that, so that we can begin to provide emergency assistance services in a fashion that really addresses the underlying causes of homelessness.

This point about coordination is so important that when we went to the Supreme Court this summer for single persons on the five-month time limit issue, in a case called Williams v. Human Services -- and the Supreme Court issued its decision on August 1 -- one of the things they talked about again, as they did in the Franklin case last summer, was the lack of a coordinated response. The Supreme Court said that

confusion exists -- and I am quoting from the Supreme Court: "Confusion exists concerning which State agency -- the Department of Community Affairs, DHS, or county or local government -- is ultimately responsible to provide shelter of last resort to the GA homeless." That was the particular population that was before the Court in that case.

As a result of that, the Court specifically directed the Department of Human Services, by December 1, 1989, to indicate which agency will exercise supervisory responsibility for these homeless persons, and in doing that the Court made it clear that no person should be left without shelter because there is -- and I'm quoting again -- "an administrative misunderstanding about the respective roles of the agencies of government and the programs they administer."

I just point out those remarks because the record in that case, and the facts -- the individual facts of the litigants in that case, the homeless persons in that case, many of whom were from Jersey City, Newark, and New Brunswick -- pointed out that there exists a serious problem in this area; that no agency of government has taken charge to coordinate all of the other agencies of government. Again, until we do that, we are still going to have serious problems in this area.

The main fallout from the lack of a coordinated plan is the fact that we still rely on hotels and motels. Just to give you some sense of where we are on hotels and motels, some recent data from the Department of Human Services with respect to homeless families indicates that as of September 15, 1989, there were approximately 1300 families receiving EA under the EA program. Of these families, approximately 900 were in hotels and motels. Again, the data indicates that families are staying in the shelter system for long periods of time. Nine hundred of those 1300 families had been living in shelter facilities for longer than one month; nearly 150 were in their fifth month.

Now, this is just the official count. I want to stress that to you. This is just the families which actually make it into the welfare board, get on emergency assistance. It does not include single persons; it does not include the working poor that Ms. Stanton mentioned; it does not include SSI recipients and others who do not qualify for AFDC. So that is really just the tip of the iceberg.

As our Supreme Court has said, "Of all the solutions to housing the homeless, the welfare hotel is probably the worst." These facilities are costly, ineffective, and inhumane. The conditions in some of them are absolutely deplorable. The conditions in the Lincoln Motel in Newark, for example, which is used by the Essex County Welfare Board, which I visited on a number of occasions, are just absolutely appalling. Yet, as has been pointed out, it can cost anywhere from \$50 to \$70 a night to house families there.

As we stated to you in January, there is really an urgent need to end this system that institutionalizes the homeless in hotels, motels, and emergency shelters. The focus of this approach has to be, in a significant way, the creation of permanent housing for homeless persons so that they can return to their home communities.

I want to just briefly mention a couple of-- We took the Committee's call to look at alternatives from other states seriously, and I want to mention a couple of programs we saw in New York which we want to offer to this Committee as some examples of how to redirect EA funds. Now I am just going to talk about the redirection of existing funds, because obviously the creation of the kind of permanent housing we need for this population on a long-term basis is really a task that is going to require the commitment of a great deal of new funding. Leaving that aside, let's talk about what we can do now to just redirect the existing Emergency Assistance funds we have:

There are two programs in New York that have been used that have worked in this area. One is called EHAP, which is the Emergency Housing Apartment Program. In that program, which has been used a lot by Westchester County, New York, vacant apartments are targeted for rehabilitation and use as mixed emergency housing and permanent rental units. What happens is, in any given building a small percentage of the apartments are set aside for use as emergency assistance placements. The state then enters into an agreement with landlords, by which it guarantees rental payments for these housing placements through the EA Program at above market rates. In return, the landlord agrees to utilize this excess revenue to rehabilitate other apartments -- other vacant apartments -- and make them available for low- and moderate-income households. In Westchester, New York, the EHAP program has been used to create 275 units of community-based housing through the EA program, and that has generated another additional 600 units of permanent affordable housing.

There is a demonstration project that the Urban Initiatives Foundation in Connecticut has sponsored nationally. We have two such buildings, one in Each Orange and one in Jersey City, that have been slowly under development through the EHAP program, but we mention this program because there is a need to replicate this on a larger scale. This is the kind of program that is going to require that coordination between DCA, between DHS, between Education, between Health, and especially between State and local governments.

Another program is EARP -- the Emergency Assistance Rehousing Program -- which has been used in New York City in a very substantial way. Here what happens is, the welfare agency makes available a lump sum EA payment. In essence what they do is calculate the costs of a motel stay over a, say, six-month or twelve-month period of time, turn that into one lump payment, and make it available to the landlord in a lump sum.

The landlord then must agree to rent the unit -- lease the unit to a homeless family -- over a specified period of time, say, 24 months, 36 months. He must also agree to bring the apartment up to code.

What New York also does is tie that program -- as Mr. Ziegler pointed out earlier, this is very critical -- to the existing voucher program, or Section 8 program, so that during that period in which the family is residing in the apartment under the EARP program, eventually a voucher or subsidy kicks in so that the family can remain in the unit on a long-term basis.

I wanted to give you these two examples to give you a sense that there are some things that are being done in other states, that aren't transitional housing -- and there is clearly a need for transitional housing -- but, more importantly, create permanent housing units. Use the EA dollars and other grant moneys to create permanent housing units that can add to the stock. That is the kind of direction we feel this comprehensive plan -- if we are going to have it in New Jersey -- must go in.

I want to also mention prevention, because we often overlook prevention. We feel that the most effective way to combat homelessness is to take steps to prevent it in the first place. We have done some things with prevention -- there is the Homeless Prevention Program -- but we still think there are a lot of other components or aspects of this that need to be put into place.

The one thing that has been mentioned is the HPP program, and it has been underfunded. There is a clear need to have the DCA identify its need in this area in a very clear way to the Legislature, and for the Legislature to respond to meet that need. As has been pointed out, this program has consistently, since its inception in 1984, been underfunded. It always runs out of money, and the result of that is families

losing their apartments and falling into the costly shelter system.

Another area that needs to be addressed in the HPP program was mentioned, and that is where landlords refuse to accept the HPP payments as back rent. We just argued a case in the Appellate Division on this, and we might get some clarification from the Appellate Division. But this is an area where the Legislature could step in and make sure that the HPP payments constitute rent for purposes of dismissing the eviction action. That is something that is sorely needed.

Assemblyman Roma, you asked about the disparity in counties. In some counties in New Jersey, judges will require landlords to accept the HPP payments. In many other counties, they don't. We have that information, and we will make it available to you. Actually, the split in New Jersey is: In 11 counties, the courts will not require the landlord to take it; in about eight, the judges will do it. So there is a real split. You may be in one county and the judge would say, "Yes, the Homeless Prevention Program constitutes rent, and your eviction action is dismissed." And you could be in the next county, and it won't. There is a real need to deal with that issue.

The other related issue here is, many landlords will refuse to accept Section 8 and other rental assistance programs. There is another need for the Legislature in this area to take some initiative and to clarify the law, so that landlords cannot refuse to rent to households solely on the basis of the fact that their rent is going to be paid through the Section 8 program or some other rental subsidy program. This is an ongoing program of discrimination in the rental of housing that needs to be addressed.

The last point on prevention that I want to make is, there is really a need to provide legal assistance in landlord/tenant court. We have given this Committee a study

that was done in New York on some very innovative programs in New York City that provide legal representation to families facing eviction in court. As has been mentioned, there were 150,000 evictions in New Jersey last year. Many of those could have been prevented with appropriate legal representation.

In New York, the EA program -- the Emergency Assistance Program -- provides, as one of its services to imminently homeless families, a lawyer through certain specific projects in an eviction action. The payment for the lawyer comes through the Emergency Assistance Program, which, as you know, is 50% Federal, 37-1/2% State, 12-1/2% county in New Jersey. I am not going to go through the statistics. You have the study of their results in New York. The results are rather dramatic in preventing evictions when a lawyer is available to families in landlord/tenant court.

We think that the Emergency Assistance Program, administered by DHS in New Jersey, ought to have a legal representation component for families facing eviction. We think that would go a long way toward preventing many of these families from going into the shelter system in the first place.

The last point on prevention is especially critical. The county welfare agencies and municipal welfare departments of the State are not -- I have to tell you -- equipped to respond in that same coordinated way that I have been talking about to homeless families when they come in the door. I have represented many clients through the welfare maze over the years in this area, and a client can come into a county welfare agency and be homeless, and be literally referred from one office to the next, with the people in those offices who have different responsibilities not communicating with each other.

The other thing that the welfare offices do not do-- There is not the kind of intensive outreach -- aggressive outreach -- that needs to be done in this area. There was an article which appeared recently -- in fact, in the last two

days -- in The Star-Ledger, indicating that in Morris County, they are going to begin, under McKinney, an aggressive outreach program to homeless single persons, to actually get caseworkers and social workers into the streets, get them out from behind their desks in their offices into the shelters and into the communities to locate these families, and match them up with the services they need. This is a population that -- especially the single population, many of whom are sick, have mental health problems, and a variety of other problems-- There really needs to be a more aggressive approach by the welfare agencies to get out and reach people.

Our recommendation in this area is that -- and this may need a legislative directive as well -- each county and municipality welfare agency be required to have a homeless unit, a specific homeless unit that coordinates all of the homeless services that are available through Emergency Assistance and through the other welfare programs, in one centralized place, so that the families and the individuals can get the assistance they need.

I just want to make a couple of points -- another couple of points that have come up sitting here that might be of help. Assemblyman Roma, you asked about eviction laws and how those could be changed to deal with prevention. The six-month temporary hardship stay, which you mentioned, is just that. It is just a stay of eviction. Even if you get the full six months, at the end of six months, providing you pay your rent during that six months, you are still out. A judgment for possession is entered, and the court can then grant a six-month stay. But at the end of that six-months, providing you pay your rent, you're gone.

One of the things that the Legislature may need to look at here-- One is extending the time by which a tenant can make the payment of rent, or authorizing the court to set up, in some limited way, time payment schedules. This would be in

addition to the requirement that landlords be required to accept HPP contracts. I think there are some ways-- We could have a longer discussion about this, but there are some ways in which the eviction laws could be tailored to kind of cope with this crisis, and give the courts some flexibility to keep people in their apartments.

In the area of data-- There is a tremendous need for data. I served on the Governor's Task Force for the Homeless in 1982 and 1985. In both of those reports, one of the first things we called for was accurate data from the State, from either DCA or DHS. Frankly, we still haven't gotten it; we still don't have it. There is a serious need. Again, the Legislature here may need to do something in terms of a specific directive. There needs to be an effort to gather data in a comprehensive and ongoing fashion. It is very difficult for us, as advocates, to get kind of centralized information about even the numbers of people in motels at any given point in time. We have only been able to get that in the last three or four months, after years of pressuring the Department of Human Services to do that.

There is a need for data collection. The need for that is because if we are going to have this comprehensive plan, you've got to identify needs in the first place. We just haven't identified the needs yet. Even though we know this problem exists, we know the families are out there, government has yet to kind of come to grips with what the magnitude of that problem is, what the needs are in terms of services, and also ultimately in terms of dollars, so we can put that kind of a plan into place.

The last thing I just want to mention is about the education bill. There is a desperate need for that to be enacted. We worked with the Department of Education on that bill. We have worked on a number of difficult placement cases. In one instance, we took a municipality to court over

the issue of not allowing homeless children into the schools. The current bill that Ms. Purcell mentioned would go a long way toward clarifying this area and setting some very clear directives, because what we still find -- and it is always shocking to me -- is that homeless kids are not getting into school because local school districts don't want them there, or they throw up very serious roadblocks that cause delays -- that is probably the bigger problem -- where they want records, they want this record, they want that record, they want this, they want that, you know, none of which should matter. We find that homeless kids are out of school for long periods of time, and that is a tragedy, because school is probably the one institution that could give children some continuity -- as Ms. Stanton pointed out -- in this very, very tragic situation. So we would urge whatever this Committee can do to make sure that that legislation gets passed as soon as possible.

I thank you.

ASSEMBLYMAN ROMA: A question: Mr. Sciarra, with respect to the HPP payments and the disparity we have in the counties, maybe you can give me a little more information which perhaps would be helpful to the Committee in terms of the processing of the HPP payments and why that difficulty arises. It would seem that a number of the landlords are taking the payments and there is no difficulty, and they are doing so voluntarily, as I understand it.

MR. SCIARRA: That is correct.

ASSEMBLYMAN ROMA: Exactly how does that work, and why is there such a resistance?

MR. SCIARRA: Well, the problem is actually an accounting problem at bottom. I will send this Committee some very specific information about it. The landlords don't take it because it takes the State, through Treasury, anywhere from a minimum of three to four weeks, and at a couple of times in the year, seven to eight weeks, to process the payment request

-- through the Treasury. It is not a problem with DCA. The problem is with the State Treasury procedures for issuing checks.

What happens is, the eviction action is served. It is a summary action, as you know, and there is a minimum-- The only requirement is that from the date of the filing of the complaint to the hearing, there has to be a 10-day period. So that case comes on very quickly in court. Under DCA HPP rules, you can't even get an application taken for HPP funds until you have been served with that summons and complaint. As a result, they cannot process the application, investigate it, approve it, and issue a check in 10 days.

So, what they have done is, they will give the client a payment contract which, if you read it, it sort of looks like a guarantee of payment, but, you know, some landlords read it and say, "I want my money." That's understandable. They say, "I want my money today. I have a mortgage payment" -- or tax payments, or whatever -- "I won't accept this contract," even though the contract guarantees all the rent arrears, plus any rent that is due until the payment is actually made in the future. They still want their money that day.

So, some landlords will say, "I am not going to accept that. I want cash." The problem can be addressed in either one of two ways: One, you could look at the accounting procedures and try to get some mechanism in the Treasury Department -- I don't know how it would be done -- to process HPP payments within a -- I mean, I'm talking about a very short period of time. The other way would just simply be to require landlords to take it -- to take the contract and wait for their money. Or some combination of both, I think, would probably be in order here. But that is the problem.

ASSEMBLYMAN ROMA: Okay. Thank you. Your testimony has been very important. If you can think of anything else when you get back to the office after speaking to staff members, we certainly would appreciate any further input.

Questions from the Committee? Assemblyman Gill?

ASSEMBLYMAN GILL: No, thank you.

ASSEMBLYMAN KENNY: No, thank you.

ASSEMBLYMAN ROMA: Regina?

MS. PURCELL: Just one comment about the need for coordination. I believe there was a bill introduced at the end of June in the Senate to establish an office, or a division on homelessness within DHS to coordinate statewide efforts. We might want to take a look at that.

MR. SCIARRA: Okay.

MS. PURCELL: One more thing: You talked about a legal representation component. What needs to be done to have that happen in New Jersey?

MR. SCIARRA: Well, the main thing is, the Department of Human Services would have to deal with this, because they would have to amend their Emergency Assistance regulation to provide for the provision of actual legal services to-- They could define it to individuals facing eviction. The way it has happened in New York is basically through different pilot programs. I don't want to even call them pilot, but specific projects in different communities, where the welfare agency -- the state welfare agency -- went out and contracted for a set amount of legal services for its clients from the Legal Aid Society or the Legal Services Corporation, and guaranteed essentially -- entered into a contract guaranteeing that a certain number of clients would be referred and would have to receive services and there would be payment back in some amount.

It is not difficult to arrange. I'm sure that the bar associations or the legal services community in this State would respond to something like that. What it does require, though, is DHS to take the initiative and go out and do it.

The advantage of something like that, again, is that a large chunk of the services that would be provided would be through Federal dollars, although there would be some

additional State dollars and county dollars. Always, the cost of preventing homelessness versus actually having families become homeless and then go into the hotel/motel system-- You know, there is just no comparison.

MS. PURCELL: Thank you.

ASSEMBLYMAN ROMA: There may be some programs in existence, Norma, with respect to the Department of Education?

MS. SVEDOSH (Committee Aide): Yes. I believe they do have an Office on Education for the Homeless at the present time.

MR. SCIARRA: Yes, they do. The Department of Education actually has a very good staff and an Office on Education for the Homeless. We use them all the time. Their problem, though, is that right now they don't have any clout behind them. They have essentially what is a memorandum from Commissioner Cooperman, which does not have the force of regulation or law. So, if they run into a situation that they can't resolve amicably, say a school district that is adamant, "We don't want this kid," they don't have any legal leverage behind them.

The one other area that really needs to be clarified is, who pays for the transportation? That usually is the sticking point. The bill could clarify that.

ASSEMBLYMAN ROMA: Deb Smarth?

MS. SMARTH: I just have a question because you mentioned about the New York program in Westchester -- about the vacant apartments being rehabilitated. Basically what I want to ask Roy is, aren't, or can't the neighborhood Balanced Housing Program funds-- Are they currently being used for that type of activity, in terms of rehabbing apartments or structures that are dilapidated or don't serve a purpose at all? And how much is DCA or DHS coordinating to put more of a thrust toward the rehabbing and making use of, you know, nonusable structures right now for this type of thing? That is what I want to know: If these funds can be used out of this

program, number one, and number two, are we really doing anything in a coordinated fashion to achieve that end?

MR. ZIEGLER: (speaking from audience; no microphone) The Balanced Housing Program and also the Federal Rental Rehab Program are, right now, rehabilitating close to 4000 units throughout the State which will be used for very low-income families, below 50% of the medium. But what Dave is talking about is a little different. We are actually doing that in the family shelter strategy. We will be talking with Newark next week on this.

We are trying to go out and get housing units which have been vacant for a long time, especially under the federally funded 236 Program and under the Conventional Housing Authority Program, where there are buildings which are not being torn down, but which still have some promise for rehabilitation. We are going to use up-front money from DCA to rehabilitate those units, maybe 24 or so in a building, and EA funds could then be generated to repay DCA for the expenditure, the money going back into the Balanced Housing Program. The idea is that it is immediately available for a lot of money at one shot, to get the units rehabbed. That is a program that is just starting. We are starting with the Housing Authority there next week -- one building to start with.

That is promising. It is not to the degree that Westchester has done as far as the 200 units plus. The experience in East Orange has been very, very slow. I think this new shelter strategy, with up-front money from DCA to get the rehab done and then to get repaid by EA to continue that process has some problems. It is just starting.

MS. SMARTH: What are we talking about in terms of a funding level at this point with that program? In other words, what do we have in the kitty right now?

MR. ZIEGLER: We set aside about \$5 million at DCA to do rehab, with the understanding that over the next fiscal year, that roughly \$5 million would be repaid to us from EA

funds as we start placing families, instead of into motels, into these units. A lot of it will be used for transitional.

MR. SCIARRA: Just to follow-up, one very critical need in this area is the identification of vacant land and buildings that are governmentally owned. I don't know how that can be done, whether it can be done through DCA or done in some other way. But there is a need to do that kind of large-scale inventory, so that DCA will know what is out there in terms of vacant publicly owned land or buildings in municipalities around the State, where they can start to target. That is a critical element.

MS. SMARTH: Pat?

ASSEMBLYMAN ROMA: Excuse me. I think we are having difficulty picking up these comments, so we can keep our recording going.

MS. SMARTH: I put a mike on the floor, because I didn't think I was going to say anything.

ASSEMBLYMAN ROMA: Go right ahead.

MS. SMARTH: All I wanted to point out on that very thing was, we have an Assembly Housing Committee bill package. The bill you mentioned before about pre-development costs for developers and not-for-profits-- That is part of that package. But the Assembly Housing Committee package does just that. It tries to encourage local housing partnerships and gives special incentives to municipalities that establish these types of partnerships and use vacant land, or contribute it to a developer or a not-for-profit or otherwise. It is not on the tax revenue rolls or anything, but it can be diverted for affordable housing, which goes back to increasing the production of affordable housing stock.

I just wanted to bring that to your attention. I know you guys -- DCA has that package of bills.

MR. ZIEGLER: (from audience; no microphone) As I mentioned, Carla Lerman and I, last night, at the City Hall in

Trenton, met with the Mayor's Task Force for Low-Income Housing to talk about--

ASSEMBLYMAN ROMA: I'm sorry. We want to put all of this into the transcript. When you are responding, if you could use the microphone, I would appreciate it.

MR. ZIEGLER: Just a pitch for our two-for program. We do need increased funding. We had a meeting with the City of Trenton last night. They have identified four parcels of vacant city-owned property which they would like to use for this two-for program. Essentially, it is what they call an innovative idea, which is as old as I can possibly remember. It is creating a two-family housing unit, one owned by a moderate-income family, and the other leased, by mandate, to a low-income family, using a Section 8 project-based assistance subsidy. This is a new program which is really exciting. There is an awful lot of interest in the communities for it, because this two-for housing, as it is developed, will also satisfy the requirements under COAH, under the Mount Laurel housing mandates.

So, it looks like Trenton is going to grab some parcels right away and start running with it. We are excited about that. It is funded at \$2 million this year as a line item. It is a line item now. I think we are going to need a lot more next year because of the interest that Carla has seen in the Office of Housing Advocacy for this program.

MR. SCIARRA: If we can offer any other help to this Committee, please feel free to call on us.

ASSEMBLYMAN ROMA: Thank you, Mr. Sciarra.

I believe we will now be joined by Mr. Thomas Lynch, from the Department of Corrections. He is the Assistant Commissioner. Welcome.

A S S T. C O M M. T H O M A S F. L Y N C H: Sorry I'm late.

Mr. Chairman, members of the Committee: Thank you for giving me the opportunity to come here today. I thought it would be helpful if I came and shared with you some of the experiences we have had, or that we are trying to have, which might have some relevance to the problem.

I have been working in this area for awhile. My kind of earliest experiences with the housing problem goes back into the '70s. At that time, I was the Superintendent of the Youth Correctional Facility at Yardville. I was able to send into the City of Trenton, in connection with Father Brian McCormack's project there, a group of about 10 young men who were incarcerated at Yardville, but who had been trained in the building trades. I sent these fellows into the Trenton community to work with Brian and, in fact, rehab some housing, which when I first looked at it, I thought I was getting into the wrong business. But I was quite amazed at what we were able to pull off, because it worked very well.

We sent these young men daily into the Trenton community, and we helped them to put together about six houses, also with volunteers from the churches in the Diocese of Trenton. That has always been an especially worthwhile project in my mind, not only for myself, but especially for the young men who did the work. Not only did they accomplish some very positive results for people who were very much in need and thereby increase their own self-esteem, but they learned a viable skill. It seemed to me that we ought to be doing more of this.

In 1978, I was asked to take over the new Division of Juvenile Services within the Department of Corrections. Since that time, we have been about creating alternatives for youngsters, rather than placing those youngsters in large training school facilities, where you don't have as much of an opportunity to bring about change in them as you do if you have more individualized programs. At the present time, we have

approximately 50 such programs across the State. They are located in almost everyone's community, even though most people might not even be aware of that fact.

What we have been about is trying to make kids capable. You've got to realize that 85% of our kids come from the six or eight most urban communities in the State, and 85% of our kids are also minority kids. To take that group of kids, who have, in fact, in many ways been abandoned by our communities -- for lots of reasons probably which are valid; some not so valid -- and turn them around and make them part of the solution to their communities' problems, makes an awful lot of sense to me, and I think it has to make a lot of sense to most people.

So that, in a sense, is what we have been doing. Maybe what I can do is kind of point out a couple of projects we have worked on. Perhaps that will have a lot of ramifications for what you are trying to do, and might provide part of the solution to some of the issues that are facing the needy of New Jersey.

I mentioned to you the Yardville experience. Right now, we are involved with the Camden County and the City of Camden government in putting abandoned housing -- HUD housing -- that has been taken over and connected with the county government on a grant-- We are using our youngsters in Camden to rehab those homes. A couple of weeks ago, they had the first open house for the first home completed by the youngsters themselves, and the family moved in.

Prior to that, we had also been working with the Heart of Camden. Mike Doyle -- Father Doyle -- has been using our kids to work in concert with his project; that is, he is doing a similar kind of thing and our kids work in his houses, along with the suburban volunteers who come in. That project has been ongoing. It has not gotten as far as we would like it to. We had received some abandoned housing from the City of

Camden, which later was not available to us because of some rezoning. Community Affairs was going to give us some opportunity to use their resources to do this project on a grander scale, but they were rezoned and we didn't get those houses. We were really going to do the houses over and give them over to the Heart of Camden project, which, in turn, would take care of transferring them to needy families.

In Jersey City, we have a day program operating there. Our kids have just completed working on the rehab of a structure for AIDS babies. I just have to say that these kinds of things -- to have kids working on that kind of a worthwhile experience -- has to be something that is going to impact on them. It has to impact on them. If we are going to be in a position to bring about a change in kids, then we really have to give them opportunities. We really have to say to them, you know, "There is a bigger and better life out there than selling drugs." I might not be able to compete with the money that can be made, but one of the ways to compete with making money is to give people good feelings about themselves, and at the same time an opportunity to earn a living for themselves as well. I think that kind of thing is what I am talking about.

You might be interested in a project that is being done outside the State in Lima, Ohio. Out there, they bring in a group of, in this case, females from the correctional facility, which is probably about a half an hour or an hour from Lima. These young women are rehabbing housing in Lima that is strictly community development option. It is not what we are talking about here, but I think it points out the validity of what I am suggesting might be appropriate.

I have some tapes on that project which I can try to find for you, but I couldn't find them for this morning. That is a very worthwhile project.

Right now, we are involved with a group called Youth Build. I don't know if you have heard of that group. It used

to be called the Youth Advocacy Program. It began operating out of East Harlem. It is a very significant program in my mind. Youth Build has grown to become a national movement at this point, and has developed what is called a Coalition for \$200 Million, to provide money, through the Congress, to the restructuring of housing in inner city communities, using youngsters. Part of that \$200 million would be used to build youngsters as well.

The program in East Harlem is interesting because the program was built around a gang -- a delinquent gang. Money was given to them to rehab apartments in East Harlem. It has been very successful, and it is still operating. When I visited the project, the young man who took me around proudly pointed up to the insignia on the building, which was the insignia of the gang. So, in fact, you can really turn kids around -- turn them in the right direction -- if you give them options. I think that is what we are talking about -- the need to give kids options, because we are not doing that in a lot of ways.

We are already doing a lot of things within our own system. You would be amazed at how capable our kids are. Right now, they are actually building a facility, or rebuilding a facility that is going to be theirs, so we are very self-serving to start with. The Pinelands Project, which has gotten some recognition as a very valuable program for kids who are sexual offenders, but who also have been sexually abused themselves, was basically reconstructed out of an abandoned hunting lodge in the middle of the Pinelands. It was done with teachers teaching kids how to do the work.

So those are the options, and I think they might be helpful to you. I thought if I at least talked to you about it, you might want to give it some consideration. I am just here to say that if there is anyone who would like help, and if we could help, I would be more than happy to try.

Thank you very much.

ASSEMBLYMAN ROMA: Thank you, Mr. Lynch. Questions from the Committee? Yes, Deb?

MS. SMARTH: I'm just sort of wondering: You just offered help, but what are the chances of-- You were mentioning Harmony House and you mentioned all these new projects that are going on in urban areas. Your group, which is already there-- You know, you are doing contracts with different people who are involved with these types of rehabilitative projects, using people who are incarcerated and you can make these people grow by giving them a sense of dignity, or whatever, their being productive in society in programs like yours. Has there been any kind of communication between, like, DCA or whatever?

ASSISTANT COMMISSIONER LYNCH: Only in the Camden project. Carla Lerman was willing to work with us on that project, but then we lost-- The zoning knocked us out of the box there. On the other hand -- I didn't mention this to you -- right now we have just undertaken a contract with the Newark Housing Authority. Our kids will be renovating probably 85 apartments within the public housing projects in Newark. It is going to give them a great deal of understanding of how to do the work. I really also think it is going to have a really community development effect on the residents there as well. We have seen that happen in other places. The kids go into projects and they start to do community service options, the people come out of their apartments, which are usually in fairly good condition, and start to work on the common areas, which most of the time aren't in such good condition.

We think that this is going to be a catalyst not only for improving the housing situation, but also to bring the communities together. Long range, we would like to see our kids involved in entrepreneurial activities; some of the other things that other people are making money on. Let our kids get the same options to do that for themselves and for their

families; ownership of homes and so forth, based on the sweat equity they put into it, and what they have learned.

I don't know if there are other things we could do, but I am here to say that I am willing to cooperate in any way I can.

ASSEMBLYMAN ROMA: Thank you for taking the time to be with us.

According to my list, we have Tom McKenna, June Rodriguez, John Hamilton, and Felipe Chavana. If there is anyone else who wishes to be added to that list, please let us know.

Our next speaker will be Tom McKenna, Coordinator of Projects for the Homeless, Bergen County Department of Human Services. Welcome.

T H O M A S J. M c K E N N A: Thank you. Good afternoon, everybody. Mr. Chairman and members of the Task Force: Thank you for the opportunity to share some thoughts with you. I took the heading of your invitation rather seriously, and I tried to be creative in terms of looking, not so much at services, but at systems. I am not going to mention services. By that, I don't want anyone to think that I am copping out of being an advocate for more services, because I know pretty much of what is going on in Bergen County, and I can assure you that we do need a lot more services because the number of homeless is increasing in our county, although most people don't believe that.

Last night in Bergen County, there were at least 164 beds reserved for and occupied by homeless people. Actually, there were more than that. There were beds in motels that were paid for by welfare directors from our municipalities. I have no complete figures from that sector, but I did call a number of our local welfare directors yesterday. If we figure that about a quarter of the towns of Bergen's 70 towns put up at least two people apiece, that puts us above 200 beds last

evening that were filled with homeless people. They are just the ones, in a sense, that we can count. We really can count that number.

The estimate of the Bergen County Coalition for the Homeless in its 1988 statement, then seems about right, and I quote: "On any given night, there are, on the average, 108 single individuals, and 125 families in need of shelter here in Bergen County."

Three points have to be noted here: First of all, we are not dealing with a pool, but with a stream. I think that is very important. Every individual, every family that receives assistance and a more permanent place to stay, is followed by another individual and another family. Our county welfare agency began the year -- 1989 -- with a caseload of 56 families on emergency assistance. As of March 31, the caseload was 56 families. In the time between January and the end of March, 91 new cases were approved for emergency assistance, and 91 cases were closed. Our service systems are doing emergency work. They are not addressing the root cause of the problem, because they neither have the means nor the mission to do so.

Secondly, the chief reason for homelessness is the unaffordability of shelter. I am not referring to those "affordable" houses selling for \$125,000. Shelter for most of the people our workers see means a rooming house, a boarding house, or an apartment someone making \$12,000 a year can afford. This is not to say that alcohol and drug addiction and mental illness are not contributory causes of homelessness. It is to say that were such facilities available, they would provide a far better and more frequently utilized option than the street for people who have such problems.

Thirdly, and to the point of this particular hearing, we are dealing with a problem that does not exist in the minds of those who wield veto power over many of the solutions you and I may suggest. However, frequently the media calls our

attention to homelessness in our midst, or State and county officials mention it, or advocacy groups proclaim it. Down at the local level, in our villages and towns, cities and boroughs, homelessness is invisible. They see us -- we people from the county and from the State -- as offering solutions for problems they do not have. If you have any doubt about this, simply propose setting up a residence for homeless people in any one of our 70 towns, and you will instantly create a crowd of no less than 300 extremely angry people, uttering expletives, threats, and allegations concerning your ancestry, all of this to underline in no uncertain terms that they are sick and tired of being "dumped on" for "riffraff" from elsewhere. Up here in Bergen, "elsewhere" is Newark.

Over at St. Cecilia's in Englewood, the Interreligious Fellowship for the Homeless runs a 14-bed shelter for homeless families. Last year, they provided shelter for 66 families from 22 of Bergen's towns. For those of you who know Bergen County, let me mention some of those towns: Teaneck, Closter, Englewood, River Edge, Little Ferry, Garfield, Fort Lee, Hillsdale, Saddle River, and Ridgewood. Statistics from our shelter in Hackensack indicate that persons seeking shelter there come from at least 45 of Bergen's 70 towns. Granted that most of Bergen's towns do not have homeless persons in great numbers, why, even so, are they invisible to the citizens of that town?

The reason, I submit, has very little to do with a town's likes or dislikes. It has very much to do with the "system" we have devised to address the problem of homelessness.

Take, for example, the instance of a homeless family. Through eviction, the family finds itself on the street. After a few desperate phone calls, they make their way to the county welfare office. The worker there does an intake, arranges for a motel room and, if necessary, transportation; problem solved, for that night anyway. But the problem really isn't solved, we

know. It has merely been transferred to a county agency, completely bypassing local involvement.

When the county finds that such referrals mount -- last night there were 27 homeless families put up in motels by our county welfare agency -- it goes to one of the 70 towns and proposes establishing a family shelter, and you know the rest of the story. As a former Hackensack Councilman replied, when just such a shelter was proposed, "Hackensack has no homeless families." Our system does not encourage the town to own the problem. How, then, can we expect them to own the solution?

Our service system for individuals is similarly enabling. Here the towns do have stipulatory responsibility for those eligible for general assistance. While some towns honor this responsibility, many others are accustomed to placing homeless individuals in their police cars and delivering them to the parking lot outside the shelter in Hackensack. Some have been known to provide this one-way ride as far as Jersey City. Here again, the county, by providing a 32-bed shelter, has assumed the responsibility that is, in many cases, the responsibility of its towns.

Now, I am not suggesting that we dismantle our county systems and send all our clients back to their towns of origin. There are substantial reasons for the development of these systems, and they are based on an economy of scale. The county taxes its towns and the latter, therefore, have claim to various services from the county. I am suggesting, however, that our systems, which are somewhat mega, develop linkages to the microsystems in the towns; that we at least begin to establish some kind of a communication network, so that officials of those towns become aware of those of their citizens who become homeless.

By preference, county caseworkers need to touch base with municipal social service personnel in devising service plans for their clients. Towns need to mobilize volunteer

organizations that can offer such services as transportation, room or apartment finding, and food and clothing assistance for families or individuals who become homeless.

In Connecticut this month, there was a statewide tag sale in 26 of its towns, with proceeds going to services for the homeless. The event was sponsored by United Technologies, and raised over \$78,000. That is an instance of what I am talking about -- raising the consciousness of our towns. Private sector participation in this effort is essential.

If we are to take positive steps to involve municipalities in solving the problem of homelessness, we will need to move beyond the consciousness raising that I am suggesting and address the root cause of the problem; that is, the availability of an affordable place in which to live. And that affordable place has got to be in one or more of Bergen's 70 towns.

There are two ways I know of to make that happen: one is a carrot, and the other is a stick. Towns know the stick very well. That instrument of enforcement is wielded by developers who are suing towns under the Mount Laurel provision in order to build a few affordable houses and lots of unaffordable ones. The other enforcer is the Council on Affordable Housing, the agency that I think needs a police escort when it ventures out on a field trip.

But, where are the carrots? I heard a few today, and I was delighted to hear them, but when I wrote this, I knew of none. A town that invites in a nonprofit agency, or a public one, to establish some sort of housing for low-income groups, foregoes ratables from the property and is still expected to provide municipal services. What chance does such a project have when pitted against a commercial enterprise?

A few years ago, Bergen County was "dissuaded" from building a family shelter on its own property in Paramus by 400 signatures signed to a letter bitterly opposing the plan.

Donald Trump's move to build another mall in Paramus -- we need another mall in Paramus, you must realize -- on the site of the busiest and most heavily trafficked intersection in the county, if not in the world, while not unanimously approved -- it is being fought by another developer -- has met no such citizen opposition.

I say towns need to be rewarded for opening their neighborhoods to affordable dwellings. They need incentives. Kind words and plaques are appreciated, but there is no substitute for money. One way to provide such an incentive is to target available funding to those towns that open their neighborhoods to affordable living places. Community Development Grants could be based on such considerations.

In the long run, however, any such effort will need new sources of funding. A recent analysis of Bergen's towns by the county Department of Planning and Economic Development, indicates a growing need and concern for renewing infrastructures. Financial aid in this area could be made dependent on the town's concrete efforts to provide housing for its low-income citizens.

Human service providers in this county and statewide are forced by the very systems we have created to utilize "macro" means to address "micro" problems. We must find ways to bring, if not the burden, certainly the consciousness of the problem to the local scene. Communities that do not own a problem will never own its solution.

Thank you very much.

ASSEMBLYMAN ROMA: Thank you. Questions from the Committee? Assemblyman Gill?

ASSEMBLYMAN GILL: I just want to say that I enjoyed your presentation very much. Thank you.

ASSEMBLYMAN KENNY: I agree with you -- with your idea about raising consciousness in the municipalities. It is true that municipalities don't have to directly confront the problem

of homelessness, and the county does, as you described very well here in your statement. But there has to -- at least in my opinion -- be a way for this housing to take place. I feel that the only real solution -- and I think the Chairman of the Committee is having these hearings in order to develop some of these solutions -- is to involve the private sector and government, to make it financially feasible to do it. That is the way the country works; that is the way New Jersey works. Without incentives, it is not going to happen.

Consciousness raising is worthwhile, but the real engines in government are Washington and Trenton, and the private sector is the other real engine. In my experience, the only way you succeed in really achieving social objectives -- I am talking from a governmental point of view -- is to create those monetary incentives through some of the means you have described here and what we are trying to define.

Your suggestion as to bringing the moral issue and the governmental responsibility back to the municipalities comes at a time when municipalities are trying to have more and more responsibilities taken on by the State. We in the municipalities -- and I sit on the Municipal Government Committee -- the mayors, the local governing bodies, are all the time trying to hold off -- not just in the homeless area, I mean, that is probably, for the reasons you stated, low on their agenda-- In all sorts of social issues and responsibilities that require the expenditure of money, the effort is always to have the State assume a larger role, and the county, in certain areas.

For example, many recommendations are trying to get the State to pick up the costs of the criminal justice system which is now carried by the counties, and through the municipalities of those counties. The welfare system is trying to get the State to pick up the costs of welfare and, of course, there is the battle of funding for education, and the

relationship between all of those things and property taxes on the local level.

We have 565 municipalities in the State. You can go in New Jersey, literally, a mile or two in a different direction and you are in a different world, which I think is a unique characteristic of this State. As small as it is, in terms of its variety, it is very, very diverse. Consequently, the politics attached to having a municipal approach to these types of problems is very difficult -- very difficult. I am from Hoboken, and the attitude toward certain social issues between Hoboken and Weehawken are night and day, though they are only a mile apart. And Jersey City and Union City, and then you come 15 minutes out here, and it's another world.

What I am trying to say is, I am not sure I am in agreement with, not so much the consciousness raising aspect of it, but the real political solution to the problem. I don't think, realistically, that it rests with the municipalities. I don't think they are financially equipped or politically equipped to handle it, because the closer you get to that level of government, the harder it is to get a consensus around social objectives. Councilmen get heat for all sorts of things on that level. Those of us who are in county or State government are allowed more latitude to make decisions like this. You know, we are lobbied and so on, but the "Not In My Back Yard" philosophy is very strong at the local level, and eventually as you get removed from that level, the Governor and the administration and the leadership in Trenton can call the shots and make things happen, because they are somewhat isolated. That is the way the system works.

Homelessness, for all the reasons that people have stated here, is a very difficult issue. It cuts across all sorts of-- Let's face it, the whole concept of homelessness is in conflict with the very concept of private property rights in this country. You can't separate the two. It is ingrained in

us philosophically, politically, and morally as to what the concept of private property is and the importance of that to the role of the individual in our society.

You have to find a political solution to homelessness within that philosophical reality that is there. That is why there is a negative connotation attached to homelessness, because we are all brought up to believe that we are somewhat defined through our material possessions -- I am not saying that's not good; it is a very complex issue -- including the property you own.

So, the only way I feel this issue can be addressed is through leadership at the State level. I don't feel that municipalities-- This is an opinion: I don't think that the 565 municipalities can be entrusted with that type of responsibility, not because they don't want to deal with it, but I don't think politically it is a capability that they possess. With the diversity that I referred to earlier, you would end up with 565 different approaches. I am not saying that we are doing any better in the State or the county, because obviously we are not. But I think the part of your statement that I find-- I appreciate that analysis, because I think you are on target, but the part of your statement that I think is correct is the private sector.

Now, let me ask this question of you. I was going to wait until I heard another speaker, but others can address it. What is the relationship between rent control, which is a very major economic disincentive in our communities -- and I support rent control, for other reasons-- I support rent control because in this context to remove it-- It's like a short-term/long-term problem. Like, what do you do? Do you remove it? I have often said, "Yes, I would be for the removal of rent control, if there were alternatives to providing affordable housing." But if you have no affordable housing, to

remove rent control when there is nothing happening, would compound the problem.

You will hear many builders -- and I am not talking about developers, I'm talking about people who make a living constructing houses; a lot of small outfits -- say they will not construct rental housing because of rent control. Therefore, throughout the State, the construction of rental housing is very, very difficult for government to encourage, because the rent controls are there. In Hoboken, our rent controlled units, except for-- Because of various factors, they are at different levels. But we have a whole category of housing, where the rents are at \$300 a month. No person can go on-line today to build rental housing for \$300 a month, with the cost of construction and the interest. It can't be done. Then there is an exemption that the Legislature passed, that if you build new rental housing you are exempt from rent control. Once you are on-line, then you are controlled by the rents after the initial market rate.

Do you have an opinion about that?

MR. MCKENNA: Well, we are in a terrible catch-22. I think you have answered yourself. The harm to society of cutting out rent control would be to really make thousands of people homeless.

ASSEMBLYMAN KENNY: Right.

MR. MCKENNA: We have no other facilities. So in a sense, the common good, which is the good of this State, really has to take preference over the individual right of that entrepreneur to make some money for himself. No one likes to say that, but in this society we've got to have some kind of gentleman's agreement, if no type of contract, that the common good must take preference over the individual good. I think that is the answer to your question.

ASSEMBLYMAN KENNY: But, do you agree that we must involve the private sector in constructing rental housing?

MR. McKENNA: Absolutely; absolutely, with all sorts of, you know, incentives and all types of rebates -- tax benefits and everything else. I think that is the only way to move, because there is no way they can do it and makes a buck out of it, and that is what they are in business to do.

ASSEMBLYMAN KENNY: That's where the money is in our society, in the private sector.

MR. McKENNA: That's right.

ASSEMBLYMAN KENNY: But rent control is just one aspect of the housing issue, in the urban areas especially.

I appreciate your statement.

MR. McKENNA: On a general point, actually I am trying to get, and I guess I am submitting to you-- I want us to start thinking from a different point of view. I think Dave Sciarra mentioned the checks cut from DCA for the Homelessness Prevention, and what can we do? Well, we had the same problem when we went from the freeholder form of government here in Bergen to the executive form. The idea was to take our welfare -- our Board of Social Services -- into, and make it a county agency. You know, it lasted two weeks. The Freeholders hurried up, and we did an amendment to the code and got them out of the county as quickly as we could. Why? They needed to cut a check that day, and the county can't do that. It just can't do that.

So, I think if we are going to say, "Are we in business to serve the rules and regulations of our institution, or are we in business to serve the needs of people who really need these resources?" maybe the answer is for DCA to sub-grant certain moneys to private agencies -- private, nonprofit agencies -- which could be intermediaries that could cut a check in a day, and be able to take care of that family.

In other words, what is important, the institution or the people the institution was set up to serve? I am trying to say, as I see it, many of our institutions are self-defeating.

People in Hackensack do not believe there are any homeless there, because they never see them. They go to the county, and the county takes care of them. Where is the county? The county is not over there someplace. The county exists in Paramus or Hackensack or Closter or Teaneck. It exists, as far as its one particular housing facility, in one or another of the municipalities. Until the municipalities say, "Hey, this person is somehow my responsibility," why should they ever want to open up their community to a group home for developmentally disabled or for homeless or for what? They won't do it.

ASSEMBLYMAN KENNY: You're right.

ASSEMBLYMAN ROMA: Gentlemen, there may be one other factor that I can interject. Assembly Bill No. 4203-- Really, we are talking and agreeing on a number of points. But as far as this measure, it creates the New Jersey Housing Partnership Program, designed to mobilize the talents and resources within the State's various communities. I think that is pretty much what Mr. McKenna was talking about. In exchange for the municipalities' establishment of a local housing partnership, the municipality would reap certain benefits. I think we all agree that no one entity can do all of this work. It has to be an interrelationship and a partnership.

But to the extent that a municipality can receive some benefits with respect to sewer or wastewater treatment or infrastructure needs, that is an additional way of doing it. They are all parts of the puzzle. I quite agree. We need the Federal government; we need the State; we need the county; we need the municipalities. It has to be done in such a way and in such proportions that it is a success.

But I appreciate the direction you are coming from. One of the aspects of rent control-- I quite agree with Assemblyman Kenny. We need to have certain things in our society to be able to help out as an interim measure until we

have alternatives, although even within the alternatives sometimes we have difficulties. For example, if someone is making an income of \$150,000, they can still get the same rent controlled unit, as opposed to someone who is in need, having that low-income unit taken off the market for those people truly in need. That is unfair, and that is another area, perhaps legislatively, that we can look at. As we are talking about the shrinking market, it has to be for those people who truly have the need. If someone is earning a vastly higher income-- I don't think that was the intention of the Legislature, nor the local governing bodies.

I am looking at the time right now. I want to thank you, Mr. McKenna. That was certainly an excellent presentation. You have been most helpful. I promised Sister Noel that I would try to be out of here at 1:30; otherwise I will not have absolution.

June Rodriguez, Assistant Administrator of Client Services, New Community Harmony House, Newark. Welcome.

J U N E R O D R I G U E Z: Thank you. I will make this brief. I would just like to explain the program in Newark that Mr. Ziegler spoke about that is transitional housing. It is the New Community Harmony House, which falls under the umbrella of the New Community Corporation.

New Community Harmony House is a transitional program that was set up to service 102 single-parent families. One of the things that we keep in mind, is that when you work with a family, you can't work with a part of that family. You have to work with the whole family. Because of that, we put a lot of things into the Harmony House program, such things as day-care, which will be right on-site for our preschool children. There will be a youth program which will service the children after school hours and on Saturdays. We have set up a number of groups. One would be a support group that all of the residents would have to be a part of, that would address the issues of

homelessness, how they came about being homeless, and what are some of the things they feel they need to work on to keep from being homeless in the future.

There is a comprehensive social service component that will provide case management for the families from the time the social worker goes out to the shelter to do an intake until that family leaves Harmony House, which would be when they identify permanent housing. There are some groups that have been put into place, such as parenting skills groups and women's groups. A number of workshops will be held that will be of interest to the residents.

There will be substance abuse groups that will take place. We have also built into our program job training -- on-the-job training -- job placement through our New Community Employment Center, and literacy skills. We have touched base with the Board of Ed, and there will be a GED component built in for those people who need to get a GED.

The length of stay at Harmony House is anywhere from six months to a year. We want to be sure that there is stability with the family. If a family has accomplished some of the things that they need to accomplish within the six-month period, then that person will move out at that time and a new person will come in. All of our families thus far are being referred to us from the Essex County Welfare Homeless Unit.

It is a comprehensive program. I guess our main thrust is that we work on all of the pieces for the family -- getting the kids into school, health screening -- all the things that we know we need to do to make a dysfunctional family a functional family again, and a self-sufficient family.

ASSEMBLYMAN ROMA: Thank you. Questions from the panel? (no response) Thank you for your testimony.

John Hamilton, Homeless Coordinator, Essex/Newark Legal Services? (no response) Felipe Chavana, Executive Director, Essex/Newark Legal Services? (no response) Perhaps

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they got lost. We had a couple of people who had difficulty getting here today.

There are no further speakers. Are there any comments from the panel at this time? Assemblyman Kenny?

ASSEMBLYMAN KENNY: I think I really addressed my summation to Mr. McKenna. (laughter)

MR. MCKENNA: I'm sorry.

ASSEMBLYMAN ROMA: I wanted to give you an opportunity for rebuttal. Okay.

ASSEMBLYMAN KENNY: No, I agree with much of his analysis. I really appreciated-- I think his statement showed how much he has thought about the issues. I really thought the testimony today, from all of the witnesses, was very, very enlightening; very informative.

S A M U E L C. S E A M A N S: (speaking from audience) Excuse me. Is there an opportunity for comments from the floor?

ASSEMBLYMAN ROMA: Well, we have tried to be as flexible as possible, so with the latitude allowed, certainly. Would you please identify yourself for the record, and perhaps use one of the microphones so we can make your comments part of the transcript?

MR. SEAMANS: I am Sam Seamans, Director of the Sussex County Welfare Board. I had come today more to listen than to speak. I have not prepared any remarks. However, there were several things I heard today that I wish to respond to, and one other item that I would like to address.

In 1973, Governor Cahill, at that time, identified homelessness as one of the important issues of the '70s. Over time, we have forgotten that. It wasn't until Governor Kean, in the early '80s, began to readdress the problem of homelessness that it resurfaced in the public's attention. What has come out of his original idea -- the CEASE Subcommittee, which was mentioned today, and the family shelter strategy plan, which was mentioned today -- go some distance

toward solving the problem, but it is too little, and it is too late.

If we continue on the same track that we are on into the '90s, we will not have solved the problem of homelessness, and in five years' time we will be back together in this room readdressing the same issue.

In Sussex County, during the last five years, there has been a growth of expenditures that has increased by five times from approximately \$30,000 to over \$200,000 to address the issue of homelessness. During that time, the number of families that are homeless by State definition has continued to grow.

We have discussed the need for massive infusions of money, and I think few of us realize what a massive infusion of money it is going to take to solve the problem. One of the issues -- one of the most disturbing issues -- I find about homelessness today, and it was briefly touched on, is the issue of AIDS and its connection to homelessness. In Sussex County -- and I believe Sussex County feels a problem five years after the rest of the State; maybe one year before Warren County does, because Warren County is a little bit more distant from the center of activity -- we are beginning to wrestle with the problem of individuals who have AIDS who are also homeless. In the urban areas, there are whole families that are infected with AIDS who are homeless. Essex County could probably give you the number of families which are entirely infected with AIDS plus are living in shelters.

The way we are addressing the problem of homelessness today tends to be a middle-class response to what is not typically a middle-class issue. What we need to look at, and what I would encourage the Legislature to look at, and what we have been trying to deal with in Sussex County, is, what do we need to do in five years' time to be up to speed with the problem of homelessness? One of the areas that is clear in our

minds -- and I was surprised that it was not a target problem identified today -- is what are going to be the State's responses or the counties' responses to those significant issues of health and homelessness which will impact on a large segment of the population?

In Sussex County, we know that there are 13 individuals who have AIDS. That means by the extrapolation figure used, that there are 320 people who are HIV positive. That is only the tip of the iceberg for the AIDS population in New Jersey. That is only the tip of the iceberg for those families or individuals who have serious problems with drugs or alcohol abuse, plus who will be dying because of AIDS, unless in the family shelter strategy reform plan, which is, although a significant step in the right direction, far from being funded in an adequate amount-- I'm sure DCA and DHS would both say that the amount of funding that needs to go into the resolution of the homelessness issue is not nearly enough. We probably need five to seven times more than what is currently going into those budgets that would resolve homelessness issues. We are entirely ignoring the most significant thing, the population which will have the greatest impact on us as a society, and that is that part of the population that is going to have a serious health problem, whether it is drugs, or alcohol, or AIDS related, plus is homeless.

What I would like to see happen -- and I am not quite sure how it would happen -- is that we begin now to look at that combination of responses which includes health care for individuals or families who have multiple problems that also include homelessness.

Thank you.

ASSEMBLYMAN ROMA: Thank you very much. May I have the full spelling of your name?

MR. SEAMANS: The last name is S-E-A-M-A-N-S, the first name is Samuel.

ASSEMBLYMAN ROMA: Thank you very much for being here.

MR. SEAMANS: Thank you.

ASSEMBLYMAN ROMA: Are there any closing comments from the panel? Regina?

MS. PURCELL: I think Mr. Seamans brought up some very good issues. The one about homeless people who are suffering from AIDS or who are mentally ill or who have any number of other problems, speaks to the issue of coordination that Mr. Sciarra spoke of, and emphasizes more the need for such coordination.

I do want to thank everyone for giving excellent presentations. I certainly got a lot of food for thought. I think the Task Force will now have an opportunity to take some very meaningful and positive steps in the right direction.

ASSEMBLYMAN ROMA: Thank you. I, also, would like to commend everybody for being here. Since the Committee was formed, we have had a number of meetings, which are opportunities to collect a lot of data, and give us also an opportunity to sit down and be able to come up with some recommendations.

Certainly, it is a problem that has existed. We realize that. We need to come up with creative solutions. In these days of funding, we all understand that perhaps we have to do a combination of things, in order to accomplish the same result. We try to pull the private sector in. We try to talk in certain areas. We try to stop a problem before it starts. All of these different types of solutions are important, and your input as to the possibilities is, of course, going to be the subject of recommendations that we will report back to the Legislature. It is hoped that with having meetings like this throughout the State -- and we will probably have one more meeting, perhaps down in South Jersey, before we make our final report -- we will be in a position to come up with some

positive recommendations as to the final direction in which we will be heading.

Of course, we will be looking at the Federal government, the State, and, as I said, the private sector. All of this information, and certainly the legislative information, and the recommendations that have been brought forward this morning, are all very important. I, for one, on behalf of the entire Committee, would like to thank you for your interest in this most sensitive problem. Thank you.

At the door, there is a copy of the homeless report that was prepared here in Bergen County. That is probably one of the first reports that I have seen. The information contained therein is worth reading. There are good examples, proportions, breakdowns -- information extremely necessary to understand this problem.

(HEARING CONCLUDED)

APPENDIX

STATEMENT
OF
ALFRED A. SLOCUM
PUBLIC ADVOCATE OF NEW JERSEY

BEFORE
THE
TASK FORCE ON HOMELESSNESS
OF
THE NEW JERSEY ASSEMBLY

LODI, NEW JERSEY
SEPTEMBER 29, 1989

MEMBERS OF THE ASSEMBLY TASK FORCE ON HOMELESSNESS:

ON JANUARY 24, 1989, THE PUBLIC ADVOCATE APPEARED BEFORE THIS TASK FORCE AND TESTIFIED ON VARIOUS APPROACHES FOR IMPROVING OUR PRESENT SYSTEM OF DELIVERING SERVICES TO THE HOMELESS. THE OVERRIDING AND ESSENTIAL THEME OF OUR TESTIMONY AT THAT TIME WAS THE URGENT NEED FOR THE AGENCIES OF STATE AND LOCAL GOVERNMENT, ESPECIALLY THE DEPARTMENTS OF COMMUNITY AFFAIRS (DCA) AND HUMAN SERVICES (DHS), TO IDENTIFY NEEDS, ASSIGN RESPONSIBILITIES AND ALLOCATE RESOURCES TO THE HOMELESS IN A COORDINATED AND COMPREHENSIVE FASHION. AS THE PUBLIC ADVOCATE STATED THEN, WITHOUT A HIGH-LEVEL OF COORDINATION AMONG THESE AGENCIES, "IT IS DIFFICULT, IF NOT IMPOSSIBLE" TO ADDRESS THE CRITICAL NEEDS OF THE HOMELESS IN NEW JERSEY.

EIGHT MONTHS HAVE NOW PAST. ANOTHER WINTER SEASON IS NEARLY UPON THE HOMELESS PERSONS WHO STRUGGLE TO SURVIVE EVERYDAY IN STREETS, ALLEYWAYS AND MAKESHIFT SHELTERS THROUGHOUT OUR STATE. UNFORTUNATELY, OUR MESSAGE TODAY TO THIS TASK FORCE IS THE SAME AS IT WAS IN JANUARY 1989: A COORDINATED GOVERNMENTAL RESPONSE THAT INCLUDES PERMANENT SOLUTIONS TO THE PROBLEMS OF THE HOMELESS MUST BE FORTHCOMING.

IN SHORT, OUR STATE CONTINUES TO LACK AN OVERALL COMPREHENSIVE PLAN AND BUDGETARY BLUEPRINT THAT COORDINATES THE EFFORTS OF ALL AGENCIES, STATE AND LOCAL, THAT HAVE A RESPONSIBILITY TO AID THE HOMELESS.

INDEED, THIS FAILURE LED THE SUPREME COURT IN THE CASE OF WILLIAMS V. DHS, 116 N.J. 102 (1988), DECIDED ON AUGUST 1, 1989.

TO, ONCE AGAIN, CALL UPON THE STATE TO COORDINATE EFFORTS TO PROVIDE ASSISTANCE TO THE HOMELESS. IN WILLIAMS, AS IN THE PRIOR CASE OF FRANKLIN V. DHS, 111 N.J. 1 (1988) CONCERNING HOMELESS FAMILIES, THE COURT UPHELD THE DHS' FIVE MONTH TIME LIMIT ON EMERGENCY SHELTER ASSISTANCE FOR HOMELESS RECIPIENTS OF GENERAL ASSISTANCE (GA). THE COURT DID SO, HOWEVER, ONLY UPON REPRESENTATIONS BY THE DHS THAT A SAFETY NET OF PROGRAMS TO PROVIDE CONTINUED EMERGENCY SHELTER AND, ULTIMATELY, PERMANENT HOUSING WOULD BE IMPLEMENTED FOR THOSE NEEDY PERSONS WHOSE EA HAD EXPIRED. ALTHOUGH THE COURT WAS WILLING TO ACCEPT THE DHS' REPRESENTATIONS THAT A SAFETY NET WOULD BE PUT IN PLACE, THE COURT STATED THAT "CONFUSION EXISTS CONCERNING WHICH STATE AGENCY, DEPARTMENT OF COMMUNITY AFFAIRS, DHS, OR COUNTY OR LOCAL GOVERNMENT, IS ULTIMATELY RESPONSIBLE TO PROVIDE SHELTER OF LAST RESORT TO THE GA HOMELESS." AS A RESULT, THE COURT SPECIFICALLY DIRECTED THE DHS TO IDENTIFY, BY DECEMBER 1, 1989, WHICH AGENCY WILL EXERCISE "SUPERVISORY RESPONSIBILITY" FOR THOSE HOMELESS PERSONS. IN SO DOING, THE COURT MADE IT CLEAR THAT NO PERSON SHOULD BE LEFT WITHOUT SHELTER SIMPLY BECAUSE THERE IS "AN ADMINISTRATIVE MISUNDERSTANDING ABOUT THE RESPECTIVE ROLES OF THE AGENCIES OF GOVERNMENT AND THE PROGRAMS THAT THEY ADMINISTER."

THIS ABSENCE OF A COORDINATED APPROACH TO HOMELESSNESS HAS DIVERTED RESOURCES AWAY FROM THE TASK OF TACKLING THE UNDERLYING CAUSES OF HOMELESSNESS, NAMELY THE LACK OF AFFORDABLE HOUSING. RATHER THAN PURSUING A PLAN TO CREATE HOUSING OPPORTUNITIES, THE STATE'S PRIMARY RESPONSE TO HOMELESSNESS CONTINUES TO BE STOP GAP EMERGENCY PLACEMENTS IN HOTELS OR MOTELS FOR WHAT OFTEN TURNS OUT

TO BE AN EXTENDED PERIOD OF TIME. AS OF SEPTEMBER 15, 1989, DATA FROM THE DHS SHOWS THAT APPROXIMATELY 1300 FAMILIES WERE RECEIVING EMERGENCY SHELTER THROUGH THE AFDC/EA PROGRAM. OF THESE FAMILIES, APPROXIMATELY 900 WERE IN HOTELS OR MOTELS. MOREOVER, OF THE 1300 TOTAL FAMILIES, 900 HAD BEEN LIVING IN SHELTER FACILITIES FOR LONGER THAN ONE MONTH, WITH NEARLY 150 IN THEIR 5TH MONTH. AND THESE FIGURES ONLY REPRESENT THE "OFFICIAL" COUNT OF THOSE FAMILIES IN EA. IT DOES NOT INCLUDE GA RECIPIENTS, SSI RECIPIENTS OR FAMILIES WHO, FOR WHATEVER REASON, DO NOT QUALIFY FOR AFDC.

AS THE SUPREME COURT STATES IN FRANKLIN, "[O]F ALL THE SOLUTIONS TO HOUSING THE HOMELESS, THE WELFARE HOTEL IS PROBABLY THE WORST." USE OF THESE FACILITIES IS COSTLY, INEFFECTIVE AND WASTEFUL. THE CONDITIONS IN MANY OF THESE HOTELS ARE DEPLORABLE AND INHUMANE. THE IRRATIONALITY OF THIS APPROACH HAS BEEN EMPHASIZED TO US ON MANY OCCASIONS BY OUR CLIENTS WHO REPEATEDLY COMMENT THAT THE MONEY SPENT ON PAYING FOR THEIR MOTEL ROOM COULD HAVE BEEN USED TO BUILD THEM A PERMANENT HOME.

AS WE STATED TO THIS TASK FORCE IN JANUARY 1989, THERE REMAINS AN URGENT NEED FOR A COORDINATED APPROACH THAT WOULD PUT AN END TO A SYSTEM THAT INSTITUTIONALIZES THE HOMELESS IN HOTELS, MOTELS AND EMERGENCY SHELTERS. THE CENTERPIECE OF THIS APPROACH MUST BE A VIGOROUS EFFORT TO CREATE PERMANENT HOUSING FOR HOMELESS PERSONS SO THAT THEY CAN RETURN FROM TEMPORARY SHELTER PLACEMENTS TO THEIR COMMUNITIES AS SOON AS POSSIBLE. THE SOLUTION TO THE HOMELESSNESS FACING LOW INCOME HOUSEHOLDS IN NEW JERSEY IS HOUSING, NOT BETTER OR MORE WELFARE MOTELS AND HOTELS.

RATHER THAN CONTINUING TO EXPEND VAST SUMS OF MONEY TO KEEP THE HOMELESS IN THESE MOTELS AND SHELTERS, EMERGENCY ASSISTANCE (EA) FUNDS MUST BE REDIRECTED AND USED TO RECAPTURE AND REHABILITATE VACANT HOUSING UNITS AND TO DEVELOP NEW HOUSING THAT CAN BE MADE PERMANENTLY AFFORDABLE.

BECAUSE OF THE NEED TO START IMMEDIATELY TO DEVELOP PERMANENT SHELTER, THE PUBLIC ADVOCATE'S EMPHASIS TODAY IS PROGRAMS THAT REDIRECT EXISTING EA FUNDS. BY REDIRECTING EA FUNDS TO PROVIDE COMMUNITY-BASED, EMERGENCY HOUSING FOR HOMELESS FAMILIES IN OR NEAR THEIR PREVIOUS NEIGHBORHOODS, THE DCA AND DHS, WORKING IN COORDINATION WITH OTHER STATE AGENCIES, CAN FACILITATE THE REINTEGRATION OF HOMELESS FAMILIES AND INDIVIDUALS INTO THE COMMUNITY. GREATER ACCESS TO TRANSPORTATION, JOB OPPORTUNITIES AND COMMUNITY SUPPORT NETWORKS WILL SUBSTANTIALLY ENHANCE THE ABILITY OF THE HOMELESS TO REGAIN STABILITY AND LOCATE REPLACEMENT HOUSING.

MOREOVER, THE EXPERIENCE OF OTHER STATES DEMONSTRATES THAT EMERGENCY ASSISTANCE FUNDS AVAILABLE IN THE COMMUNITY CAN BE APPLIED TO FACILITATE THE CREATION OF PERMANENT HOUSING OPPORTUNITIES. TWO EXAMPLES OF SUCH ALTERNATIVE EA PROGRAMS IN NEW YORK ARE THE EMERGENCY HOUSING APARTMENT PROGRAM (EHAP) AND THE EMERGENCY ASSISTANCE REHOUSING PROGRAM (EARP). THE MOTIVATING FORCE BEHIND THE EHAP PROGRAM IS A RECOGNITION OF THE NEED TO USE EA FUNDS MORE PRODUCTIVELY AND A REALIZATION THAT THE CREATIVE USE OF EA FUNDS CAN FINANCE THE PRODUCTION OF AFFORDABLE HOUSING. UNDER EHAP, EMERGENCY ASSISTANCE MONIES THAT HAD PREVIOUSLY BEEN SPENT TO KEEP THE HOMELESS IN HOTELS AND MOTELS

ARE CHANNLED INTO RESIDENTIAL HOUSING TO PROVIDE SHORT TERM EMERGENCY SHELTER FOR HOMELESS FAMILIES IN COMMUNITY BASED RENTAL UNITS. BY APPLYING EA FUNDS AS RENT, EHAP THUS GENERATES THE INCOME STREAM NECESSARY TO ALLOW FOR THE REHABILITATION OF THE RESIDENTIAL BUILDING FOR AFFORDABLE PERMANENT HOUSING.

FOR EXAMPLE, UNDER EHAP, RESIDENTIAL BUILDINGS THAT ARE VACANT OR THAT HAVE A SUBSTANTIAL NUMBER OF VACANT APARTMENTS ARE TARGETED FOR REHABILITATION AND USE, AS MIXED EMERGENCY HOUSING AND PERMANENT RENTAL UNITS. IN ANY GIVEN BUILDING, A SMALL PERCENTAGE OF THE APARTMENTS ARE SET ASIDE FOR USE AS EMERGENCY ASSISTANCE PLACEMENTS. THE STATE ENTERS INTO AN AGREEMENT WITH THE LANDLORD BY WHICH IT GUARANTEES THE RENTAL PAYMENT FOR THESE EMERGENCY HOUSING UNITS THROUGH THE EA PROGRAM AT ABOVE MARKET RATES COMPARABLE TO THOSE CHARGED BY LOCAL HOTELS AND MOTELS. IN RETURN, THE LANDLORD MUST AGREE TO UTILIZE THE EXCESS REVENUE RECEIVED FROM THESE EA RENTAL UNITS TO REHABILITATE THE REMAINING VACANT APARTMENTS AND TO MAKE THEM AVAILABLE AT RENTS AFFORDABLE TO LOW AND MODERATE INCOME HOUSEHOLDS. IN THIS WAY, EMERGENCY ASSISTANCE FUNDS ARE UTILIZED TO CREATE PERMANENT HOUSING OPPORTUNITIES. IN WESTCHESTER, NEW YORK, WHERE THE EHAP PROGRAM HAS BEEN USED TO PROVIDE EMERGENCY ASSISTANCE OVER THE PAST FEW YEARS, THE CREATION OF 275 UNITS OF COMMUNITY BASED EMERGENCY HOUSING HAS GENERATED APPROXIMATELY 600 UNITS OF PERMANENT AFFORDABLE HOUSING.

NEW JERSEY IS PRESENTLY PARTICIPATING IN A NATIONAL EHAP DEMONSTRATION PROJECT. (A SUMMARY OF THE NATIONAL EHAP DEMONSTRATION IS ATTACHED). ONLY TWO SMALL BUILDINGS, HOWEVER,

ONE IN EAST ORANGE AND ONE IN JERSEY CITY, ARE UNDER DEVELOPMENT FOR USE AS EHAP SITES. IN LIGHT OF THE OVERWHELMING CRISIS OF HOMELESSNESS FACING OUR STATE, THE IRREPARABLE HARM INFLICTED UPON FAMILIES FORCED TO LIVE IN WELFARE HOTELS AND THE PROVEN SUCCESS OF THE EHAP PROGRAM IN WESTCHESTER, NEW YORK, THERE IS A STRONG NEED FOR FOR MORE IMMEDIATE WIDE-SPREAD ADOPTION OF THE EHAP THROUGHOUT THE STATE.

ANOTHER ALTERNATIVE AVAILABLE FOR THE PRODUCTIVE USE OF EA FUNDS IS THE EARP PROGRAM. LIKE EHAP, UNDER EARP, THE STATE MAKES EA MONIES AVAILABLE TO NON-PROFIT DEVELOPERS TO REHABILITATE OTHERWISE UNINHABITABLE UNITS FOR OCCUPANCY BY FAMILIES NOW IN HOTELS AND SHELTERS. RATHER THAN MAKING THIS MONEY AVAILABLE THROUGH MONTHLY RENTAL PAYMENTS, HOWEVER, EARP RECOGNIZES THAT MANY NON-PROFIT DEVELOPERS NEED AN UP FRONT CAPITAL GRANT IN ORDER TO FINANCE REHABILITATION. ACCORDINGLY, EARP PROVIDES THE DEVELOPER WITH THE LUMP SUM EA PAYMENTS EQUAL TO THE AMOUNT WHICH A HOMELESS FAMILY WOULD BE ENTITLED FOR THE DURATION OF THEIR EA ELIGIBILITY. THE DEVELOPER THEN AGREES TO REHABILITATE THE UNIT AND ENTER INTO A LONG TERM LEASE WITH THE HOMELESS FAMILY. BY MAKING THE ENTIRE EA ENTITLEMENT AVAILABLE AS A ONE-TIME PAYMENT, THE STATE CAN MAXIMIZE THE POTENTIAL FOR USE OF EA FUNDS IN THE PRODUCTION OF PERMANENT HOUSING OPPORTUNITIES.

BOTH THE EHAP AND EARP ALTERNATIVES ALLOW HOMELESS INDIVIDUALS TO BE IMMEDIATELY RETURNED TO THE COMMUNITY AND THUS ENHANCE THEIR ABILITY TO SEEK OUT MORE PERMANENT SHELTER. MORE IMPORTANTLY, BOTH THE EHAP AND EARP ALTERNATIVES UTILIZE

AVAILABLE STATE RESOURCES FOR THE CREATION OF HOUSING. EACH OF THESE PROGRAMS IS THUS A VALUABLE CONTRIBUTION IN THE EFFORT TO ACHIEVE PERMANENT SOLUTIONS TO THE PROBLEM OF HOMELESSNESS.

IN ADDITION TO THE NEED TO CREATE PERMANENT HOUSING, THERE MUST ALSO BE A COORDINATED GOVERNMENTAL EFFORT TO PREVENT THE UNNECESSARY DISPLACEMENT OF LOW-INCOME FAMILIES FROM EXISTING HOUSING. WITHOUT A DOUBT, THE MOST EFFECTIVE WAY TO COMBAT HOMELESSNESS IS TO TAKE STEPS TO PREVENT IT. RECOGNIZING THAT "IT IS BOTH MORE ECONOMICAL AND MORE SOCIALLY DESIRABLE TO ENABLE PEOPLE TO RETAIN POSSESSION OF THEIR APARTMENTS AND THEREBY AVOID HOMELESSNESS, THAN TO HOUSE THEM IN WELFARE MOTELS AND EMERGENCY SHELTERS," THE LEGISLATURE IN 1984 ESTABLISHED THE HOMELESSNESS PREVENTION PROGRAM. HPP PROVIDES FINANCIAL ASSISTANCE TO TENANTS AND HOMEOWNERS WHO ARE IN IMMINENT DANGER OF HOMELESSNESS BECAUSE THEY ARE UNABLE TO PAY THEIR RENT OR OTHER HOUSING COSTS. IN FY 1989, ALONE, THE HPP WAS ABLE TO PREVENT THE HOMELESSNESS OF 4,502 RENTER HOUSEHOLDS.

THE HPP HAS PROVEN TO BE A COST-EFFECTIVE AND CREATIVE MEANS FOR AVOIDING THE UNNECESSARY EVICTION OF LOW INCOME FAMILIES. THE 4,500 HOUSEHOLDS PROTECTED FROM HOMELESSNESS IN 1989 REQUIRED AN AVERAGE PAYMENT OF ONLY \$1,365 PER HOUSEHOLD. CONSIDERING THE COST OF PLACING A HOMELESS FAMILY IN TEMPORARY SHELTER, THE DEPARTMENT OF COMMUNITY AFFAIRS HAS CALCULATED THAT THE PUBLIC SAVED AN AVERAGE OF \$1,900 PER HOUSEHOLD THROUGH HPP ASSISTANCE.

AS PRESENTLY IMPLEMENTED, HOWEVER, THE HPP PROGRAM LACKS THE RESOURCES TO PREVENT HOMELESSNESS IN MANY CASES. ACCORDINGLY, THERE ARE SEVERAL WAYS TO IMPROVE OUR EFFORTS TO PREVENT

HOMELESSNESS. FIRST, IN EACH YEAR OF ITS OPERATION, THE HPP HAS EXHAUSTED ALL OF ITS FUNDING PRIOR TO THE EXPIRATION OF THE FISCAL YEAR. THUS, THERE MUST BE A BETTER FIT BETWEEN THE RESOURCES ALLOCATED TO THE HPP PROGRAM AND THE DEMAND FOR SUCH SERVICES. SECOND, LANDLORDS OFTEN REFUSE TO ACCEPT THE DCA'S PROMISE OF HPP ASSISTANCE AS SUFFICIENT PAYMENT OF RENT IN EVICTION PROCEEDINGS. AS A RESULT, SOME EVICTIONS THAT COULD BE PREVENTED THROUGH THE HPP PROGRAM ARE ALLOWED TO OCCUR. ACCORDINGLY, THE EVICTION STATUTE SHOULD EXPRESSLY REQUIRE THAT LANDLORDS MUST ACCEPT PROMISES OF HPP ASSISTANCE AS A VALID PROFFER OF OUTSTANDING RENT.

SIMILARLY, THERE HAVE BEEN NUMEROUS INSTANCES WHERE LANDLORDS HAVE REFUSED TO ACCEPT OTHER, LONG-TERM FORMS OF RENTAL ASSISTANCE SUCH AS THE RENT SUBSIDIES PROVIDED UNDER THE FEDERALLY-FUNDED SECTION 8 PROGRAM. THE HIGH COST OF HOUSING IN NEW JERSEY IS OFTEN BEYOND THE MEANS OF LOWER INCOME HOUSEHOLDS WITHOUT SOME FORM OF GOVERNMENTAL SUBSIDY. THE FEDERALLY-FUNDED SECTION 8 PROGRAM HAS PROVEN TO BE AN EFFECTIVE MEANS OF MAKING EXISTING HOUSING AFFORDABLE TO LOW INCOME FAMILIES AND INDIVIDUALS. THE REFUSAL OF LANDLORDS TO ACCEPT THESE SUBSIDIES FRUSTRATES THE PURPOSE OF THE PROGRAM AND LEAVES SIGNIFICANT NUMBERS OF ELIGIBLE HOUSEHOLDS WITHOUT PERMANENT SHELTER. THE LANDLORD'S OBLIGATION IN THIS AREA SHOULD BE CLARIFIED.

THIRD, EVICTIONS CAN OFTEN BE PREVENTED IF THE HOUSEHOLD HAS LEGAL REPRESENTATION IN LANDLORD-TENANT COURT. IN NEW YORK, PROGRAMS HAVE BEEN ESTABLISHED THAT USE EA FUNDS TO PAY FOR ATTORNEYS TO REPRESENT LOW-INCOME HOUSEHOLDS FACED WITH

EVICTIONS. ONE SUCH PROGRAM, THE BROOKLYN FAMILY EVICTION PROJECT, REPORTS THAT THE PRESENCE OF COUNSEL IN EVICTION PROCEEDINGS HAS SAVED THE PERMANENT HOUSING OF 82% OF THE FAMILIES REPRESENTED. ANOTHER 11% OF THE FAMILIES SERVED HAVE BEEN SPARED IMMEDIATE EVICTION THROUGH THE PROJECT'S EFFORTS, AND THUS HAVE HAD THE OPPORTUNITY TO SECURE ASSISTANCE IN LOCATING REPLACEMENT HOUSING. THE PROJECT HAS ALSO HAD ASTONISHING SUCCESS RESTORING EVICTED FAMILIES TO THEIR HOMES. THE PROJECT CALCULATES THAT THE STAFF OF 4.5 ATTORNEYS HAS PREVENTED THE EVICTION OF CLOSE TO 600 FAMILIES OVER A TWO YEAR PERIOD, SAVING THE PUBLIC AN ESTIMATED \$4 MILLION IN EMERGENCY SHELTER COSTS. THUS, A COMPARABLE PROGRAM OF ATTORNEY REPRESENTATION IN EVICTION PROCEEDINGS SHOULD BE CONSIDERED AS A COMPONENT OF THE EA PROGRAM.

FINALLY, PERSONS WHO ARE HOMELESS HAVE A PARTICULARLY DIFFICULT TIME IN GAINING PROMPT ACCESS TO THE SOCIAL SERVICES THEY MAY NEED SUCH AS TRANSPORTATION, CHILD CARE, REFERRALS AND COUNSELING IN ORDER TO BE ABLE TO PREVENT EVICTION OR TO SECURE REPLACEMENT HOUSING. IN ORDER TO EFFECTIVELY SERVE THIS POPULATION, COUNTY AND MUNICIPAL WELFARE AGENCY PERSONNEL CANNOT CONTINUE TO SIT BEHIND THEIR DESKS WAITING FOR CLIENTS TO VISIT. THESE AGENCIES MUST UNDERTAKE AGGRESSIVE MEASURES AND REACH OUT TO THIS POPULATION SO THAT INDIVIDUALS OVERWHELMED WITH THE PROBLEMS OF A SHELTERLESS EXISTENCE HAVE READY ACCESS TO THE ASSISTANCE THEY DESPERATELY NEED. THIS TYPE OF AGGRESSIVE OUTREACH PROGRAM HAS BEEN RECENTLY IMPLEMENTED IN MORRIS COUNTY WHERE TEAMS OF COUNSELORS WENT

INTO THE STREETS TO LOCATE THE HOMELESS AND MATCH THEM WITH AVAILABLE SERVICES. EACH COUNTY AND MUNICIPAL WELFARE AGENCY SHOULD BE REQUIRED TO REPLICATE THESE EFFORTS IN ORDER TO ENSURE THAT MEANINGFUL ASSISTANCE IS PROVIDED TO HOMELESS PERSONS IN THEIR SEARCH FOR PERMANENT HOUSING.

IN SUM, THE HOMELESS NEED, ABOVE ALL, PERMANENT HOUSING AND NOT TEMPORARY SHELTER. OUR STATE'S APPROACH TO HOMELESSNESS MUST BE SINGULARLY DEDICATED TO MEETING THAT NEED.

SUMMARY OF TESTIMONY OF

**Thomas F. Lynch
Assistant Commissioner
New Jersey Department of Corrections**

Mr. Chairman, Members of the Committee, my name is Thomas Lynch and I thank you for the opportunity to appear before you today and for your concern for New Jersey's needy populations. For the past ten years I have been the Assistant Commissioner of the Division of Juvenile Services for the Department of Corrections, State of New Jersey. During my tenure as Director, the Division has made tremendous efforts to develop a range of alternatives to the costly training school model. It is because of this experience and commitment that I am here today to discuss creative solutions to the crisis for New Jersey's homeless and how our Division might be of help.

In correctional programs, which uniquely have no choice regarding selection of clients, we see the most difficult to serve juveniles. Even these neglected and abandoned offenders are not usually disturbed, but rather are strong, healthy kids despite adversity. With the right nurturing and consistency, these inner-city children could bring new life to our society for they truly understand the problems of their communities.

For the last several years we have been concentrating our activities in the urban communities of New Jersey. They basically represent the six largest cities in the State and produce 85% of the population of our Division. They are also 85% minority youngsters.

It is our contention that the youth in this system do not receive the services they need from mental health, education, health, or employment agencies. Therefore we have attempted to develop as meaningful a system as possible with heavy emphasis on the development of skill training of a hands-on nature. Since 1978 we have developed approximately 50 community-based residential and day treatment programs as alternatives to a traditional incarceration. At present this represents approximately 50% of the population under our supervision. This has been done in a climate where getting tough on youth has been the rule rather than the exception.

For the most part, our programs have met with neighborhood acceptance because it is clear that there can be benefits not only to the young offenders but to the community itself through creating self-reliant, capable young people. Further our alternatives hold these young people strictly accountable for their behavior. In fact, because we use a peer group process, there is often greater accountability in these programs than in the training schools.

In addition, we must stress that the significant cost effectiveness of the programs when compared with traditional incarceration is another reason that we believe they are the most effective service delivery model. It costs twice as much to house a youth in a secure facility as it does to effectively serve a juvenile in a community program.

We believe that these juveniles can be used to help address the housing crisis and thereby help themselves and their communities.

For example, in Camden we have just completed the first house in our abandoned housing project, reconstructing houses for use by homeless families, using and training youngsters to become proficient in the building trades. This is to be the first of 21 houses that will eventually provide housing for the City's homeless.

All of the juveniles working on this project live in a local group facility rather than in our training schools. In a similar model, our juveniles have restored several residential facilities which we use to address the problems of alcohol and drug abuse in the Camden community. Because the juveniles live and work in these alternative programs, the rate of commitment to the training schools from Camden

has decreased by 34%. Again, we must stress that these programs cost approximately one-half the cost of our training schools.

In Essex County we are about to enter into a contract with the Newark Housing Authority allowing our clients to be paid to renovate 86 currently unusable apartments in Newark's public housing projects. Additionally, we are attempting to obtain an apartment building of medium size for renovation and possible occupancy plus ownership for families of the youth participating in the work.

This entrepreneurial experiment may combat the epidemic drug sales that we are seeing throughout our urban communities given these youths self-esteem and a stake in society.

Presently we are proposing a coordinated effort aimed at rectifying the long-standing conditions of deterioration that exists in Newark's neighborhoods. We have some promising prototypes using our Youth Corps/Corrections project at Waterloo Village. The efforts of the kids could be directed to solving whatever the community sees as its most pressing problems. This would be done using an outside corp of volunteers from Governor Kean's Service Corps Initiative. The impact of such a project could have a revitalizing affect on neighborhoods while at the same time providing viable alternatives to punishment. It could form

pro-social groups committed to pumping new life into the blighted communities that have given our system the majority of our kids. Harnessing these juveniles as innovative catalysts to explore and implement these programs might be much more successful than any solution so far designated by outside "experts".

We have been quite successful in vocational training and recently received a national award for excellence from former Secretary of Education Bennett for vocational-technical training done at the Somerset County Vocational-Technical School. Juveniles in this program are transported daily from the Lloyd McCorkle Training School, a secure facility, to the local vocational school. Here youngsters are trained in auto body, carpentry, plumbing, culinary arts, computer and secretarial science. These offenders function and interact daily with the regular vocational school population of Somerset County and have done so for a number of years without incident. The offenders' eagerness to learn and their desire for improvement are further indications that, with the right resources, these largely inner-city offenders could easily be rehabilitated and could, in turn, help rehabilitate their communities.

Had we not been able to develop our alternatives it is likely that we would have been forced to build a number of

secure training school facilities questionable in value and astronomical in cost.

I believe that New Jersey's experience shows that community alternatives do work, that they can be carried off at a most cost efficient level, that they are applicable to most youth correctional populations and that with the right approach, they are an asset to the overall community. It is clear that our efforts have had a significant impact in providing an alternative to the establishment of costly, secure beds in New Jersey, both for juveniles and adults.

We have just begun to show how these programs can benefit the child and the community. We firmly believe that giving a child the opportunity to do something good for his neighborhood is a key both to making him feel a part of that community and to building his self-esteem. Both of these factors are essential to effective rehabilitation.

We thank you again for your concern and hope that you will be supportive as we continue to try to develop meaningful solutions for our children and communities.

A PUBLIC HEARING ON CREATIVE SOLUTIONS TO THE PROBLEM OF HOMELESSNESS

A statement by Thomas J. McKenna, Bergen County Coordinator of Projects for the Homeless, September 29, 1989.

Mr. Chairman and Members of the Task Force:

Last night in Bergen County there were at least 164 beds reserved for and occupied by homeless people. There were actually more, for instance, those beds in motels purchased for the clients of municipal welfare directors. I have no complete figures but conversations with various directors lead me to believe that at least one quarter of Bergen County towns were putting up an average of two individuals each. Those added to the figure above bring us above the 200 mark and that number of beds is insufficient to accommodate our need. Our Community Action Program runs the county's shelter for individuals and there is a waiting list for its beds. The estimate of the Bergen County Coalition for the Homeless in its 1988 Statement then seems about right. I quote: "On any given night there are on the average 108 single individuals and 125 families in need of shelter here in Bergen County."

Three points should be noted here. First, we are dealing not with a pool but with a stream. Every individual, every family that receives assistance and a more permanent place to stay is followed by another individual and another family. Our county welfare agency began the year with a caseload of 56 families receiving emergency assistance. As of March 31 the caseload was 56 families. In the time between January and the end of March, 91 new cases were approved for emergency assistance and 91 cases were closed. Our service systems are doing emergency work. They are not addressing the root cause of homelessness for they have neither the means nor the mission to do so.

Secondly, the chief reason for homelessness is the unaffordability of shelter. I'm not referring to those "affordable" houses selling for \$125,000. Shelter for most of the people our workers see means a rooming house, a boarding house, or an apartment someone making \$12,000 a year can afford to rent. This is not to say that alcohol and drug addiction and mental illness are not contributory causes of homelessness. It is to say that were such facilities available they would provide a far better and more frequently utilized option than the street for people who have such problems.

Thirdly, and to the point of this hearing, we are dealing with a problem that does not exist in the minds of those who wield veto power over many of the solutions you and I may suggest. However frequently the media calls our attention to homelessness in our midst, or state and county officials mention it, or advocacy groups proclaim it, down at the local level, in our cities, our boroughs, our villages, and our towns, homelessness is invisible. They see us offering solutions for problems they do not have. If you have any doubt about this, simply propose setting up a residence for homeless people in any one of our 70 towns and you will create instantly a

crowd of no less than 300 extremely angry folk, uttering expletives, threats, and allegations concerning your ancestry, all of this to underline in no uncertain terms that they are sick and tired of being the "dumping" ground for "riff-raff" from elsewhere. Up here in Bergen, "elsewhere" is understood to be Newark.

Over at St. Cecilia's in Englewood, the Interreligious Fellowship for the Homeless runs a 14 bed shelter for homeless families. Last year they provided shelter for 66 families from 22 of Bergen's towns. Let me mention a few of those towns for the benefit of those of you who know this county: Teaneck, Closter, Englewood, River Edge, Little Ferry, Garfield, Fort Lee, Hillsdale, Saddle River, Ridgewood. Statistics from our shelter in Hackensack indicate that persons seeking shelter there come from at least 45 of Bergen's 70 towns. Granted that most of Bergen's towns do not have homeless persons in great numbers, why, even so, are they invisible to the citizens of that town?

The reason, I submit, has very little to do with a town's likes or dislikes. It has very much to do with the "system" we have devised to address the problem of homelessness.

Take, for example, the case of a homeless family. Through eviction the family finds itself on the street. After a few desperate phone calls, they make their way to the county welfare office. The worker there does an intake, arranges for a motel room and, if necessary, transportation. Problem solved, for that night anyway. But the problem really isn't solved; it has merely been transferred to a county agency, completely by-passing local involvement. When the county finds that such referrals mount, - last night there were 27 homeless families put up in motels by our county welfare agency - it goes to one of its 70 towns and proposes establishing a family shelter, and you know the rest of the story. As a former Hackensack councilman replied when just such a shelter was proposed, "Hackensack has no homeless families." Our system does not encourage the town to own the problem. How can we expect them to own its solution?

Our service system for individuals is similarly enabling. Here the towns do have stipulatory responsibility for those eligible for general assistance. While some towns honor this responsibility, many others are accustomed to placing homeless individuals in their police cars and delivering them to the parking lot outside the shelter in Hackensack. Some have been known to provide this one-way ride as far as Jersey City. Here again, the county, by providing a 32 bed shelter has assumed a responsibility that is in many cases the responsibility of its towns.

I am not suggesting that we dismantle our county systems and send all out clients back to their towns of origin. There are substantial reasons for the development of these systems and they are based on an economy of scale. The county taxes its towns and the latter therefore have claim to various services from the county. I am suggesting however that our systems develop linkages to the towns that comprise at very least a communication network so that town

officials become aware of those of their citizens who become homeless. By preference, county case workers need to touch base with municipal social service personnel in devising service plans for their clients. Towns need to mobilize volunteer organizations that can offer such services as transportation, room or apartment finding, food and clothing assistance for families or individuals who become homeless. In Connecticut this month there was a statewide tag sale with proceeds going to services for the homeless. The event was sponsored by United Technologies and raised over \$78,000. Private sector participation in this effort is essential.

If we are to take positive steps to involve municipalities in solving the problem of homelessness we will need to move beyond the consciousness raising that I am suggesting and address the root cause of the problem. That is the availability of an affordable place in which to live. And that affordable place has got to be in one or more of Bergen's 70 towns. There are two ways I know of to make that happen: one is a carrot, the other is a stick. Towns are hardened by now to the stick. That instrument of enforcement is wielded by developers who are suing towns under the Mt. Laurel provision in order to build a few affordable homes and lots of unaffordable ones. The other enforcer is the Council on Affordable Housing, the agency that needs a police escort when it ventures out on a field trip. But where are the carrots? I know of none. A town that invites in a non-profit agency or a public one to establish some sort of housing for low-income groups foregoes rateables from the property and is still expected to provide municipal services. What chance does such a project have when pitted against a commercial enterprise? A few years ago Bergen was "dissuaded" from building a family shelter on its own property in Paramus by 400 signatures signed to a letter bitterly opposing the plan. Donald Trump's move to build another mall in Paramus on the site of the busiest and most heavily trafficked intersection in the county, while not unanimously approved, has met no such citizen opposition.

Towns need to be rewarded for opening their neighborhoods to affordable dwellings. They need incentives. Kind words and plaques are appreciated but there is no substitute for money. One way to provide such an incentive is to target available funding to those towns that open their neighborhoods to affordable living places. Community Development Grants could be based on such considerations.

In the long run, however, any such effort will need new sources of funding. A recent analysis of Bergen's towns by the county Department of Planning and Economic Development indicates a growing need and concern for renewing infrastructures. Financial aid in this area could be made dependent on the town's concrete efforts to provide housing for its low-income citizens.

Human service providers in this county and statewide are forced by the very systems we have created to utilize "macro" means to address "micro" problems. We must find ways to bring, if not the burden, certainly the consciousness of the problem to the local scene. Communities that do not own a problem will never own its solution.

HEARING ON HOMELESSNESS

Lodi, New Jersey

September 29, 1989

Homelessness was defined as a significant social issue in New Jersey as early as 1972 by then serving Governor William Cahill. However, more than 10 years passed before any major ideas were implemented. These ideas mainly addressed emergency homelessness, and what was provided was too little, too late.

In Sussex County, despite increasing expenditures by more than five times in the years 1985 through 1988, the number of homeless has grown.

The most important item regarding the homeless that was not addressed today are homeless families and individuals who have multiple problems including substance abuse and A.I.D.S. The solutions of the past will not be adequate for the future. This is especially true when providing emergency housing to the homeless who have A.I.D.S.

In Sussex County, even though we have had fewer than 20 people diagnosed as having A.I.D.S., we have already worked with people who are homeless and have advanced illnesses due to A.I.D.S. Generally we need to rely on mainstream solutions because more appropriate responses are not available. In other parts of the State, there are whole families who are homeless and all, parents and children, have A.I.D.S. In our small County, we may have as many as 320 people who are H.I.V. positive. This means that the number of people, single and families who have the dual problem, may grow rapidly and potentially overwhelm the community. This is, and will be, a much greater problem in urban centers.

Unless we develop plans immediately to respond to this issue, we will find ourselves duplicating the lack of movement experienced in the 1970's and find ourselves in five years time, meeting to discuss how we will help the growing number of homeless with A.I.D.S., rather than having our plans developed and in place.


Samuel C. Seamans



Urban Initiatives

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Urban Initiatives - National Emergency Housing Apartment Program Demonstration (EHAP)

National Demonstration Summary

With support from the Ford Foundation, Urban Initiatives is administering a demonstration of the Emergency Housing Apartment Program (EHAP) to test its national potential for providing both short-term emergency housing and permanent affordable housing for homeless families. The EHAP demonstration is being carried out in four states (Massachusetts, Connecticut, New Jersey, and Michigan) and is in the development phase in California.

Emergency Housing Apartment Program Summary

EHAP utilizes the monies used to pay for temporary housing in hotels and motels and channels the funds into conventional, rental, multi-family residential buildings to provide short-term emergency housing for homeless families thereby providing the income stream necessary to allow for the rehabilitation of the building for affordable permanent housing. Under the terms of an EHAP Agreement, a few apartments in selected buildings are owned by not-for-profit housing corporations are set aside as temporary emergency housing for homeless families in accordance with State regulations governing such assistance. Through an Agreement, the state or local Social Service Agency provides the local program sponsor with a per diem to pay for the emergency housing costs and, where possible, to reimburse itself for providing on-site social service coordination and housing placement services. The sponsor is required to utilize the cash flow from the per diem to amortize the debt on the rehabilitation financing package to create long term affordable housing for families. The sponsor must also agree to provide on-site supportive services to the homeless families, primarily geared towards permanent homefinding.

Goal of the Demonstration Program

The goal of the Demonstration is to test the national potential of EHAP to achieve the following objectives:

- . Coordinate human service income streams and existing housing development programs to improve the delivery of emergency housing and support services to homeless families
- . Provide more desirable community-based, emergency housing for homeless families in or near their previous neighborhoods

- . Upgrade marginal housing as decent, affordable permanent housing for low and moderate income families
- . Provide a greater than normal level of social service advocacy and housing placement support services to homeless families
- . Reduce the average length-of-stay in emergency housing
- . Achieve the above-objectives at a cost equal to or lower than the cost of traditional hotel/motel placement
- . Strengthen the capacity of the not-for-profit development community to produce and manage housing for low and moderate income families.

Demonstration Structure

Urban Initiatives, a private consulting firm, is the Program Administrator. Urban Initiatives provides technical assistance to the other participants and facilitates activities in each state's program design, project development and, operation stages.

In each state, a not-for-profit entity with broad range technical assistance capacity was selected as an Intermediary to work with Urban Initiatives to implement the Program at the state and local project levels. The Intermediaries provide technical assistance to local Community Development Companies (CDC) in the development of projects and the provision of support services. An important purpose of the Intermediary is to develop the capacity to train other CDC's to enhance EHAP's replicability following the completion of the Demonstration.

The states selected for the Demonstration Program were chosen after an eight-state feasibility study conducted by Urban Initiatives. To be selected for the Program, the state human service agency had to agree to make available its Emergency Assistance or AFDC Special Needs funds which normally support homeless families to EHAP. The state housing agencies had to agree to target any compatible housing finance resources for the Demonstration. In addition, the state agency had to express interest in working with Urban Initiatives and the Intermediary to take steps to replicate EHAP and to include EHAP in its efforts to coordinate and improve its emergency housing services to the homeless. Each state also had to commit itself to efforts to coordinate the activities of the human services and housing development agencies to improve the delivery of emergency housing to homeless families.

EHAP is implemented at the project level by not-for-profit organizations with experience in either housing development or social service provision. CDC's own, develop, and manage the housing in which EHAP units are located. The CDC's or another not-for-profit service agency provide social service coordination and advocacy and permanent housing placement services to EHAP clients while they are residents of the EHAP apartments.

Status of Demonstration

The Demonstration is operational in four states and in the development phase in the fifth and final state. EHAP Agreements have been negotiated with state or local social service agencies in four states. Two states have included EHAP in recent programs to reform their emergency housing services to the homeless.

In Massachusetts, EHAP apartments are developed and operational at two sites and two additional sites are in the planning phase. In Connecticut, EHAP apartments are operational at one site and two additional sites are in the planning stage. In New Jersey, EHAP apartments at two sites are in the development phase. In Michigan, EHAP apartments at one site are under rehabilitation and an additional site is in the planning phase.



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THE EMERGENCY HOUSING APARTMENT PROGRAM (EHAP) Private Owner Model

EHAP is an innovative alternative to the traditional and more expensive sources of emergency housing, hotels and motels. Under the terms of the EHAP program, a few apartments in a selected building are set aside as temporary emergency housing for homeless families, making them eligible to receive a per diem rate that is significantly higher than the usual rent. The program is managed by a not-for-profit housing corporation or social service agency who leases the vacant emergency housing units from the private owner.

The private owner combines the EHAP rent together with other income sources to pay debt service, operating costs, and rehabilitation costs for the entire building. In return, the owner enters into an agreement to: (1) use the additional income to make the required repairs to the entire building and (2) to lease the subject apartments at rents affordable to low and moderate income families upon expiration of the lease for emergency shelter. The number of apartments leased and rent payment levels depend on the availability of apartments as well as the amount of required rehabilitation.

Through a "Letter of Agreement" for each building involved, the local Social Service Agency provides the program management agency with per diem payments for each night a homeless family occupies an apartment. The per diem payments are structured for a three to five year term to enable the non-profit to pay housing costs to the private owners and, where possible, to reimburse itself for providing on-site support services.

Since vacant units are selected for transitional usage, the program does not cause the dislocation of existing tenants. By utilizing only a small percentage (up to 30%) of a building's units for emergency housing the model does not create "institutional" settings, thereby reducing or eliminating neighborhood opposition. This model also provides a more normalized setting for homeless families by mainstreaming them with permanent residents. Because the transitional emergency housing is provided in existing apartment buildings and typically in non-commercial areas, the program not only provides a more suitable environment for families, but effectively cuts the cost of housing families in need of emergency assistance. A more far-reaching facet of EHAP is the expansion of permanent housing for lower income families through rehabilitation and preventing the loss of buildings from the tax rolls due to tax foreclosures. These renovated buildings also directly contribute to neighborhood preservation.

The Emergency Housing Apartment Program has been used to rehabilitate rental housing in several models, including: vacant, city-owned properties, multi-family housing owned by not-for-profit entities, leveraging community development/rehabilitation grants, and, leasing public housing apartments. EHAP can also be an effective tool in the development of housing for special needs populations, by providing the income necessary to make a project feasible. EHAP can work in buildings with or without other public subsidy. Subsidies reduce project costs that must be covered by debt service payments, provide greater rental income, allow for higher levels of rehabilitation, or lower rents charged to permanent tenants.



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THE EMERGENCY HOUSING APARTMENT PROGRAM (EHAP) Not-For-Profit Organization Model

EHAP is an innovative alternative to the traditional and more expensive sources of emergency housing, hotels and motels. Under the terms of the EHAP program, a few apartments in a selected building are set aside as temporary emergency housing for homeless families, making them eligible to receive a per diem rate that is significantly higher than the usual rent. The program is managed by a not-for-profit housing corporation or social service agency who designate units as emergency housing units within a building that it owns.

The non-profit owner combines the EHAP rent together with other income sources to pay debt service, operating costs, and rehabilitation costs for the entire building. In return, the owner enters into an agreement to: (1) use the additional income to make the required repairs to the entire building and (2) to lease the subject apartments at rents affordable to low and moderate income families upon expiration of the lease for emergency shelter. The number of apartments designated and rent payment levels depend on the availability of apartments as well as the amount of required rehabilitation.

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FORD FOUNDATION - EHAP DEMONSTRATION JULY, 1989

NEW JERSEY

268 Fairmount Avenue, Jersey City
Total Number of Units: 7.

Sponsor:

Fairmount Housing Corporation (the development arm of the City YWCA)

Summary:

The Project involves the acquisition of a building adjacent to the YWCA, the rehabilitation of six apartments, and the conversion of ground floor space into a seventh apartment. The building includes two EHAP units and five permanent units. The YWCA is considering using two of the permanent housing units as housing for battered women and their families.

Financing:

The development budget is \$320,600 (estimated). Current permanent financing for the project involves the following:

- . \$185,600 HMFA Mortgage
- . \$ 97,500 DCA Acquisition Plus Grant.
- . \$ 37,500 Rental Rehab Grant

Status:

The seller and the YWCA have executed a purchase option agreement. A request for construction loan approval has been submitted to National Westminster Bank; applications have been made for Rental Rehab grants; and, is reviewing preliminary information concerning the project.

Closing on the sale of the property is scheduled for October 1989. Completion of rehabilitation/construction is scheduled for February 1990; and, initial occupancy is planned for February 1990.

Support Services:

Support services will be provided by the YWCA.



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FORD FOUNDATION - EHAP DEMONSTRATION

JULY, 1989

NEW JERSEY

148 Bedford Street, East Orange.

Total Number of Units: 12.

Sponsor:

Not-for-profit organization in Essex County, with the Unified Vailsburg Services Organization (UVSO) as the co-venture partner in the development phase.

Summary:

The Project involves a city-owned building that has been vacant for over six years. The building will be developed to house nine primarily elderly households in addition to three EHAP families. The tenant mix was a major issue in the neighborhood residents' review and acceptance of the Project.

Financing:

The development budget is \$600,000 (estimated). Current plans for permanent financing of the project involve the following sources:

.	\$250,500	Conventional bank loan
.	\$200,000	Equity syndication proceeds
.	\$ 84,500	NJ Balanced Housing grant
.	\$ 65,000	Ford PRI loan.

Status:

Legislative actions have been completed to transfer title of the property to the UVSO and to consolidate taxation and administrative authority over the project with the City of East Orange.

Preliminary development cost estimates have been completed and a decision to proceed was made by the City of East Orange in January.

Support Services:

Support Services will be provided by the Urban League of Essex County with a portion of the homeless family support services being covered by grant funds from Essex County's allocation of New Jersey Family Shelter Strategy funds.



THE LEGAL AID SOCIETY

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IN REPLY REFER TO OUR NUMBER

YEAR TWO: A MIDYEAR REPORT ON
THE BROOKLYN FAMILY ANTI-EVICTION PROJECT

Funded through
THE HUMAN RESOURCES ADMINISTRATION'S
HOUSING COURT DEMONSTRATION PROJECT

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October 31, 1988

YEAR TWO: A MIDYEAR REPORT ON
THE BROOKLYN FAMILY ANTI-EVICTION PROJECT

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A. INTRODUCTION

The Human Resources Administration's Housing Court Demonstration Project, designed to provide lawyers to public assistance recipients facing eviction in housing court, has now completed its eighteenth month of operation. This report is submitted to inform the Administration of the operation of one of the three programs it has funded under the Project: The Legal Aid Society's Brooklyn Family Anti Eviction Project, which is providing legal services to public assistance families living in twenty nine of the thirty eight zip codes in Brooklyn.

The Brooklyn Family Anti-Eviction Project began providing services to Brooklyn welfare families in April 1987. Services were provided through our regular intake system and, most importantly, by setting up a new office in the Brooklyn Housing Court. Working closely with workers of The Human Resources Administration, project staff reached out to a population of families with children who had already been evicted or were facing imminent eviction. Those families -- most of whom should never have reached the point of eviction -- had, for some of the reasons discussed in this report, been unsuccessful in obtaining relief from the court on their own and had not, despite their dire circumstances, been able to obtain assistance from governmental agencies. Nor, of course, had they been able to obtain the services of a lawyer.

B. SUMMARY OF CONCLUSIONS

- I. Project attorneys have saved the permanent housing -- mostly rent stabilized or federally subsidized apartments -- of 82% of the families represented under the project. See p. 3.
- II. Project attorneys have spared an additional 11% of the families served from having to immediately and without assistance move from their homes. See p. 3.
- III. 82% of those families who came to the Project already evicted have been successfully restored to their homes. See p. 4.
- IV. In economic eviction cases -- those where families could not meet their rental obligations -- fully 89% of the families represented were receiving less money for shelter from welfare than needed to pay rent; and in 59% of those cases, families had to use over 30% of income needed for food, clothing and other basic living expenses to pay their "excess" rental obligations. See p. 8.
- V. In economic eviction cases intractable welfare problems required the opening of separate welfare cases for 74% of the families represented, more than tripling the office's welfare case intake. Solving those problems made the difference between eviction and homelessness on the one hand and the retention of a home on the other. See p. 15.
- VI. In 54% of the nonpayment cases, families' monthly welfare grants were reduced by 10% to recover prior emergency advances to pay rent or utilities even though, under H.R.A.'s own guidelines, they should not have been reduced by that much because the reduction was causing an undue hardship to the family. See p. 16.
- VII. The failure of the housing court to provide an adequate opportunity to be heard and the lack of assistance to families while they were proceeding as pro se tenants is another major factor operating to place families served by the project needlessly in danger of eviction. See pp. 21-27.

- VIII. Many Brooklyn landlords and landlord attorneys have recognized that the operation of the project results in the payment of rents to which landlords are entitled; rents they would not have received if the families were evicted or not restored to their homes. See p. 31-33.
- IX. The services, over a two year period, of 4.5 attorneys, supported by a tiny staff, will have retained the permanent homes of families in 595 cases and will have saved government well over \$4,000,000 in emergency shelter costs. See pp. 37-38.

C. CASE RESULTS

In its first eighteen months of operation, The Brooklyn Family Anti-Eviction Project has taken on just over 550 cases for representation. The success rates reported in earlier narratives on the Project's first year have been maintained.

A case-by-case review of the results of representation in the first 250 closed cases shows that project attorneys have retained families' rights to unconditionally remain in their permanent housing in 204, or 82%, of representations undertaken.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE A

SUMMARY OF RESULTS IN THE FIRST 250 CLOSED CASES

Family retains right to apartment	204	82%
Family gets time or relocation help	28	11%
Family loses right to apartment through court decision	13	5%
Representation interrupted	<u>5</u>	<u>2%</u>
TOTAL	250	100%

As in the past, the most dramatic and easily identifiable successes of the project can be seen in the results of our representation of families who come to us after eviction. Project attorneys have restored to their homes fully 82% of the out-of-possession families represented, a rate that matches the success we have had in the cases of families coming to us in possession of their homes.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE B

SUMMARY OF RESULTS IN OUT-OF-POSSESSION CASES

Families restored to their homes	55	82 %
Settled for relocation assistance	5	7 %
Losses through court decision	6	9 %
Awaiting outcome	<u>1</u>	<u>2 %</u>
TOTAL OUT-OF-POSSESSION CASES ¹	67	100%

Discussion

As in the past, the project has taken on only those cases where the objective of representation is to retain current permanent housing into the indefinite future. Thus, representation efforts have been focused on protected tenancies, generally those covered by rent stabilization or federal housing programs. Similarly, representation has continued to focus on those cases where the likelihood of eviction without representation is close to certain. These cases fall into two distinct categories. Those where the landlord wants possession

¹ The case numbers are set out in Appendix A.

of the apartment irrespective of a tenant's payment of rent or correction of breach of lease violations and those where a tenant will be evicted because the tenant has a judgment for an improperly high amount of rent or simply cannot pay the rent due.

In the first class of cases -- i.e. those where the landlord wants a legally protected apartment for reasons unrelated to rent payment -- successful representation has depended strictly upon the legal skills of attorneys defending housing court proceedings on the merits. In the economic eviction cases -- a class of cases all too easily written off as hopeless -- successful resolution depends on both successful action in the housing court action and the successful development of a financial plan for the family that permits the payment of accrued rent arrears and future rent. It is this latter class of cases that has posed the greatest challenge to project staff and in which, we believe, the 82% success rate is most remarkable.

In reviewing the results of our cases, the test for success has been that a family has been found to have "retained the right to remain in an apartment" when they have left the courthouse with no present threat to their housing. That means that any legal challenge to their right to possession has been defeated, and in most cases resolved in their favor; that rent has been reduced to a proper amount and all rent due has been paid or is payable by the family; and that the family's ability

to continue to pay rent -- at least into the immediate future -- is in place.² In those cases where appropriate settlement of the ultimate issues in a case can not be reached, and where favorable judicial determination is unlikely, our attorneys fight for the dismissal of eviction petitions on motions and at trial with the intention of continuing representation in any future case until a practical resolution of the family's problem can be achieved through appropriate settlements.

As to the question H.R.A. will be answering in its follow-up studies of the families -- i.e. will represented families avoid City shelter placements? -- we believe a much higher "success" rate will be found. In each of our cases where court settlements or decisions have not resulted in a right to remain in an apartment permanently, our project staff has worked to ensure enough time and money to allow for orderly relocation. Non-project staff has worked with each such family to assist them in obtaining alternative permanent housing. This non-project representation has most often taken the form of assistance with Housing Authority placements, Section 8 subsidies and permanent housing available through other programs. While some of the families we represented were in shelters or were living with friends and relatives when they came to us, we believe, based on our own on-going contact with represented families, that of those families who came to us

² Obviously, as discussed in our March 1, 1988, report, other intervening events may cause the loss of apartments. Our evaluation is based on the circumstances facing the family at the moment our representation ceased.

housed, no more than a total of four or five have moved into "doubled up" living arrangements since our representation concluded and only one has entered a shelter. We await the results of H.R.A.'s follow-up studies to see whether our perceptions are correct.

D. FAMILIES IN NEED OF PROJECT SERVICES

Because families are selected for representation under this project based primarily on the legal posture of their case, we believe that the characteristic sources of our client families' problems shed important light on just which families in the public assistance population end up facing the threat of imminent or actual eviction. Four main factors appear to play a large role in placing them at risk: (1) inadequate shelter grants, (2) improper benefit delivery, (3) lack of social services to assist in maintaining grants, and (4) the operation of a court that ignores the needs of unschooled tenants representing themselves and often fails to afford even minimal due process protections.

1. Families Unable To Pay Rent Because of Shelter Grant Levels

Many of the families served by the project face economic eviction primarily due to the inadequacy of the shelter grant maximums. In today's housing market, a mother and three children living in Brooklyn cannot find an apartment renting for the \$312.00 a month she receives as her shelter grant unless she is lucky enough to get into increasingly scarce governmental

housing. Indeed, she is lucky to find an apartment renting for \$450.00 a month. While in past years we became used to seeing a family of four responsible for rents between \$350.00 and \$400.00, we are now seeing rents of \$400.00 to \$450.00 on a regular basis.

A review of the data on the first 175 nonpayment representation cases closed under the project reveals that in 89% of the cases a family was paying more for rent than it received from The Human Resources Administration for shelter payment and that, in an astounding 59% of the cases, the family had to use more than 30% of its nonshelter grant income to supplement the shelter grant to pay monthly rent.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE C

THE OCCURRENCE AND SEVERITY OF SHELTER PAYMENT PROBLEMS

% Paying More in Rent Than Received in Shelter Grant	89 %
% Contributing > 30% Of Non-shelter Income to Rent	59 %
Average % Rent Exceeded Grant	47 %
% Receiving No Shelter Grant	15 %

It should be noted that these numbers point out not only shelter grant inadequacy but also benefit delivery problems. The chart does not compare grant income against the shelter maximum for family size, but rather against the actual amounts received from H.R.A. by the families. The project serves public

assistance recipients with open cases, yet we found that 15% of the households facing nonpayment cases are receiving no shelter grant at all, a situation for which there can be no legal justification. Adjusting our data to eliminate this "benefit delivery" problem, preliminary results of a study we have undertaken indicate that about 70% of those families facing eviction for nonpayment are responsible for paying rent well in excess of the shelter maximums for the family's size.

The reason a family in such circumstances falls behind in paying excess rent is evident from a glance at the welfare budgets of project clients responsible for paying such rents. If the mother of three children does pay a typical excess rent of \$410.00 a month, she is left without money to meet her children's basic needs for food and clothing. In fact, she is responsible for paying over 71% of her full public assistance grant for rent. Even including foodstamps in the family's income, such a mother is responsible for paying more than 52% of her total monthly cash and foodstamp budget for rent.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE D

A Typical Budget For A Family Of Four Living In Brooklyn

<u>Income</u>		<u>Fixed Expenses</u>	
Shelter Grant	\$ 312.00	Rent	\$410.00 ³
Non-shelter grant	326.70	Electricity	40.00
10% Recoupment	- 63.87 ⁴	Gas	20.00
Food Stamps	<u>211.00</u>		
Total	\$ 785.83		\$ 470.00

TOTAL INCOME - FIXED EXPENSES = \$315.00 PER MONTH
OR
\$6.80 IN FOOD STAMPS AND \$3.38 IN CASH EACH DAY

Although many of the families served by the project have battled incredible odds and have paid their excess rent for prolonged periods, they have done so at the loss of ability to pay for necessary food, clothing, transportation and other basic daily needs. As in the case of a mother of three attempting to meet the needs of her family of four with their food stamps and \$3.38 cash a day, the need to buy a coat, a pair of sneakers or non-prescription medication will eventually cause an inability to pay monthly excess rent.

³ This monthly rent was chosen because it falls within the standard of "affordable rents" which will automatically be approved by The Department of Social Services.

⁴ See the discussion on recoupments, p. 14 below.

Because "excess rent arrears" are not payable under current State policy, strategy in such cases must be directed to the elimination of the excess arrears or to alternative sources of funds to meet them. This effort must be directed to solving both accumulated rent arrears and to putting the family on sound financial footing in the future. Accumulated arrears may be eliminated by reducing the rent due and by finding alternative funds to pay them. Rent due can be reduced by obtaining significant abatements because of poor living conditions or by establishing rent overcharges. Most project cases result in such reductions. However, such reductions do not always eliminate all excess rent due. Project staff have become expert in identifying, and obtaining issuance of, past underpayments by The Human Resources Administration which are then used to pay off the balance of excess rent arrears.

Future excess rent problems are more difficult. They require an increased source of income, a permanent reduction in rent due, or a subsidy to pay rent due. Income may be increased through applications for S.S.I. or social security benefits, by the elimination of improperly high recoupments of welfare grants, or by assisting family members to maximize their public benefits. Overcharges are established through the Division of Housing and Community Renewal, through the Housing Court, or through litigation in Supreme Court. Rent subsidies are obtained by assisting families apply for them and by representing families when subsidy requests are denied.

2. Case Study: Federal Subsidy Pulls A Family From The Brink

Ms. R and her child came to us facing eviction from an excellent apartment. The rent was \$441.50 a month and completely unaffordable. Ms. R had paid the rent in the past with assistance from her brother. When her brother died, she simply had no way to pay a rent which exceeded her entire public assistance grant. She continued to pay to the landlord the \$193.00 she received for rent from the Human Resources Administration, but her excess rent remained unpaid. Under state policy, the Agency would not pay that accumulated excess and the family-faced eviction.

In the course of the initial interview, a project attorney learned that Ms. R had applied to the New York City Housing Authority for federal housing benefits under the Section 8 program. Her application was denied and the attorney determined that the denial had, in all probability, been incorrect.

An Article 78 proceeding was commenced and an order was obtained in Supreme Court staying Ms. R.'s eviction. In the course of the proceeding, the Authority agreed to revoke its denial of Section 8 benefits. It then found Ms. R eligible for the program so that her prospective rent was suddenly affordable. However, The Authority then refused to put the Section 8 coverage into effect back to the date of application, leaving Ms. R with no way of paying the accumulated excess rent arrears.

The attorney returned to Supreme Court and obtained a decision and judgment holding the Authority responsible for all arrears. The Authority has appealed that decision, but we are confident that Ms. R. will eventually get the arrears. Now that the landlord is receiving current full rent, there is an agreement not to evict the family pending disposition of the appeal in the Supreme Court action against the Authority.

Ms. R.'s family is now safe and does not face the prospect of economic eviction because she has a protective subsidy in place designed to permit her to maintain an apartment in today's market. Such subsidies have not been available for many of our families. While we have, by using other available strategies, been successful in saving the housing of the vast majority of the represented families, we are convinced that in the next year or two many of them will again face eviction if shelter maximums

are not raised.

3. Case Study: A Benefit Increase Strategy

Ms. P, a mother with a 17-year old child, was paying rent of \$315.00 per month, an amount \$100.00 over the shelter allowance for a family of two. She faced eviction because of a judgment of eviction for nonpayment of \$375.48 in rent, an amount which represented accumulated "excess rent arrears" not payable under current state policy. Our attorney managed to stop the eviction and raised the funds to pay the excess arrears. However, we recognized from the beginning that without further assistance, the family will not be able to retain their housing because they simply cannot afford the monthly rent.

A casehandler specializing in immigration matters has undertaken to regularize the immigration status of the mother, a woman who has been in the country for 20 years. Once that is done, she can apply for Supplemental Security Income, a program for which we believe she is eligible because of severe disability. When the time comes, we will be assisting her with that application as well. With the higher income that will be available under the S.S.I. program, a monthly rent of \$315.00 a month will be more affordable for the family.

In Ms. P.'s case, our casehandlers are racing to have the family on safe financial ground before the landlord commences a new nonpayment proceeding. However, if shelter maximums remain at current levels, even with increased S.S.I. income to the household, normal rent increases will once again endanger their housing. We do not now take the cases of families whose rents are so high that there can be no reasonable hope of their maintaining payments. However, for many of those whose cases we have taken, rent stabilization increases assessed in the next year or two can be expected to put monthly rents completely outside the range of what is affordable to them on public assistance budgets unless the shelter maximum is increased to keep pace with rent increases.

4. Families Not Receiving Benefits To Which They Are Entitled

Some of the excess rent problems discussed above can be relieved by changes in current H.R.A. practice which would result in the delivery of benefits to which families are entitled -- benefits which would permit families to pay their excess rent.

a. The Scope Of The Problem

Before discussing the specific benefit delivery problems encountered, a look at the extent of the need for welfare representation among project clients is telling evidence of the wide-spread impact of benefit delivery problems on the population.

Since the Family Anti-Eviction Project began in this office, we have added two full time nonproject staff members to do welfare benefit work and the amount of welfare benefit work done overall by the Park Place Office has increased by 223%. We have gone from taking in 147 welfare cases in the six month period just before the project began to 475 in the first six months of this year. Numbers for the most recent three months indicate that this office will be handling almost 1000 welfare cases in the year beginning July 1, 1988. ⁵

5. We have assigned non-grant staff to meet this need. This has forced us to withdraw essential legal services to other clients traditionally served by this office, particularly those in need of non-FAP related welfare representation, a population to whose service we must eventually return.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE E

INCREASE IN WELFARE REPRESENTATION DUE TO THE PROJECT

	Six Month Period Covered	DSS Cases Taken	Percent Increase
BASE PERIOD: PRE-PROJECT	7/86-12/86	147	
F.A.P. PROJECT BEGINS April 1987	1/87-6/87	224	53%
F.A.P. UNDERWAY Months 4 through 9	7/87-12/87	347	136%
F.A.P. IN FULL SWING Months 10 through 15	1/88-6/88	475	223%

That this increase is due to our undertaking the Family Anti-Eviction Project is undisputable. Of the first 780 clients seen under the project for either advice or representation, over 300, or 40%, had D.S.S. problems severe enough to require the opening of a separate D.S.S. case.

The picture becomes even clearer when we studied nonpayment cases. Of the first 175 nonpayment cases taken into the project, 130 or 74%, had welfare cases opened. See Appendix H. In many instances cases had to be opened because agency workers, in violation of current D.S.S. policies, had not issued correct benefits, or had not made correct determinations regarding the issuance of rent arrears grants where rent arrears were under the shelter maximums. Others were opened because the housing court case handler could not determine the status of two

party check or direct vendor payments to a landlord. A third class of cases were opened because a family had excess rent obligations they had not been able to meet and who were routinely and summarily denied assistance from the agency. We undertook representation of such families because we could identify means by which, under existing agency policy, relief could be granted to a family but agency workers were refusing to make determinations and issue payments.

b. The Nature Of The Problem

The most common recurring benefit delivery problem of the families seen is that their grants are reduced each month so that the agency may "recoup" emergency grants issued to the family in the past. Most families are being recouped at the rate of 10% of their grant per month.

The results of our study of the first 175 closed nonpayment cases indicate that 54% are being recouped at an improperly high level of 10% of the total grant when the recoupment should, under existing law and procedures, be reduced to 5%.⁶ These families, on an ongoing basis, are being deprived of 5% of their welfare grants each month at a time when these funds are desperately needed to assist them to meet excess rent obligations. For a family of four, this improper recoupment

⁶ The large number of improperly high recoupments is in keeping with our experience that income maintenance workers uniformly do not make the legally - required determination as to whether a 10% recoupment will impose an undue hardship on a family. Hearings before the State uniformly result in a reversal of these recoupment rate decisions by H.R.A. workers.

deprives them of \$32.00 a month.

There are other recurring problems, some of which are beginning to be addressed by Alan Krauss' office at Income Maintenance, which are daily causing a failure in benefit delivery:

1. There is a need for access to Income Maintenance Workers to obtain meaningful information on shelter payments and to obtain a meaningful evaluation of funds available from the agency. All too often clients, and our staff, cannot reach workers on the phone and cannot gain access even by a visit to the center. This results in a failure of the agency to act to issue rent arrears grants when available under current policy.
2. There is a recurring failure to properly send rent checks to landlords when the agency is responsible for direct delivery under the vendor program. In addition to finding solutions to this problem, there is a concomitant need for the timely provision of adequate proof in Housing Court -- either through client request or subpoena -- when payment of direct vendor shelter grants are in issue. Timely, meaningful proof is not now forthcoming.
3. There is a continued lack of understanding on the part of income maintenance workers as to when rent arrears above the shelter maximums can, in fact, be paid under agency policy. For example, the legal liaison and assistant to the director at Center 67, refuse to issue full applicant rent arrears despite a clear memo from Alan Krauss requiring issuance of such grants. Copies of that memo have been repeatedly delivered to both people. This is a typical result of the lack of knowledge about and accountability for the issuance of rent arrears and special grants.
4. There is a systematic refusal by income maintenance workers to correct identified underpayments without resort to "fair hearings." Requests to undo improper recoupments, for example, are uniformly met with statements that this is not within the worker's power and that the client's only resort is to go to the State to obtain a hearing.
5. There is extensive assignment of "emergency" workers -- workers assigned to cases from day to day -- resulting in ongoing failure to open improperly closed cases and issue payments promptly.

6. There is a general lack of personnel to assist in and review the work of income maintenance workers to ensure payment of rent arrears where such payment would be within income maintenance policy.

7. There is need for additional staffing of H.R.A. Courthouse Liaison Offices by individuals with the authority to take action on behalf of the Department in the courthouse.

Trying to obtain benefits in light of these problems has been one of the greatest frustrations in carrying out this project and has been the repeated cause of impending eviction for hundreds of families served by the project.

5. Case Study: Benefit Delivery Failure Pushes Family To The Brink Of Eviction

Ms. D.R. and her 17-year old daughter, a high school student, had been living in their rent stabilized apartment for eight years when they came to the Project. The family's monthly rent was \$334.75 a month and their shelter allowance was set at the maximum of \$250.00 for a family of two. The shelter allowance was supposed to be sent directly to the landlord each month by The Human Resources Administration under its "direct vendor" rent program. While the direct vendor payments were being made, Ms. D.R. was managing -- just barely -- to pay her "excess rent" of \$84.75 a month.

However, through agency error, the direct vendor checks stopped being issued in the spring of 1988 and Ms. D.R.'s landlord stopped taking the "excess rent" payments from her until she tendered full payment of the rent.

Up to that point, Ms. D.R. had paid her excess rent, even though that payment left her with only \$104.25 a month in cash to pay for gas, electricity, clothing, transportation, detergent, furniture, household goods, and all other non-food needs for herself and her daughter. When her landlord refused the excess rent she tendered, Ms. D.R. saved it for one or two months but eventually succumbed and spent the money on essential clothing for her daughter and on accumulated utility arrears.

Ms. D.R. was then sued for the full monthly rent for the period during which the agency had failed to mail out Ms. D.R.'s vendor checks. She initially failed to go to court, relying on the superintendent's statement to her that the landlord did not really want to take her to court and would drop the action if rent payments were resumed. Ms. D.R. had asked the agency to

correct its errors and believed checks were once again being issued.

When a default judgment was entered against her, Ms. R received a 72-hour-notice of eviction and applied to the court for relief from her default. She had, by this time, gotten H.R.A. to reissue her vendor checks and owed the landlord just over \$500.00 in missing excess rent payments. She returned to court and, unrepresented, entered into a stipulation permitting entry of a final judgment for that amount. (Had she known, the amount could have been reduced because of poor conditions in the apartment). When she came to the project, Ms. D.R. faced eviction because she lacked the money to pay off the judgment and could not get it from The Human Resources Administration because it covered "excess rent" which the agency, pursuant to state policy, would not issue.

A project attorney determined that there was little likelihood of vacating the judgment, but was able to stop the eviction, gain time to raise funds, and help Ms. D.R. get the funds necessary to meet the judgment. The judgment was satisfied. The attorney is now working with Ms. D.R. to help her obtain repairs to her apartment and has advised her of her right to an abatement in the future. It is hoped that once repairs are obtained, a federal subsidy might be obtainable for the apartment.

In the meantime, Ms. D.R. must continue to struggle to meet her monthly excess rent, and is doing so. However, any future interruption in monthly benefit delivery threatens the precarious economic ledge upon which the family is perched.

6. Families In Need Of Social Services To Maintain Homes

In another class of cases, even though money is available to prevent eviction, public assistance families have simply been unable to deal with the problems arising from their public assistance cases and tenancies and are therefore at risk of losing their homes. These include parents with limited ability to manage due to language skills, intellectual skills, family size or the presence of newborn infants in the household, physical or mental illness, or drug-related problems. There is a pattern of governmental neglect in these cases which we believe

is due to a lack of services to assist families with the types of problems that lead to eviction.

We see a repeated pattern of agency failure to step in at points where help has been sought by these families. While the solution to the benefit delivery problems outlined above would also help this group, there is need for additional specialized assistance. That assistance includes keeping welfare cases open rather than permitting them to be closed for a myriad of reasons unrelated to eligibility,⁷ helping with income maintenance requests for documentation, ensuring access to income maintenance workers, monitoring the payments of vendor checks, assisting in communications with landlords, arranging appointments with legal services lawyers, arranging for sick children to be cared for while a parent goes to court, etc.

Current programs available through H.R.A. do not provide such assistance, at least in Brooklyn. Protective Services for Adults now provide services to disabled individuals at the very point of eviction but there is nothing available to less-than-seriously disabled individuals at a point before the eve of eviction. For example, while The Office of Family Services provides budget counseling to families, there is no practical assistance available to keep an income maintenance case open (even where there have been multiple case closings) or to assist a non-coping mother with agency and landlord documentation

⁷ The recent decision to stop case closings based on the non-return of monthly questionnaires is an important step and should reduce such case closings but other "administrative" closings remain unaddressed.

requirements. While Project ALERT -- a project designed to identify "at risk" families -- has just been implemented by H.R.A. in Brooklyn, we have yet to see the precise role it will undertake in ensuring the delivery of assistance through Income Maintenance.

The provision of this type of practical assistance is not now part of the role played income maintenance staff and the roles played by the social service divisions of the agency seem to end at the door of the income maintenance center, the very place where service could often make the most immediate and concrete change in a family's ability to meet monthly rent obligations.

7. Families Unable To Defend Themselves In Court Because of Lack Of Knowledge and Failure of The Court to Hear And Assist

Across all types of cases seen under the project -- both the economic and non-economic evictions -- a major factor leading to those evictions was the lack of knowledge and ability of client families to defend themselves when they first went to court, aggravated by the failure of the courts to afford even minimal due process protections, the provision of which would in many of the cases have at least assured that someone, somewhere, would, just once, have looked at the facts of a case -- facts which would have legally dictated intervention to prevent obviously improper evictions from going forward.

In case after case seen by the project, parents who have no means by which to learn about, understand, articulate and present their cases before overworked, and all-too-often unaware judges, leave the courthouse with judgments which should have never been entered and which, once entered, cannot easily be undone. Families go into the courthouse without knowing their defenses. They do not know that they are being overcharged rent. They do not know that they are entitled to an abatement for poor conditions. They do not understand the process they are drawn into. They do not know the legal jargon that permeates every stage of a proceeding from its beginning in the "calendar part" to its ending with the "entry of judgment" and "execution of a warrant." They certainly do not know how to collect evidence to put on a case where there are disputed facts.

Nor can a family member look to the judges for assistance. The court itself rarely gives the appearance of being a benign and impartial "finder of fact." Informal conferences at the bench, where landlord's attorneys feel free to put on irate screaming matches for their clients, are the hallmark of the day. During such conferences, judges too feel free to put forth their view of the case even though there has been no examination of facts and certainly no time to reflect on applicable law. This, to most tenants, is their "hearing." They are convinced they have lost their case before the process has begun.

It is the rare pro se tenant who settles his or her case in a way that reflects their defenses. The landlord may not, in fact, be the landlord. The rent may be illegal. Abatements may be due. Yet the cases are settled without taking these facts into account. More often than not, "stipulations" are nothing more than a recitation of the rent claimed due in the petition.

It is also the rare tenant in court who gets to have an actual hearing on a motion or at a trial. In Part 19 particularly, motions are disposed of summarily with tenants losing in cases even where no opposition papers have even been submitted.

The circumstances facing the pro se tenant in Housing Court have been set out in a number of excellent reports, which were forwarded to the agency last year, and will not be set out again here. If anything, those circumstances impact more negatively on the clients served by the Family Anti-Eviction Project than on the general population of tenants.

Suffice it to say, that our review of the case files and interviews with family members reveal the following patterns:

1. Project clients do not understand the court process.
2. Project clients do not understand the legal terminology used in court.
3. Project clients rarely understand the legal consequences of actions taken in their cases.

4. Project clients go to court without the facts they need to legally protect themselves. They do not know, and cannot learn in advance, what welfare will or will not pay toward a judgment. They cannot obtain basic proof about payments made directly to welfare. They do not know what their legally registered rents are. They do not know what violations of record, if any, have been placed on their apartments.
5. Project clients are frightened by the atmosphere in court and that fear prevents their advancing arguments on their behalf where they are aware they have arguments to advance.
6. Project clients found they could not speak up in the face of busy, often short-tempered judges, against landlord's attorneys familiar with the courts and the court personnel.
7. Project clients never get hearings.
8. Except in the case of one or two housing court judges, in Brooklyn, project clients never encounter a judge who explains procedure or the legal consequences of actions to them in a way that can be understood and that is meaningful.

While we leave to other reports the job of setting out the details of and solutions available to address some of these

court-related problems, we simply note here that the provision of additional H.R.A. courthouse personnel in the courthouse, along with the development of materials to assist public assistance recipients and train income maintenance workers about the operations of the court, combined with the provision of legal services at the early stage of cases where appropriate, will at least mitigate against what can only be seen as the wholesale failure or inability of the courts to deal with the hundreds of thousands of petitions filed each year against public assistance recipients.

8. Case Study: An "At Risk" Family Evicted And Restored

Ms. J., a young mother with three children, including an infant, came to our courthouse office almost six weeks after eviction from her federally subsidized apartment after she had lost her attempt to get her apartment back on her own.

Months prior to her eviction, after the birth of her baby, Ms. J. had been given homemaking assistance by H.R.A. because she was simply unable to manage on her own.

Ms. J.'s monthly share of her rent was only \$212.00, less than the welfare maximum, with the balance paid by the federal government. Ms. J.'s rent of \$212.00 per month was supposed to be paid directly to the landlord through the Human Resources Administration's direct vendor program. However, the rent had not been paid to the landlord because H.R.A. had been sending the vendor checks to the wrong address. Ms. J. had informed her income maintenance worker of this fact and was told the problem would be "fixed". It was not.

In the meantime, without notice, Ms. J.'s federal subsidy was stopped by her landlord. Ms. J.'s landlord then sued her not only for the welfare portion of the rent but for the federal portion as well. On the initial court date, Ms. J. could not go to court because her newborn child was very ill. She called her welfare worker who told her the rent arrears would be paid and any vendor problem corrected. She thought that was the end of the problem. It was not.

She received a 72-hour-notice of eviction. Ms. J. went to court. She appeared unrepresented. Her motion to vacate her default was not granted, although it should have been. It was

denied without hearing, and in fact without opposition papers being interposed. Ms. J.'s defenses -- obvious to anyone with even minimal knowledge of landlord/tenant matters -- were unheard. There was no exploration of whether she was responsible for the failure of H.R.A. to send out vendor checks, and no exploration of the sudden and unexplained disappearances of her federal subsidy. Without ever having had a trial, Ms. J. was given two weeks to come up with all of the rent covered in the default judgment, including the amount that was payable by the federal government.

Ms. J. returned to her welfare worker to tell her the results of the court appearance. She was advised that the agency could not pay the rent arrears because the judgment included the federal government's share for which H.R.A. was not responsible. No further assistance was forthcoming.

Ms. J., now desperate, went back to the court in an attempt to get before the judge again. While at the courthouse, she was evicted from her apartment.

Ms. J. finally found her way to a legal services office. That office was without the resources to send a lawyer to court with Ms. J., but did prepare papers for her so that she could attempt to get back the apartment on her own. Ms. J. again appeared in court unrepresented. There was an appearance before the judge at which the landlord's lawyer put in papers in opposition to her request for restoration. Ms. J. was not shown the papers. It turned out they had nothing to do with her case, that they had been prepared in opposition to a case against another tenant. It was only after the argument that the landlord's lawyer advised Ms. J. of this mistake. Once again, there was no recognition by the court of the fact that two government agencies were supposedly responsible for the payment of Ms. J.'s rent yet neither had paid it. It is unclear, in fact, whether any of the facts of Ms. J.'s case were presented to or elicited by the judge. Certainly the landlord's lawyer has been talking about another case entirely. Without hearing, Ms. J.'s motion to get her apartment back was denied.

Ms. J. then came to the Family Anti-Eviction Project. A project attorney ascertained that the vendor payments had, in fact, been sent to the wrong address and determined that the termination of the federal subsidy was, in all probability, illegal. Yet another motion was prepared setting forth the facts and legal arguments. After extensive argument, the case was successfully settled, with The Human Resources Administration paying back rent and the federal subsidy being restored.

While out-of-possession for almost two months, Ms. J. was without her possessions and was moving from the apartment of one friend to another. Her seriously ill infant was between six and eight months old during this period. Ms. J. was quickly running

out of friends with whom she could stay, had been unable to find an affordable apartment, and was obviously unable, during this period, to receive the support services that were to have been in place to help her manage her life.

Ms. J. and her three children are now rehoused with services back in place.

* * *

E. Contract Compliance

1. We Are Meeting 94% of Our Contract Representation Goal

There has been a dramatic improvement in project contract performance in the second year. With 4.5 staff attorneys assigned to the project, we expect to reach 94% of the contract representation goal of 475 cases.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE F

SECOND YEAR COMPLIANCE WITH CONTRACT GOALS

<u>Period</u>	<u>Cases Taken For Representation</u>	<u>Contract Goal (475 Cases Annual)</u>	<u>Percentage Compliance</u>
Month 1	32	39.5	81
Month 2	45	39.5	114
Month 3	42	39.5	106
Month 4	33	39.5	81
Month 5	32	39.5	81
Month 6	37	39.5	94
YEAR TO DATE	221	237.5	94%

As set out in Appendix B, we met 72% of our contract goal in year one of the project. This year's performance represents a 23% increase in our ability to intake and represent families

over the first year of the project.

Discussion

During the project's first year, the agency asked us to provide an analysis of the difficulties encountered in reaching contract goals and we provided that analysis in a report dated January 14, 1988. Our experience since that time, including our success in consistently maintaining a high level of intake, sheds additional light on the factors that affected our ability to perform in the first year and that would, we believe, impact on the performance of any contractor working on such projects in the future.

a. No start-up delays. Our outreach and intake systems in both the Park Place Office and in the Court House were in full operation in April 1988 permitting full performance of contract goals from the very beginning of the contract year.

b. A Trained Staff With Fully Developed Expertise. As a result of training and the experience developed in the first year, we were able to begin the project's second year with a seasoned and expert staff. While in our first year we transferred as many experienced housing lawyers as possible onto the project, a number of the lawyers were new and had to go through both a six week formal training session as well as informal on-the-job training.⁸ Even the experienced attorneys

⁸ We staff the project with nine attorneys each dedicating 50% of their time to project work.

assigned to the project had to learn a great deal because we were dramatically changing the nature of our housing court practice, focusing efforts on out-of-possession families and on those about-to-be-evicted families who had already lost or given up their rights. Expert handling of these cases involves extensive knowledge of housing law, governmental housing programs, litigation strategy, income maintenance government benefit law and family law.

This experience has not only resulted in an increased ability on the part of casehandlers to take quick and decisive action, but in the ability of our support staff, assisted by relatively sophisticated wordprocessing systems and computerized forms, to produce necessary legal documents on the spot. On one recent intake day, for example, we assigned the cases of two already-evicted families to project attorneys at about noon. By 4:45 p.m., ex parte orders restoring the families to their apartments had been obtained from the court. In our courthouse office, our staff stand ready to fully explore cases immediately and are able to develop the necessary factual bases for and prepare and file motions in the cases of both out of possession families and those who are actually scheduled for next day eviction by City marshals.

c. Governmental Benefit Delivery Failures Met By In-Kind Contribution of Resources To The Project. Nor did our project housing staff initially have the expertise necessary to quickly negotiate the welfare issues and Income Maintenance problems

that arose in virtually all of our economic project cases and that had to be dealt with in context of an eviction crisis. While that expertise has been gained, and allows project attorneys to identify issues, outline theories, and work with the agency in straightforward cases, extensive additional advocacy is necessary in most cases, advocacy that could use up -- and in year one of the project did use up -- almost as much attorney time as the housing court representation itself.

As set out in prior reports, the time taken in such work severely hampered our ability to provide services in the first year. Attorneys quickly became overloaded with case work. We asked for agency assistance which, unfortunately has not been forthcoming. It is still our hope that the agency will appoint "eviction czars or czarinas" in each courthouse office and in each welfare center who can intervene, cut through red tape, properly identify agency policy and have the authority to issue immediate payments where necessary to prevent evictions. It is also our hope that the benefit delivery problems identified above will be addressed. In the meantime, as discussed above, we have contributed significant non/grant resources -- including the work of two paralegals -- to deal with the welfare aspects of Family Anti-Eviction Project cases.

d. Change in Intake Criteria. Another reason for our improved ability to represent clients is undoubtedly the change in intake criteria permitting us, in our second year, to take some cases at an early stage in the proceedings. The project has

continued to take on out of possession cases at about the same rate as in the first year. See Appendix C. We also continue to focus our main efforts on families who are "post-judgment," who have lost on applications for relief or who have stipulated to judgments they cannot pay. However, the number of such cases taken has dropped from 45% to 25% of the caseload. Compare the figures in Appendix D with those given in Appendix E. This drop in post-stipulation cases is also directly attributable to the fact that we can now undertake, at an early stage in litigation, to represent families in obvious legal difficulties -- such as those with "excess rent" problems -- who, without the intervention of a lawyer, will inevitably face judgments they cannot pay. In year one, such families were given only advice at the early stage of a case but would often return after having entered stipulations they could not pay. In year two, we can now handle a greater number of early stage cases permitting us to establish defenses that lower the amount of rent to be paid to one that is payable by the family.

e. The Courts And The Attitude Of Landlords. There has been an increase in receptivity to arguments on behalf of welfare clients facing economic eviction -- both those in and out of possession -- in the Brooklyn Courts. In contrast to the state of affairs at the beginning of the project, we are now at the point where almost all of the Housing Court judges and a number of the Civil Court judges will recognize bureaucratic failures as a reason to restore families to their apartments or

to excuse noncompliance with the terms of judgments. While extensive hearings, briefing and legal arguments are still necessary in many of these cases, the relief sought by project attorneys is now being seen as somewhat less extraordinary and more routine. Furthermore, landlord's attorneys have increasing confidence in project attorneys' ability to "produce" cash and government subsidies in order to pay rent arrears and ensure future ability to pay rent. This has made really unusual legal settlement possible in an increasing number of cases but again underscores the critical importance of prompt and effective intervention by H.R.A. Income Maintenance operations.

While the impact of such a factor on project efficiency cannot be quantified, it is very evident that work on an appeal is avoided when a landlord's attorney interrupts a judge about to rule against a project client telling the judge that it is all right if the court grants the relief sought by the tenant. "It's Legal Aid. They'll find a solution. They've done it before. They'll get the money."

The impact is similarly evident when a family -- in fact, the family of Ms. J, whose story is outlined above -- is restored to an apartment on consent and the judge, shaking his head, calls up the project attorney to tell her: "I don't know how you got them [the landlord] to sign that stipulation. I don't know how you got the money you did from welfare. I don't really know how you got me to sign the order to show cause in the first place." The fact is she did and, since the judge had

already ruled against the tenant once and had indicated he would ultimately do so again, the hours necessary to prosecute an appeal in the case were saved -- to say nothing of the fact that a family with children was immediately restored to its home.

3. Contract Advice Goals Not Met

As we discussed with the agency going into the second year of the project, the concept of handling a large number of "advice" cases was ill-conceived and the contract goals cannot even begin to be approached without doing serious damage to the project's ability to undertake court representation with no concomitant benefit to the families targeted for assistance. We met only 35% of the contract goal in year one, see Appendix G and anticipate that our performance will reach only 24% in year two.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE G

SECOND YEAR COMPLIANCE WITH CONTRACT GOALS ON ADVICE CASES

<u>Period</u>	<u>Cases Taken For Advice</u>	<u>Contract Goal (1000 Cases)</u>	<u>Percentage Compliance</u>
Month 1	23	83.3	28 %
Month 2	24	83.3	29 %
Month 3	23	83.3	28 %
Month 4	11	83.3	13 %
Month 5	19	83.3	23 %
Month 6	20	83.3	24 %
Year To Date	120	500	24%

Discussion:

Originally, "advice" cases were included in the contract to provide at least some assistance to those families who sought help but were not eligible for the limited representation categories covered by the categories.

As we discussed in prior reports, we stopped almost all outreach efforts after the first few months of the project because we quickly generated more representation cases that we could properly handle. Our contract performance on representation cases improved this year because we were able to improve our ability to deliver services -- thus avoiding rejecting families eligible for representation due to a lack of lawyers -- and because of changed intake criteria. It has not been the result of increased applications for representation. We have never lacked for eligible applicants for our representation services and must often struggle to ensure they are assigned a lawyer. To reach out to increase "advice" intake would merely generate requests for representation from hundreds of eligible families who cannot be represented with limited project staffing but who desperately need representation. This would not only be cruel to families whose expectations would be raised, but would decrease the confidence of those now making referrals to the project and would demoralize a project screening and intake staff who are doing an excellent job on the front lines.

As discussed above, the drop in the number of "advice" cases between year one and year two is directly related to our

ability in the second year to represent more of the families we are seeing because of changed criteria. See Appendices D, E and F.

It should also be noted that the statistics for the project do not quantify a very important "advice" service that has been provided through the project's courthouse office. That office was opened when the project began in order to reach out to potential project clients. With casehandlers staffing the office from 9:00 a.m. to 1:00 p.m. each day, we have been available for constant consultation with the H.R.A. courthouse office and have over the course of a year given emergency advice to, and made specific referral arrangements for, approximately 2,000 other tenants, most of whom were public assistance recipients. Many of these tenants were families eligible for the Housing Court Demonstration Project serving other zip code areas in Brooklyn. Others were families and individuals on public assistance recipients who were not eligible for the H.R.A. project, but were taken in through our regular Park Place intake or referred to other legal services projects.

These 2000 advice cases include all sorts of emergencies, including between seven and eight out-of possession cases a week. The amount of work-up needed to make proper referrals is significant. It involves a detailed review of the client's situation, obtaining copies of the court file, review of the court file, issuance of emergency funds for transportation, calling and making referral appointments obtaining the

assistance of the pro se attorney in the Housing Court for emergency situations that cannot wait until the next morning, advising applicants on how to file for relief from the court on their own so that eviction can be prevented until a lawyer is seen, written referrals, with documentation, to the police in lock out cases, etc. Because we are ultimately making a referral in these cases, they are not counted into project statistics as "open" or "advice" cases, but each one may have taken 15 minutes to an hour of staff work and represents a significant delivery of advice and legal services to H.R.A.'s clients.

F. PROJECTED RESULTS OF TWO YEAR PROJECT

Over the two years of the project, we will have undertaken representation in seven hundred and twenty five housing court cases. The cases analyzed to date include only the first 250 closed. However, the success rate found last year in our review of the first 100 case closings has remained constant through our review of this year's closings and may, with confidence, be projected across the full 725 cases to be taken for representation.

These results mean that 595 public assistance families who will have faced a very high risk of eviction will have retained the right to their permanent housing. An additional 80 families will have obtained time and assistance in moving.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

TABLE H

Projected Case Results Over Two Year Project

	<u>Percentage</u>	<u>Number</u>
Homes Retained	82%	595
Homes Lost: Moves Facilitated	11%	80
Homes Lost	5%	36
Interrupted Representation	<u>2%</u>	<u>14</u>
Total Projected Cases	100%	725

G. FINANCIAL SAVINGS TO GOVERNMENT

As Commissioner Grinker observed in his Five Year Plan, those families successfully served by projects such as this will be spared from homelessness and "its major economic, social and emotional costs."⁹ The successful provision of services also reduces the staggering fiscal costs of homelessness to government. At a cost of only \$543,000 for the two years of the Project, the project will have saved the City as much as \$5,000,000.00.

To arrive at this total, we have again used the methodology spelled out in our March 1988 report: Based on Commissioner Grinker's own estimates, we assume a cost of \$57,000 to

⁹ "Five Year Plan," p.33.

government for each family evicted.¹⁰ We also assume that 24% of those public assistance recipients evicted will end up in City shelters. See derivation in Appendix I.

Thus, just looking at the 55 families restored to their homes by project attorneys, if 24% would have ended up in shelters, then the savings to government of those restorations alone would be \$752,400, a recovery of \$209,000 over the cost of the project.

There remains the savings that result from successful representation in the 540 remaining cases. We are convinced that most, if not all, of the families for whom we undertook representation would have been evicted because they were without resort to further judicial relief or agency assistance. However, even allowing that only one out of two families would actually been evicted, and that only 24% of those would have entered City shelters, the direct savings to government of shelter related costs would still be as high as \$3,694,000. When combined with the savings from the cases of out-of-possession families, the project brings about a savings to government of well over \$4,000,000.00 in the form of shelter costs avoided.

CONCLUSION

The results of the cases handled under this project provide compelling evidence that the provision of lawyers to public

¹⁰ "Five Year Plan," p.23.

assistance families sued in housing court makes the critical difference between a permanent home and placement in a City shelter. There are changes that can be made by H.R.A. and by the courts that would prevent placing many families at the final stages of eviction in the first place. Whatever the causes leading to eviction, intervention by a lawyer does prevent eviction and the concomitant loss of housing units for the poor and such intervention will continue to be essential if unnecessary shelter placements are to be avoided.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX A

OUT-OF-POSSESSION CASES SECOND YEAR OF PROJECT

The following representation cases are all out-of-possessions, both open and closed, as of 08/31/88.

- A. There have been 52 cases in which family was restored to possession as a result of stipulation or court order:
- | | | | | |
|-----------|-----------|-----------|-----------|-----------|
| 1. 8330 | 2. 8853 | 3. 9006 | 4. 9007 | 5. 9197 |
| 6. 9210 | 7. 9291 | 8. 9592 | 9. 9590 | 10. 9561 |
| 11. 9639 | 12. 9675 | 13. 9737 | 15. 9971 | 14. 9964 |
| 15. 9971 | 16. 9983 | 17. 10089 | 18. 10227 | 19. 10424 |
| 20. 10533 | 21. 10571 | 22. 10715 | 23. 10725 | 24. 10760 |
| 25. 10965 | 26. 11620 | 27. 11634 | 28. 11711 | 29. 11838 |
| 30. 11895 | 31. 11938 | 32. 12324 | 33. 13049 | 34. 13246 |
| 35. 13387 | 36. 13413 | 37. 13518 | 38. 13773 | 39. 13839 |
| 40. 13960 | 41. 14010 | 42. 14190 | 43. 14600 | 44. 14630 |
| 45. 14686 | 46. 14693 | 47. 14815 | 48. 14828 | 49. 14926 |
| 50. 15206 | 51. 15409 | 52. 15679 | 53. 15752 | 54. 15772 |
| 55. 15839 | | | | |
- B. The following cases were settled for less than restoration:
1. 9806 2. 10152 3. 12208 4. 12117 5. 15437
- C. There have been 6 cases in which court refused to put the family back in possession: 1. 9698 2. 10794 3. 11221 4. 1848 5. 14133 6. 14567
- D. The final outcome has not been determined in the following case: 12778 - Landlord is appealing - client not restored - awaiting decision.
-

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX B

FIRST YEAR COMPLIANCE WITH CONTRACT GOALS

<u>Period</u>	<u>Cases Taken For Representation</u>	<u>Contract Goal (455 Cases)¹¹</u>	<u>Percentage Compliance</u>
Month 1	6	20	30
Month 2	5	39.5	13
Month 3	42	39.5	106
Month 4	23	39.5	58
Month 5	26	39.5	66
Month 6	23	39.5	58
Month 7	20	39.5	51
Month 8	36	39.5	91
Month 9	32	39.5	81
Month 10	43	39.5	109
Month 11	29	39.5	73
Month 12	<u>31</u>	<u>39.5</u>	<u>78</u>
YEAR	326	455.0	72 %

¹¹ The first year contract was for 475 representation cases and was funded to start April 15, 1987. The Agency retroactively changed the starting date to April 1, 1987. For purposes of this chart the contract goal was adjusted from 475 to 455 to reflect this fact.

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX C

MONTHLY COMPARISON OF OUT-OF-POSSESSION INTAKE

Cases Taken For Representation

<u>Period</u>	<u>Year 1</u>	<u>Year 2</u>
Month 1	1	3
Month 2	2	3
Month 3	5	8
Month 4	8	1
Month 5	7	4
Month 6	6	2
Month 7	1	
Month 8	1	
Month 9	6	
Month 10	3	
Month 11	1	
Month 12	5	
	46	21
<u>Average Monthly Intake</u>	3.8	3.5

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX D

CASES BY TYPE: FIRST YEAR

<u>Intake Criteria</u>	<u>Cases Taken</u>	<u>%</u>
Illegal lockout	3	1.0
Post eviction	42	13.0
Post-judgment, client appeared and		
a. Signed a stipulation to move or to pay unaffordable rent	148	45.0
b. Court made adverse determination	13	4.5
c. Client unable to cope w/72 hr notice	16	5.0
d. Other	16	5.0
Other		
a. Family did <u>not</u> appear and unable to cope	3	1.0
b. <u>Prejudgment</u> Nuisance Holdover	13	4.5
c. <u>Prejudgment</u> Personal Use Holdover	6	2.0
d. Other	66	20.0
Total	326	100%

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX E

CASES BY TYPE: SECOND YEAR

<u>Intake Criteria</u>	<u>Cases Taken</u>	<u>%</u>
<u>Illegal lockout</u>	2	.5
<u>Post eviction apartment not re-rented</u>	43	10.0
<u>Post-judgment/pre-eviction appeared and</u>		
a. Client signed a stipulation to move or to pay rent	86	20.0
b. Court made adverse determination	41	9.0
c. Client unable to cope w/72 hr notice	0	0.0
d. Other	5	1.0
<u>Other</u>		
a. Family did <u>not</u> appear and unable to cope	10	2.0
b. <u>Prejudgment</u> Nuisance Holdover	19	4.0
c. <u>Prejudgment</u> Personal Use Holdover	0	0.0
d. Other	36	8.0
<u> SUBTOTAL OF ORIGINAL YEAR ONE CATEGORIES</u>	<u>242</u>	<u>54.5</u>
<u>Post-time-to-answer/sued and</u>		
a. Client has been sued for rent that s/he does not have/cannot get from DSS or other sources and		
i. <u>Prejudgment</u> or	122	28.0
ii. <u>Post-judgment/pre-eviction</u> & client has <u>not</u> appeared in the proceeding	10	2.0
b. <u>Prejudgment</u> where client has <u>appeared</u> in the proceeding and is unable to cope	53	12.0
<u>Additional Holdovers</u>		
a. <u>Post-judgment/pre-eviction</u> where client has <u>not</u> appeared in the proceeding and		
i. Nuisance	5	1.0
ii. Personal Use	2	.5
b. <u>Pre-eviction</u> and		
i. Licensee	7	2.0
<u> SUBTOTAL OF NEW YEAR TWO CATEGORIES</u>	<u>199</u>	<u>45.5</u>
<u>TOTAL FOR YEAR</u>	<u>441</u>	<u>100</u>

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX F

REPRESENTATION/ADVICE COMPARISON - YEAR ONE AND TWO

<u>FIRST YEAR</u>				<u>SECOND YEAR</u>		
<u>MONTH</u>	<u>REP</u>	<u>-ADVICE</u>	<u>TOTAL</u>	<u>REP</u>	<u>ADVICE</u>	<u>TOTAL</u>
1	6	0	6	32	23	55
2	15	5	20	45	24	69
3	42	26	68	42	23	65
4	23	29	52	33	11	44
5	<u>26</u>	<u>45</u>	<u>71</u>	<u>32</u>	<u>19</u>	<u>51</u>
Sub total	112	105	217	184	100	284
6	23	38	61			
7	20	41	61			
8	36	39	75			
9	32	33	65			
10	43	31	74			
11	29	42	71			
12	<u>31</u>	<u>25</u>	<u>56</u>			
	326	354	680	<u>184</u>	<u>100</u>	<u>284</u>

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX G

- FIRST YEAR COMPLIANCE WITH CONTRACT GOALS
ADVICE CASES

<u>Period</u>	<u>Cases Taken For Advice</u>	<u>Contract Goal (1000 Cases)</u>	<u>Percentage Compliance</u>
Month 1	0	83.3	0 %
Month 2	5	83.3	6 %
Month 3	26	83.3	31 %
Month 4	29	83.3	35 %
Month 5	45	83.3	54 %
Month 6	38	83.3	46 %
Month 7	41	83.3	49 %
Month 8	39	83.3	47 %
Month 9	33	83.3	40 %
Month 10	31	83.3	37 %
Month 11	42	83.3	50 %
Month 12	<u>25</u>	<u>83.3</u>	<u>30 %</u>
Total	354	1000.0	35 %

FAMILY ANTI-EVICTION PROJECT: PARK PLACE OFFICE SERVING BROOKLYN

APPENDIX H

CASES REQUIRING THE OPENING OF A SEPARATE WELFARE CASE

Of the first 175 closed nonpayment cases, 129 required the opening of a separate welfare case. Those cases are as follows:

12303.	11620	11376	11708	11207	10227
9080	11513	10790	9183	11820	10579
9887	11848	8675	10066	12288	9739
10178	12953	11127	10571	13153	11221
10725	13413	9078	12304	10833	8914
12439	9291	9719	12609	12527	8426
12283	13036	11634	12627	9592	9160
13020	10840	9241	13053	11343	12010
13387	11387	11509	13518	12293	12072
13564	9145	9210	11615	9443	10962
9079	10963	10899	8969	12411	12063
8617	8853	10424	9265	8929	10296
10466	9590	9413	11282	9675	11330
12019	10794	12132	11103	10964	11934
9471	11273	10758	11362	8930	11784
8962	11785	9082	12034	9215	12509
12743	9874	13049	10351	13137	9639
13246	12460	9786	9698	12117	10715
11367	12591	12496	10760	11298	
8871	11520	13411	11898	12601	
11938	13222	12027	13515	9806	
10824	10009	10824	12735	11865	
12729					



APPENDIX I

At Least 24% of Public Assistance Families Evicted In Brooklyn
Will Eventually Enter The Shelter System

It is difficult to determine what is the likelihood that a family on public assistance will eventually enter into the City's emergency shelters after being evicted by City marshals from their permanent housing. Current studies being conducted by The Human Resources Administration may eventually shed more light on this question.

In the meantime, we estimate, based on the best available information, that at the very least 24% of Brooklyn public assistance families that have been evicted after court proceedings will eventually enter the shelter system.

We developed this estimate as follows:

1. Approximately 639 new families enter the City shelter system each month.¹³
2. Of these, approximately 40.3%, or 257, are Brooklyn families.¹⁴
3. Of these families, approximately 70%,¹⁵ or 180, had their own home in the past two years.
4. Of these, 26%, or 49, lost housing because "their landlord evicted them."¹⁶ [This may be a very low number. The figure is based upon the response of

12 "Five Year Plan For Housing and Assisting Homeless Families," Human Resources Administration, William J. Grinker, Administrator, January 14, 1988, p. 8.

13 "Averting the Need for Emergency Housing: The Feasibility of an Early Warning System for Public Assistance Families," The Human Resources Administration, Project Bulletin, March 1986, p. 6.

14 "Five Year Plan," p. 6.

15 "Five Year Plan", pp.6-7.

shelter residents as to the cause of their homelessness. While only 26% of those who had permanent homes said their landlord evicted them, another 29% said they lost their homes when they could not pay their rent. Many families in this latter category may have had a judgment for nonpayment of rent entered against them but left their permanent housing before a marshal arrived to change the lock].

5. There were about 342,000 eviction proceedings commenced in Housing Courts throughout the City in 1987: 100,000 were commenced in Brooklyn.¹⁷ There were over 25,000 evictions in The City during that time period.¹⁸ Assuming that the percentage of evictions in each borough reflects the number of petitions filed, there were approximately 7,275 evictions in Brooklyn in 1987, or 606 evictions each month.
6. Assuming that the percentage of tenants on public assistance who are sued to all tenants sued -- i.e. 49.7%¹⁹ -- applies as well to tenants evicted, then 301 of the 606 evictions in Brooklyn each month are evictions of public assistance recipients.
7. Of these evictions, it is safe to assume that 68%, or 205, are evictions of A.F.D.C.²⁰ and H.R. households with households without children.
8. Thus, each month there are 205 evictions in Brooklyn involving public assistance families with children. Since at least 49 Brooklyn families enter the shelter system each month after having been evicted from their own permanent housing, then over 24% of evicted families in Brooklyn end up in City shelters.

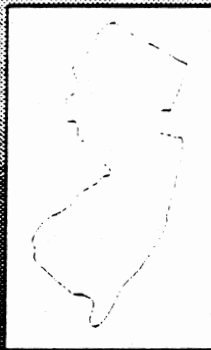
¹⁶ Information provided by Stewart Feigel, Clerk of The Court, Brooklyn.

¹⁷ Figures provided by The New York City Department of Investigation, Marshals Bureau.

¹⁸ "Five Minute Justice", A Report of the City-Wide Task Force on Housing Court. Table 4.5, Section 4.1.

¹⁹ See "ERA facts: January 1988." The percentage of A.F.D.C. cases to the full public assistance case load as of December 1986 was 64%. At the same time, the average A.F.D.C. household had 1.96 children. Applying this family size to the reported number of HR children in 1986 results in the estimate that 15,995 H.k. cases consisted of families with children. The percentage of these cases to the full public assistance population is 4%. Thus, 68% of the case load consisted of families with children.

Helping the Homeless in New Jersey

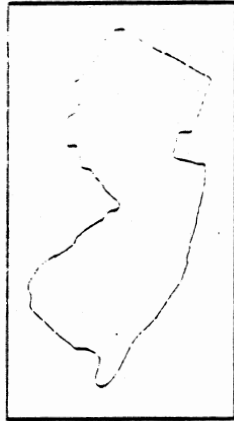


State of New Jersey
Thomas H. Kean, *Governor*

JUNE 1989

82X





Helping the Homeless in New Jersey

...was a joint effort by the:

- ◆ Governor's Office of Planning and Policy
- ◆ Department of Human Services
- ◆ Department of Community Affairs
- ◆ Department of Education
- ◆ Department of Health
- ◆ Department of Labor

HELPING THE HOMELESS IN NEW JERSEY

Today, in many of New Jersey's urban areas, homeless men and women can be seen on the streets and park benches, in bus stations and train terminals. Less visible, but no less troubling are the homeless families with children who find shelter in welfare motels and abandoned buildings. Even further removed from public sight are the unsheltered of rural New Jersey, who may pitch a tent or seek out an old barn for a roof over their heads.

Homelessness is not a new phenomenon in the Garden State. It has always existed. But today, compared to the past, it is far more widespread and more focussed in the public eye. Just as homelessness has become a major social problem for the nation at large, it has become so in the state of New Jersey.

While homeless is a significant problem, it eludes easy answers. It is not confined to a given set of people with one readily understood set of needs and difficulties. The homeless population is diverse--diverse in who they are, how they became homeless, and what it will take for them to escape to a better life.

In a simpler world, homelessness would be solved by merely providing shelter to those whom it befalls. In reality, the provision of shelter is a necessary but not usually sufficient condition for solving the problem. Other needs--from help in getting a job to treatment for an addiction or illness--intrude on the simplicity of homelessness as merely the absence of shelter. These other needs cannot be ignored in the search for solutions. They are a significant part of the reason homelessness exists and key to its amelioration.

Fortunately, in combatting homelessness, New Jersey is pursuing a strategy which reflects the diversity of the homeless population and the complexity of the problem. This strategy involves

- o preventing homelessness before it starts,
- o redressing it when it cannot be prevented, and
- o keeping it from becoming a way of life for the families and individuals whom it besets.

In New Jersey, no level of government nor the private sector is excused from shouldering its fair share of the responsibility for answers. Nor does the state's strategy view all the homeless as

passive victims unable to help themselves. Rather, it holds that the homeless, as they are able, must accept responsibility, too. Government along with the for-profit and nonprofit segments of the private sector must provide resources, create opportunities, and make homeless people aware of them. And by the same token, the homeless must do what they can to use these resources and opportunities for their own good. New Jersey's strategy provides a role for all concerned. Only through a concerted effort can homelessness be brought under control and its pains eliminated.

WHO IS HOMELESS?

Clearly, there is a wide variety of homeless people in New Jersey. A rough categorization includes: single men and women who attempt to make a home on the street, poor families with children, and individuals and families experiencing a temporary setback. All told, there are an estimated 28,000 homeless persons in New Jersey today compared to the 25,000 who were thought to be homeless in 1986.

More noticeable than their relatively small numbers suggest, single men and women make up the most readily identifiable homeless group. Though only some five percent of the homeless population, chronically homeless adults are often easily recognized by their tattered clothing, old shopping bags, grocery carts, and hand-to-mouth existence. These so called urban nomads have no home and often do not seek one. They may be plagued by mental problems, alcohol, or drugs. In some cases they prefer life on the streets to the alternatives. Some are former mental hospital patients who have been released to the community. Others may have had a turn of bad luck somewhere along the line and never got back on track. An alcohol or drug addiction may keep them from seeking permanent housing. Some of the men are war veterans. Many of these homeless men and women are eligible for public assistance, but don't apply. They don't want to be bothered by the redtape or are too confused to assume the responsibility.

Less noticeable but more numerous are homeless families with children. They represent an estimated sixty percent of all the homeless in New Jersey and are the fastest growing segment of the homeless population. These families want a home, but cannot find one. Many, if not most, depend on public welfare, specifically the Aid to Families with Dependent Children (AFDC) program and its emergency assistance component. Others are members of the working poor.

Often, the proximal cause of family homelessness is eviction or, less frequently, foreclosure. The family couldn't afford the rent or mortgage given the level of its welfare benefits or earnings. In a few instances, those dependent on public assistance may have mismanaged their public assistance to the point where the rent or mortgage was not being paid. Some families end up on the street because of a falling out with the

relatives or friends with whom they had been staying. Abuse at the hands of a husband or father leads still others into homelessness.

A significant subset of homeless families with children is comprised of households for whom homelessness is but one manifestation of a larger set of problems. Delinquency, substance abuse, mental retardation, chronic illness, and the like collude with the lack of shelter to render such families chronically unstable. The multiproblem family has long been known to social service workers. Only recently has it begun to show up clearly in the homeless statistics.

Single men and women making their lives on the street and distressed families comprise the most troubled parts of the homeless population--those for whom homelessness can become a way of life. In a less persistent way, homelessness also afflicts or threatens families and individuals who are unable to obtain adequate housing due to a temporary economic setback, low income or a natural disaster. The loss of a job or lack of success in securing a better one, family breakup, abrupt reduction or loss of public benefits, extraordinary medical expenses, a fire, flood or destructive storm--these are the kinds of life events that can force an individual to stop paying the rent or making the mortgage payment, with the streets their final refuge. Homelessness is usually not a long-term prospect for them.

NEW JERSEY'S RESPONSE

Homelessness, then, is not one problem, but many. Consequently, the response to it must be multifaceted. Solutions must be developed that match the various problems. There is no single answer that will work for all.

New Jersey is a leader among states in addressing the problems of homelessness in their variety and complexity. The state's investment in programs to help the homeless has grown geometrically. During state fiscal year 1989, in excess of \$70 million in state, federal, local, and private funds will be spent on such programs. This more than doubles the amount spent in 1987, and is more than six times as much as expenditures in 1984 (see chart on following page). The money invested this year will encompass efforts to prevent homelessness, provide shelter, food, and social services to families in crisis, support the development of transitional housing and shelter facilities, extend health care to homeless people, come to the aid of homeless runaway youth, reach out to those on the streets who are mentally impaired, and provide job training to homeless adults. Counted among these existing efforts are some of the most innovative programs anywhere in the country.

On top of programs that directly meet the needs of the homeless, New Jersey administers other programs which, though not aimed exclusively at homelessness, do help in significant ways. There

HOMELESS PREVENTION AND ASSISTANCE PROGRAMS IN NEW JERSEY
Funding from All Sources
(in millions)

	1984	1985	1986	1987	1988	1989
Homelessness Prevention(DCA)		1.74	2.44	3.19	2.97	7.95
Emergency Shelter Grants(DCA)		.59		.29	1.46	2.37
Emergency Assistance (AFDC)(DHS)	4.50	4.00	5.00	7.70	35.80	47.10
Community Services Homeless Grant(DCA)				1.03	.54	.53
Project Self-Sufficiency(DCA)					1.50	
Section 8 Rental Assistance(DCA)	1.99	2.96	3.53	4.18	4.56	NA
Comprehensive Emergency Assistance System (DHS)	.35	1.35	2.85	4.35	4.35	6.57
Emergency Food and Shelter (FEMA)(DHS)	3.00	1.50	1.50	1.50	1.50	2.10
Homeless Mentally Ill Block Grant(DHS)					2.29	.60
Health Services Grants(DOH)	.13	.13	.42	1.00	1.87	1.31
Education for Homeless Children/Youth(DOE)					.13	NA
Literacy Training and Remediation(DOE)					NA	NA
Job Training Services(DOL)					.23	
Domestic Violence(DHS)	1.54	2.62	3.11	3.51	3.72	4.12
Runaway Youth(DHS)			.40	.41	.53	.69
Totals	11.51	14.89	19.25	27.16	61.45	73.34

DCA=Department of Community Affairs
DHS=Department of Human Services
DOH=Department of Health

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are programs to stimulate an increased supply of affordable housing so that low-income people threatened with homelessness can avoid it. The state makes a substantial investment in the creation of residential treatment facilities for persons suffering from alcoholism, drug abuse, and AIDS/ARC, many of whom would otherwise be homeless and without an appropriate form of care. A variety of social service programs exist to help stabilize families and individuals in turmoil and prevent homelessness from becoming one of their problems. With substantial federal funding, the state runs a program to help low-income renters and home owners pay their energy bills, thus keeping fuel and electricity costs from consuming income needed to pay the rent or mortgage. New Jersey's nationally recognized uncompensated care trust fund makes sure that any homeless person in need of care at a hospital will receive it. These are only some examples of the numerous indirect ways in which the state helps families and individuals avoid or ease the burden homelessness. Without these programs, there would surely be even more homeless people on New Jersey's streets.

Principles of Action

New Jersey's actions to help the homeless are guided by certain key principles:

PREVENTION--First and foremost, the state must strive to prevent homelessness. Prevention is both less costly and more humane than waiting until people become homeless--because once homelessness sets in, the road back is often a long one where the absence of a permanent roof over one's head can become an enduring way of life. Prevention involves increasing the supply of affordable housing, improving the economic condition of low-income families and individuals primarily by helping them achieve self-sufficiency, extending temporary support to enable people to remain in their own homes, providing longer term rent subsidies to those who cannot attain self-sufficiency, and making it possible for families and individuals with serious social or mental difficulties to obtain stability.

TEMPORARY ASSISTANCE IN EMERGENCIES--Temporary shelter, food, clothing, basic health services and other essential supports (e.g., transportation) must be available to persons who, unfortunately, become homeless despite the efforts to prevent it. Such emergency assistance needs to exist where the homeless do. Furthermore, emergency services should be designed to minimize the length of time people rely on them; temporary shelter should not become a way of life. Hence, emergency aid programs should include case management aimed at putting homeless persons and families on the path to permanent housing as quickly as possible. Finally, no child whose family has been uprooted by homelessness should be denied access to a public school

education within reasonable proximity to where that family is being temporarily sheltered.

OTHER NEEDS OF THE HOMELESS--Policies and programs for the homeless must recognize that the lack of shelter is often not the only problem or need of homeless people. There are families with serious, multiple problems which contribute to their homelessness; failing to address these causal factors may lead to the continuing recurrence of homelessness for them. For homeless men and women with alcohol, drug, and mental problems, the provision of shelter may be only part of the answer. No one should be denied access to shelter, but nor should shelter be construed as the complete solution for those whose situations are more complex than the absence of a place to live.

ROLES AND RESPONSIBILITIES--The multifaceted effort required to fight homelessness must be a shared responsibility among the different levels of government, between the public and private sectors, and between the sources of assistance and the homeless themselves. The federal government has a critical role to play in providing a substantial share of the resources needed to expand the supply of affordable housing and in helping states to assist people in emergency situations. The formulation of an overall strategy to deal with homelessness in its different manifestations is the responsibility of the state. This includes coordinating the various parts of state government in the performance of their respective functions concerning homelessness and sharing in the financing of those functions. The local level has the task of specifically defining the various needs of homeless people, planning the set of responses that will work best to meet those needs, and organizing and helping to fund the coordinated and coherent delivery of the necessary services and assistance. The private sector must be looked to as a flexible source for both the development of affordable housing for low-income people and for the direct provision of services to the homeless. Finally, homeless families and individuals must, to the extent they are able, help themselves by making responsible use of the assistance available from government and the private sector.

A Guide to Homeless Prevention and Assistance in New Jersey

The specific efforts New Jersey is making to help the homeless are described below. These programs and projects embody the principles outlined above and provide a strong foundation on which to continue building an effective response to the sobering reality of homelessness. (To find out more about each program, a list of program contacts is provided in the Appendix.)

o Affordable Housing Efforts

Since 1985 the Department of Community Affairs has dramatically expanded its efforts to produce affordable housing. In the most recent state fiscal year, expenditures on housing programs totalled more than \$35 million.

The major state housing program is the Neighborhood Preservation and Balanced Housing Program, funded by a dedicated portion of our state's realty transfer tax. Balanced housing program funds are used to give grants to municipalities to help them meet their obligation to provide affordable housing opportunities. Grants are then usually turned over to nonprofit housing sponsors. From 1985 to the present, New Jersey has committed \$48.5 million to create over 3400 units of affordable housing.

Stimulating the creation of affordable housing is also the aim of the New Jersey Urban Multi-Family Production Program (JUMPP), funded at \$10 million in 1989. JUMPP provides subsidies to private developers for the construction of rental housing in urban areas.

Besides these two production programs, the Department of Community Affairs offers a comprehensive range of assistance to nonprofit housing corporations, including training in housing production, subsidies for administrative costs, and an Office of Housing Advocacy to provide technical aid.

Finally, this year the Department of Community Affairs is initiating a series of efforts as part of a general strategy to further boost the development of affordable housing in the state. The \$43.5 million plan calls for increasing the number of housing subsidies available to people in need by augmenting the funding of programs already in place, modifying current housing laws, and pursuing new legislation. The Department is aggressively promoting other legislation to simplify housing regulations so that the building process can be expedited. Coordinating state, local, and private sector resources already dedicated to housing will be the focus of a third effort. In conjunction with the Department of Treasury and the Home Mortgage Finance Agency, Community Affairs is seeking to restructure programs in order to bring the cost of housing down for first-time home buyers and seniors.

o Homelessness Prevention Program

More than 130,000 New Jersey households receive eviction notices each year. Around 1,000 families are locked out of their homes every month because they are unable to pay the rent and have exhausted all available resources to stop the eviction process.

The Homelessness Prevention Program is designed to prevent evictions, lock-outs, and mortgage foreclosures which threaten to render homeless those households experiencing a temporary

financial or personal crisis. Limited, short-term assistance is provided to households to enable them to pay rent and mortgage arrearages and to sustain them until their crisis has been alleviated. The program also assists eligible individuals and families who have recently become homeless by providing financial assistance related to securing permanent housing. A highly successful effort, the Homelessness Prevention Program was recently singled out as a national model by the U.S. Congress in its conference report on the Stewart B. McKinney Homeless Assistance Act Amendments of 1988.

The program is administered by the Bureau of Housing Services in the Department of Community Affairs. Professional staff are assigned to the Bureau's local field offices to conduct outreach, interview applicants, determine eligibility, negotiate service contracts with property owners and lending institutions, coordinate services with the courts, and refer applicants and recipients to other available resources which they may need.

All cases accepted by the Homelessness Prevention Program are urgent in nature. Deadlines have already been imposed by court order through a summons for eviction, warrant of removal, or lock-out action against a renter, or by a notice of mortgage foreclosure by a lending institution or mortgage holder against the homeowner. An applicant is screened by a field representative to determine eligibility for assistance. This process involves documenting the legal proceedings, verifying income, examining family composition, and determining housing needs. These steps are followed by a thorough review of the household's budget and, if appropriate, counseling. A contract is then made between the program and the applicant, establishing the applicant's rights and responsibilities.

Once a renter is deemed eligible, the field representative contacts the landlord to negotiate a withdrawal of the eviction. If the landlord accepts, an agreement is established to pay the delinquent rent and other related expenses such as court costs, late fees, and legal fees. For a homeowner who has received a notice of mortgage foreclosure, a mortgage assistance coordinator negotiates a settlement with the lending institution or mortgage holder to pay the arrearages due. Homeowners with other delinquent debts such as taxes are also assisted. All assistance to homeowners is provided in the form of interest-free loans, with a payback period of five years.

In state fiscal year 1988, \$2.8 million was spent on Homelessness Prevention, assisting 2,207 households. The 1989 state appropriation for the program, \$7.95 million, is expected to benefit more than 5,000 households faced with imminent homelessness.

o **Emergency Shelter Grants**

The Emergency Shelter Grants program is part of a federal initiative under the Stewart B. McKinney Homeless Assistance Act to provide crisis assistance to protect and improve the lives and safety of the homeless. Special emphasis is given to the elderly, the handicapped, and families with children.

Administered by the Department of Community Affairs, grants are available to local governments and nonprofit organizations to improve the quality of existing shelters for the homeless, to help make additional shelters available, and to help meet the costs of operating emergency shelters and providing essential services to homeless persons. Funded half by the federal government and half by the state, the program is designed to facilitate the provision of safe and sanitary shelters and the necessary support services and other forms of assistance that will help the homeless toward self-sufficiency.

Grantees are selected competitively. Awards of up to \$100,000 are available for selected projects, but the amount may be increased for compelling reasons.

During state fiscal year 1988, grants were awarded to 18 projects throughout the state totaling \$1.2 million. When completed, these projects will have resulted in the creation of some 320 new shelter beds. New Jersey's federal allocation for 1989 is \$374,000, which must be matched with an equal amount of state funding.

o **Emergency Assistance Reform**

The Department of Human Services has initiated a 3-year effort, called the Emergency Assistance Reform, which is designed to eliminate all family placements in hotels and motels made under the State's Aid to Families with Dependent Children emergency assistance program.

Until now, emergency housing assistance in New Jersey has relied heavily on hotels and motels for temporary housing of homeless families on welfare. But hotels and motels are not desirable as shelters. They are often poorly maintained, unsupervised, and overcrowded. They are also inordinately expensive, averaging \$1,500 a month for placing a family in a motel.

In fiscal year 1988, some 4,300 welfare families were put in motels and hotels. Although these placements represented only about 30 percent of total emergency assistance cases, they accounted for 70 percent of the program's expenditures.

The Emergency Assistance Reform being implemented by the Department of Human Services will aim at reducing, and eventually eliminating, emergency assistance placements in hotels and motels. Based on an acceptable county plan for reducing these

placements, the state will assume the county's cost for emergency assistance for homeless families if the county meets reduction targets for fiscal years 1990, 1991, and 1992. Emergency shelter in apartments will be available to help counties avoid hotels and motels. In addition, a number of placement alternatives will be developed including:

- emergency assistance housing projects--both temporary placements and permanent subsidized housing for low-income families.
- transitional support homes in which homeless families are placed temporarily in the homes of other families, akin to child foster care.
- family shelters to serve as a safety net for the emergency assistance program when other alternatives are unavailable or inappropriate.

Although the populations served will vary, the emergency shelter in apartments portion of the effort will complement Department of Community Affairs' programs, including Homelessness Prevention and Transitional Housing.

In its first full year of operation, FY 90, emergency assistance reform will cost the state a projected \$4.4 million and will help 1100 welfare families. This new effort promises not only to reduce hotel and motel placements in the short term, but to create a comprehensive array of housing options for homeless families for the future.

o Family Shelter Strategy

A significant part of emergency assistance reform is the interdepartmental family shelter strategy being pursued by the Departments of Human Services and Community Affairs. Through this effort, the two departments will expand the number of family shelters, build transitional housing, and provide on-site social services to help families move to permanent housing and improve the quality of their lives.

The Family Shelter Strategy gives homeless families the advantage of \$22 million in combined funding during fiscal years 1988 and 1989. The Department of Community Affairs will use its share of these funds to construct and renovate shelters. The Department of Human Services' share will support shelter operations and underwrite the cost of social services, including case management, child care, assistance with locating housing, and employment and educational counseling.

Under this strategy, 782 beds will be created by July 1990, 50 vacant units of federally subsidized housing will be renovated, 220 rental vouchers will be made available, and 108 transitional apartments will be leased. Another 102 transitional units will

be developed at Harmony House in Newark, a joint effort of Hartz Mountain Industries, Mutual Benefit Life Insurance Company, the Leonard N. Stern Foundation, the Essex County Department of Citizens Services, the state Departments of Human Services and Community Affairs, and New Community Corporation, a Newark community development agency which will operate the facility. The Family Shelter Strategy gives families a way out of homelessness -- family shelters, and not hotels and motels, become the final line of defense in protecting families with children from homelessness.

o Transitional Support Homes

Another innovative feature of emergency assistance reform is the plan to offer transitional support homes. Developed by the New Jersey Foster Parent Association, the transitional support home program enables homeless families to stay together and receive support services. A transitional support home provides a home-like environment that affords stability to the homeless welfare family while it makes plans for permanent housing. A family can remain in a transitional support home for up to five months.

o Transitional Housing Program

Chronically homeless families who desire to escape the cycle of dependence on emergency assistance, hotel and motel living, and welfare benefits need a multiplicity of services based on their whole situation. Most of these families experience severe dysfunctions. Their problems can run the gamut from physical and sexual abuse, illiteracy, and alcoholism to inadequate basic living skills, emotional stress, and general disorientation.

The Transitional Housing Program provides intensive case management, support services, and temporary housing assistance to chronically homeless single-parent families. Through the coordinated delivery of state, local, and nonprofit agency services, program participants receive individual and group counseling, child care, and transportation. Basic skills training is provided through workshops on parenting, housekeeping, nutrition, budgeting, goal setting, and career options.

Upon graduation from the program, participants are enrolled in career training through the REACH program--New Jersey's welfare reform effort to help public assistance recipients become economically independent--or Project Self-Sufficiency--a cooperative undertaking between single parent nontraditional vocational/education programs and the Department of Community Affairs. Participants are assisted in relocating to permanent housing, and they receive housing subsidies while attending school and beginning new careers.

In state fiscal year 1988, 10 families were assisted by the Transitional Housing program. In 1989 it is projected that 120 families will participate in a much expanded effort. The state's financial contribution to the program comes to approximately \$2,000 per household each year.

o Emergency Housing Apartment Program

Renovated and restored apartments that were formerly abandoned or in dilapidated condition can provide a stable future for homeless families. This is the concept that underlies the Emergency Housing Apartment Program.

With \$400,000 in funds from the Department of Human Services working in conjunction with the Department of Community Affairs, the Emergency Housing Apartment Program provides neighborhood-based emergency housing and generates income to upgrade deteriorated rental units. It thus makes cost-effective, acceptable housing available to homeless families, while encouraging private owners to invest in the rehabilitation of the multifamily buildings they own.

The program works this way: a few apartments in a selected building are set aside as temporary emergency housing for families, thereby making the owner eligible for a higher-than-usual per diem rate for taking in these families. A not-for-profit housing corporation leases the vacant units and pays the owner a rent that covers operation costs and the costs of making building-wide improvements (i.e., the higher-than-usual per diem). In return, the owner agrees to use that part of the payment not needed for operations to make the required repairs to the entire building. Families placed in these transitional units receive case management services and permanent housing relocation assistance.

o Comprehensive Emergency Assistance System

In 1984, the Governor's Task Force on the Homeless recommended forming a statewide system to deliver services to the homeless. CEAS (Comprehensive Emergency Assistance System) was established in response to this proposal.

Today, CEAS is New Jersey's primary vehicle for planning emergency services for the homeless. Every county has a CEAS committee (a subcommittee of its Human Services Advisory Council) to develop policies for delivering services to the homeless. Local CEAS committees include representation from the state Departments of Human Services, Community Affairs, Health, Education, and Labor and from local nonprofit organizations and private corporations. The CEAS committee recommends to the county how it should use its allocation of CEAS funds.

This year the Department of Human Services has made available through CEAS \$4.56 million to counties to provide five core services:

- emergency food,
- emergency shelter,
- prevention of homelessness,
- case management, and
- 24-hour emergency response.

These funds are used to offer services to those who are ineligible for other forms of public assistance or who are unwilling or unable to apply for that assistance.

Through CEAS, the Department of Human Services has also made available \$1.6 million to the counties for developing transitional housing as an alternative to placing homeless families in hotels and motels (part of the interdepartmental family shelter strategy). In addition, CEAS has contributed over \$400,000 to support outreach services for the homeless mentally ill (see homeless/mentally ill block grant).

o Home Finders Project

Finding permanent housing for homeless families often demands intensive efforts by county agencies and individuals. By providing incentive payments to an agency or individual for relocating a homeless family into permanent housing, the Home Finders Project of the Department of Human Services reduces the demand for housing alternatives to serve the welfare population. The incentive payment is a flat fee of \$600.00 which can be used toward the rent of the permanent housing unit.

Each county welfare agency in New Jersey develops and implements its own home finders program. It is up to the agency to recruit and train a network of individuals and organizations to locate permanent housing for welfare families. County expenditures for the program are reimbursed through the AFDC emergency assistance program.

Home Finders gives priority to pregnant women, mothers with children under two years old, and homeless families with the greatest lengths of stay in a county's emergency shelter.

o Homeless/Mentally Ill Block Grant

Based on a number of studies regarding the homeless mentally ill, it is estimated that between 25-50% of adult homeless persons are suffering from severe and perhaps chronic mental illness. A 1986

study by New Jersey's Division of Youth and Family Services found that an average of 20 percent of homeless shelter residents use mental health services.

The McKinney Homeless Assistance Act, signed into law July 20, 1987, provides services for the homeless mentally ill through a block grant to the states. In FY '88 New Jersey received \$1.7 million from this block grant, matched by \$584,000 in states funds from the CEAS program (see above). For FY 1989, federal funds have been substantially reduced, with the allocation to New Jersey lowered to \$267,944.

The Division of Mental Health and Hospitals distributes the funds to support the expansion of mental health services and prevent homelessness among the chronically mentally ill. Money is allocated to the geographic areas with highest numbers of homeless people needing mental health services. The services provided include outreach, diagnosis, crisis intervention, and referral to medical and substance abuse facilities. To the extent possible, services are delivered at homeless shelters, food kitchens/pantries, on the streets, and at other locations where homeless mentally ill individuals seek shelter, by providing services where the homeless reside, crises can be stabilized to prevent unnecessary hospitalization.

o Health Care Programs for the Homeless

New Jersey supports a broad range of health services that benefit the low-income medically indigent population, including the homeless. While there are a limited number of health care programs serving only the homeless, there are many health care services available to homeless people. This approach is consistent with the Department of Health's general strategy not to create separate service systems for individual groups but rather to make services available to the general population in need.

A major contribution to health care for the poor is made through the Uncompensated Care Trust Fund, which fully reimburses all hospitals in the state for inpatient and outpatient care provided to persons who are unable to pay for that care themselves. As a result, hospitals in New Jersey generally open their doors to the homeless along with other poor persons.

A substantial number of homeless are served through various alcoholism and drug treatment programs. One program directed specifically at homeless drug abusers with AIDS is the Post-Hospital Residential Placement Program administered by the Department of Health. This program provides appropriate, cost-effective placement for homeless AIDS/ARC patients with a current or past history of drug abuse, after they are released from the hospital. It currently supports 35 beds in four drug treatment facilities across the state. Also, the new Division of AIDS Prevention and Control is attempting to develop a continuum

of housing resources for people with HIV disease who function at different levels of capability.

The Division of Alcoholism in the Department of Health supports the provision of alcoholism services to homeless people. In 1986 programs sponsored by the division served more than 3,700 homeless alcoholics. An example of one of the more effective programs is Vince's Place, a part of the Rescue Mission of Trenton. It is set up to help the chronic homeless alcoholic and does not limit how long a person in need may stay. There are 65 beds at the facility, and about 110-120 clients are served a year. Vince's Place has been cited as a model program by the National Institute of Alcoholism and Alcohol Abuse.

The New Jersey Special Supplemental Food Program for Women, Infants, and Children (WIC) makes its benefits available to all eligible homeless women and children under five through twenty local agencies across the state. Benefits include a specialized food package, nutrition education, and access to health care. To reach more homeless women and children, and facilitate their enrollment in the program, policies have been revised and outreach efforts have been intensified. To meet other needs of the homeless, local WIC agencies have increased referrals to other public and private service providers and improved ties with homeless coalitions, churches, soup kitchens, and shelters.

Several WIC programs in the state have developed special projects to serve the homeless. The Monmouth County WIC program enrolls families once a month at the Hospitality Center in Holmdel, where they receive food checks and are given a nutrition education program. WIC staff work with St. Benedict's Church to provide transportation for the homeless to the center and local grocery stores and with the Visiting Nurses Association to enroll the homeless in prenatal and pediatric care. The Monmouth program, recipient of a recent award for its work in Holmdel from the U.S. Department of Agriculture, is currently working with the county's CAP agency to start a similar program for the homeless sheltered at the Marlboro Psychiatric Hospital. The WIC program in Passaic City includes an outreach initiative which refers participants to community relief agencies serving homeless people. Working closely with the Elizabeth Coalition for the Homeless, the St. Elizabeth Hospital WIC program is identifying and enrolling eligible women and children through extensive outreach activities. Arrangements are made for the homeless to go to various churches in the area to store and prepare the foods they receive from WIC.

With funds from the federal McKinney Act, specific health care programs for the homeless have been established in Newark, Jersey City, and Trenton. The Newark Homeless Health Care project is presently operating at 14 sites, mainly locations where the homeless congregate to ensure that the homeless have access to around-the-clock care. Substance abuse and mental health counseling are provided along with basic health care services. The Jersey City Family Health Center and Jersey City Medical

Center have launched a program to set up clinics in shelters and soup kitchens, with a team of health care providers rotating among the sites. The team provides primary care and preventive services, and refers patients as necessary. The Henry J. Austin Health Center operates an outreach program at the Rescue Mission of Trenton. The clinic staff will provide primary health care to residents at the Rescue Mission and to other homeless people in Trenton. In 1988, federal funding for these three programs reached nearly \$900,000.

Other health care programs available at little or no cost to the homeless include maternal and infant programs designed to provide comprehensive prenatal and delivery services to low-income women, family planning programs, and health services for children with special needs. Programs directed at specific health problems such as hypertension and diabetes are also available, typically through local health departments.

o Benefits Outreach Project

Local and national studies show that many emergency shelter residents and soup kitchen patrons are eligible for income assistance but are not receiving it. A survey at a Jersey City shelter revealed that 41 percent of the residents had no income whatsoever. The DYFS study noted earlier found that 47 percent of the homeless statewide do not receive any public assistance benefits.

The Benefits Outreach Project developed by the Department of Human Services is currently being piloted in Jersey City to help homeless people get the assistance for which they are eligible. The project involves providing aggressive outreach to shelters and soup kitchens to assist the homeless in overcoming barriers they may face to receiving Supplemental Security Income, General Assistance, and other social entitlements that can reduce the strain on emergency resources. Jersey City and the Social Security Administration have joined the Department in conducting this pilot, while emergency food and shelter providers assist with case tracking and management.

o Office of Education for Homeless Children and Youth

The state's Department of Education has set up an Office of Education for Homeless Children and Youth to assure that homeless children have the same access to elementary and secondary education as all other children in New Jersey. Funded by the federal McKinney Act, the office consists of a coordinator and two full-time staff members. The office works closely with advocacy groups, social service agencies, school districts, and parents in meeting the unique educational needs of the homeless.

The office has concentrated its efforts on:

- identifying the number, location, and educational needs of the population.
- drafting legislation that would revise residency requirements to address the special needs of homeless students by allowing a choice of school districts.
- serving as a clearinghouse for specific issues relating to the education of homeless children and youth.
- offering assistance to school districts and social service agencies in meeting the special needs of these children.
- facilitating the resolution of educational obstacles to homeless students on a case-by-case basis.
- developing a state plan to ensure that all homeless students in New Jersey receive a free and appropriate public education.

o Literacy Training and Remediation

The McKinney Act provides funds to the state Department of Education to furnish educational services to homeless adults. The department announces the availability of these funds through a request for proposal process. Agencies funded must establish or expand literacy training, remediation of basic skills, and education and career counseling for homeless adults.

The purpose of this program is to increase educational opportunities for those who have been identified as homeless. As with all special populations, the literacy training and remediation needs of homeless adults are diverse. Yet, the services provided under the state's program are for those whose inability to speak, read, or write English constitutes a substantial impairment of their ability to: 1) get a job for which they are qualified, 2) benefit from occupational training and otherwise increase their opportunities for productive and profitable employment, and 3) meet their adult responsibilities.

o Job Training Services

The Division of Employment Services in the Department of Labor serves as a clearinghouse through which all assistance in job development and placement for homeless persons occurs. Homeless individuals needing remedial education or job training are eligible to receive that assistance under programs funded by the federal Job Training Partnership Act and operated by local service delivery areas throughout the state. Each service delivery area has made the homeless a target group for its services.

In addition to the general availability of employment supports, there is a special job training program for the homeless currently underway in Jersey City. Funded through a competitive federal grant, the Holistic Homeless Assistance Demonstration Project is set up to provide training to 30 full-time homeless participants and emergency referral and shelter services to a minimum of 150 homeless persons. The project has brought together the services of some 22 city, county, and state organizations.

o Domestic Violence Programs

A provision of New Jersey's Prevention of Domestic Violence Act allows victims of domestic violence to receive emergency relief from abuse through the issuance of a temporary restraining order to the exclusion of the abusive partner from the home. This provision of the law permits the largest most vulnerable part of the family unit to remain together without having to secure alternative housing. For many victims, however, it is not enough to issue a temporary restraining order. Violations of orders are common. Thus, many battered women and their children must flee their homes in search of other shelter. This is when they become homeless.

To protect victims of domestic violence, the Division of Youth and Family Services in the Department of Human Services has developed 17 temporary emergency shelters throughout the state for battered women and their children. These private, nonprofit, multiservice agencies offer both residential and nonresidential services as well as 24-hour hotline, shelter, counseling, and direct client advocacy. Most also offer children's services, emergency transportation, and community education/public awareness activities.

In addition, the Division provides funds to seven nonshelter advocacy programs, which make available 24-hour hotline, supportive counseling, and advocacy services. These programs may supply emergency shelter through agency-leased apartments, safe homes, hotels, motels, or shelter programs in neighboring counties. Five of the seven programs were established to provide a base for future shelter development in counties where none currently exist.

Perpetrators of domestic violence can receive individual and group counseling through 22 batterers programs statewide. Most of these programs provide both voluntary and court-mandated counseling for spouse abusers.

The Division is presently seeking to establish at least one family violence shelter in each county. To this end, it is directing its efforts toward the development of battered women's shelters in the five counties which now do not have one: Cape May, Cumberland, Hunterdon, Ocean, and Warren. At this point,

shelter development activities are currently underway in Hunterdon, Ocean, and Warren Counties, with Hunterdon expected to begin operation sometime in May, 1989.

The Department of Human Services distributes almost \$4.6 million yearly to domestic violence programs throughout the state.

o Runaway Youth Programs

When a nondelinquent child, who is a New Jersey resident, runs away from one county to another, the Division of Youth and Family Services makes every effort to have that child returned home. The parents or guardian must pay for the cost of the child's return, although there are some exceptions in which the Division will assume the cost.

When DYFS locates a non-delinquent child who runs away from one county to another, the child's parents are notified. An attempt is made to determine why the child ran away, whether returning the child home is appropriate, whether the parent will transport the child and/or pay for the child's return, and whether DYFS services are necessary and the family wants those services. Services, including placement in an appropriate temporary living arrangement, may be provided to an unidentified runaway for up to 72 hours while an effort is made to locate the parents or guardian. If, after the 72 hours have lapsed, the child's identity is still unknown, a court order is necessary to continue services.

To provide services, DYFS contracts with shelters funded through the Federal Runaway Youth Act. In 1989, the state will spend \$690,000 on these services.

APPENDIX

STATE CONTACT PEOPLE FOR HOMELESS PREVENTION AND ASSISTANCE
PROGRAMS

Affordable Housing Efforts

Carla Lerman
Division of Housing and Development
Department of Community Affairs
(609) 633-6303

Homelessness Prevention Program

Helen Seitz
Bureau of Housing Services
Department of Community Affairs
(609) 633-6202

Emergency Shelter Grants

Barry Sullivan
Bureau of Housing and Community Development
Department of Community Affairs
(609) 633-6259

Emergency Assistance Reform

Gloria Hancock
Division of Public Welfare
Department of Human Services
(609) 586-2417

Family Shelter Strategy

Steven Rutland
Department of Human Services
(609) 292-3398

Roy Ziegler
Bureau of Housing Services
Department of Community Affairs
(609) 633-6150

Transitional Support Homes

Dawit W. Giorgis
Department of Human Services
(609) 292-3398

Transitional Housing Program

Mary Ann Nicosia
Bureau of Housing Services
Department of Community Affairs
(609) 984-1070

Emergency Housing Apartment Program

Comprehensive Emergency Assistance System

Conrad Callender

Department of Human Services

(609) 292-3398

Home Finders Project

Gloria Hancock

Division of Public Welfare

Department of Human Services

(609) 586-2417

Homeless/Mentally Ill Block Grant

Larry Hatton

Division of Mental Health and Hospitals

Department of Human Services

(609) 987-6407

Health Care Programs for the Homeless

Joseph Hand

Division of Alcoholism

New Jersey Department of Health

(609) 292-8947

Joyce Jackson

Division of AIDS Prevention and Control

Department of Health

(201) 414-4404

Marilyn Lynch

Division of Community Health Services

Department of Health

(609) 292-9560

Nancy Martinez, R.N., M.S.N.

Henry J. Austin Health Center, Inc.

(609) 989-3599 or (609) 695-7140

Sharman Howe, R.N., M.S.N.

Jersey City Family Health Center

(201) 434-5801

Almeta Fant

Homeless Health Care Office

Newark Department of Health and Human Services

(201) 733-5300