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## **Building Capacity and Agency in Emergency Shelters in Paterson, NJ**

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# Building Capacity and Agency in Emergency Shelters in Paterson, NJ



POLS 324 White Paper No.2

Edited by: Fanny Lauby, Ph.D.

# Chapter 4: Addressing Length of Stay in Emergency Shelters

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## Introduction

The current site of Paterson City in Passaic County of New Jersey was established as the first industrialized city in the new nation in 1792 (National Parks Service, 2024). Paterson eventually grew into a diverse manufacturing and commerce hub in the mid-1800s. Its economic success did not last long, and the city suffered financially through the Great Depression in the 1930s and after World War II; never regaining its status as a mass manufacturing center or a place of fiscal prosperity.

Since the mid-19th century, Paterson has had a large population of people of color due to the Great Migration and a large influx of immigrant workers (National Parks Service, 2024). As of 2022, the current population of the city of Paterson is 156,639 people (Census Bureau, 2024). The largest reported ethnic group is “Hispanic or Latino” of any race, at 98,863 people (Census Bureau, 2024). The second largest reported group is those who identified as “Some Other Race” at 64,205 people, followed by “Black or African American” at 39,838 people (Census Bureau, 2024). Overall, the city has a large population of historically disadvantaged ethnic and racial groups and a large portion of its citizens are economically disadvantaged.

The median household income is \$47,373 in Paterson, about \$3,947.75 a month, vastly lower than the New Jersey average of \$96,346, about \$8,028.83 a month (Census Bureau, 2024). The monthly average rent in Paterson is \$1,391, lower than the state average of \$1,555, but it represents a bigger proportion of the monthly median income at around 35% for those in Paterson compared to 19.4% of the state’s average (Census Bureau, 2024). A significant factor in determining housing status is the ability to pay rent and many cite high costs of rent as the reason they became homeless (New York State 2023, HRE 2017). Paterson's percentage of disabled individuals is 12.8%, a higher proportion than the state’s average of 11.2% (Census Bureau, 2024). Disability status increases the likelihood of becoming homeless, as it affects the ability to work and can lead to high medical costs (Hao et al, 2022). Only 57% of the city’s inhabitants are employed, which is below the 62.7% of the state (Census Bureau, 2022). The homeownership rate is 27.1%, less than the New Jersey average of 64.6%, meaning that the majority of people in Paterson rent and are subject to yearly increases in the amount they pay (Census Bureau, 2024).

The rich socio-political history of Paterson shows that any policy solution must be economically rational as several converging factors have left Paterson economically disadvantaged. Moreover, solutions need to be tailored to benefit the specific target population of Paterson and its heterogeneous citizenry. Policymakers, street-level providers, and other officials in the homelessness system will be confronted with many different individuals with different backgrounds, needs, and wants all requiring different care.

## The problem and its administrative and political context

On the surface, the problem appears to be the extended lengths of time individuals spend in emergency shelters within the city of Paterson. The New Jersey Department of Community Affairs regulations on Emergency Shelters evaluate shelters on if “the average length of stay in an emergency shelter will be no more than 6 months” (New Jersey Department of Community Affairs, 2022). The average length of stay in emergency shelters in Paterson and Passaic County is non-compliant with the NJ DCA’s regulations, by over 100 days. This threatens their funding and also restricts bed space, lessening beds available for those who need them. Currently, the average length of stay in a Paterson emergency shelter is 323 days, the longest in New Jersey (Grant, 2023). The second-longest average length of stay in an emergency shelter is Essex County at 151 days, which is around 47% less than Passaic County’s 323 days (Grant, 2023).

However, several layers of bureaucracy compound the issue and contribute to the difficulties in addressing said issue. There are two main federal programs through the Department of Housing and Urban Development as a means of funding homelessness prevention that will be discussed here: the Continuum of Care (CoC) and the Emergency Solutions Grant (ESG), the primary recipient of which is the New Jersey Department of Community Affairs (NJ-511, 2022). In our research, we discovered that different divisions across the state of New Jersey are interpreting the same statutes regarding these programs in very different ways, leading to differences in the actual implementation of programs and aid. According to regulations, programs that receive CoC funds cannot receive ESG funds and vice versa. However, many regions seem to have one entity handling CoC and ESG funds and several providers receiving funds from both, including Passaic County, which has an allocation committee deciding how to administer funds (NJ-511, 2022).

There seems to be a deficit of information available not only to the public but also to decision-makers and providers. The lack of information includes funding sources, services available, shelters in operation, and length of stay within emergency, transitional, and permanent housing, among others. All CoCs are required to establish a centralized or coordinated assessment that assesses the needs of the community, and the actions of the CoC to meet those needs. Moreover,

providers are required to take a daily census of individuals served and upload this information to the centrally managed information system (24 CFR 578.3; 24 CFR 578.7(a)(8)). However, many CoCs have either (1) not established these systems, (2) these systems do not fall under the jurisdiction of local CoCs but rather than another agency, (3) do not make the information available to the public in an easily accessible manner. Communication to receive this information about the daily census from local agencies and shelters was largely unsuccessful.

## Factors affecting length of stay

Many factors increase or decrease the length of stay in an emergency shelter, including race, gender, veteran status, and disability status (Hao et al, 2022). The populations with longer stays tend to be “women, seniors, Hispanics, Asians, Black African Americans, people with a disability (including a physical disability, mental health issue, or substance use disorder),” (Hao et al, 2022). The city of Paterson has a 25.4% African American population, a 63.1% Latino population, and a disabled population of around 12% (Census Bureau, 2024).

Another factor potentially contributing to longer lengths of stay is the reality that life in an emergency shelter is preferable to life on the street (Hao et al, 2022). Emergency shelters are legally required to provide food and offer protection from dangers associated with living on the streets or other unsafe conditions. Staying in a shelter may increase quality of life, making an unhoused person reluctant to participate in other programs and leave. The main factor that decreases a person’s length of stay in a shelter is the availability and accessibility to social service programs. These can include access to treatments for disability, low-cost healthcare, mental health counseling, and treatment for substance abuse disorders (Hao et al, 2022).

## Solutions

### *1. Merge local Continuum of Cares*

Continuum of Care (CoC) is a set of guidelines and also a government agency to end homelessness by providing funding and services to and from State and Local governments and nonprofit organizations. CoCs are constituted of, govern, and coordinate local providers and government officials. Current federal regulations do not stipulate how to determine CoC jurisdictional borders, only stating that each locality must establish a CoC and must provide a minimal amount of services to the totality of its jurisdiction (24 CFR 578.5; 24 CFR 578.7). However, New Jersey State regulations do give preference to counties in determining the geographical boundaries of CoC’s (N.J.A.C. 5:15-1.3). As such, it is within the purview of the leaders of Passaic

County and other CoCs to merge NJ-511 Passaic CoC with neighboring CoCs to reduce administrative overhead and redundancy, saving costs. Several possibilities exist, including merging NJ-511 Passaic County CoC with NJ-504 Essex County CoC or with NJ-501 Bergen County.

## 2. *Revising Paterson funding regime*

Under the current regulatory regime, local CoCs take and review grant applications from providers within their jurisdictions, then submit their recommendations up the hierarchy to the Federal Department of Housing and Urban Development. According to federal guidelines issued by the H.U.D. Office of Community Planning and Development (OCPD), local CoCs are to utilize a *housing-first approach*, and as such, points are awarded if a provider demonstrates that they do not remove individuals (24 C.F.R., 578; CPD-22-02; U.S. Department of Housing and Urban, 2022). However, OCPD does use a weighted scale, and questions about the removal of individuals are weighted less, and questions to do with what types of services are provided are weighted more (CPD-22-02; 427(b)(1)(A)(viii); HUD, 2023a). According to the summary of NJ-501 Bergen County CoC's scoring rubric, 5 points are awarded if an individual demonstrates they do not terminate residents out of 35, for a total of 14% of all points, a staggering number (NJ-501, 2022). In contrast, NJ-511 Passaic County CoC places a minuscule emphasis on whether or not individuals are removed, as it reserves five points if a shelter demonstrates that it does not remove individuals out of 180 total possible points. This one question can determine less than 3% of a provider's score, minimally affecting their funding status, in comparison to other evaluation criteria (NJ-511, 2023).

This highlights the true cause of Bergen County CoC's low length of stay; many CoCs directly state that if an individual surpasses a certain length of stay, they must be discharged into more intensive care or "households residing in emergency shelter will have low average lengths of stay" (NJ-501, 2023; NJ-507, 2023). As such, NJ-511 Passaic CoC could revise its evaluation regime allowing for providers to remove individuals or require that individuals be moved into a more intense care program once they exceed a certain threshold, and a reduction in the total number of points would ensure that the questions have the full intended impacts.

## 3. *Increasing funding for pull factors*

Studies have shown that the length of stay in an emergency shelter is a product of several variables, with the most impactful being how many shelters are in a region, how many individuals are experiencing homelessness in a region, what the 'pull' factors out of the emergency shelters and what are the determinants that 'push' people into shelters (Culhane & Kuhn, 1998; HRE, 2017; Chen et al., 2021; Hao et al, 2022; New York State, 2023). As such the most effective solutions will

either reduce the amount of homeless or increase the amount of shelters allowing for more intense care, or increase the diversity of programs and providers allowing for a tailored approach to care. In this paper, pull factors can be defined as programs, systems, mechanics, and other factors that pull an individual out of an emergency shelter, into a later-stage program, and eventually into stable housing (Hao et al, 2022). Whereas ‘push’ factors - those that lead to periods of homelessness - are most commonly economic factors (e.g. increased rent) or healthcare factors such as mental health and substance abuse or medical debt (HRE, 2017; Chen et al., 2021; Hao et al, 2022; New York State, 2023). These studies demonstrate time and time again that the most reliable ways to reduce the length of stay is to reduce the push factors and increase the pull factors. In other words, what systems and mechanisms are available to individuals after emergency shelters? Programs that prioritize providing *permanent* housing reduce the length of stay by helping individuals move through the entire homelessness process faster (Hao et al, 2022; New York State, 2023).

*Variants:* Essentially, increasing the funding for any services provided to homeless individuals other than emergency shelters can be considered “increasing pull factors.” However, the primary variants are to increase funding for rapid rehousing programs, permanent support programs, education programs, and healthcare programs. While such programs may not seem designed to reduce the length of stay, they do reduce the overall load on the homeless care system, allowing for more intense care.

Increasing the pull factors can be done in multiple ways. The most politically feasible way is to simply utilize the CoC’s power to assess funding applications for programs within their jurisdiction before they are reviewed by the HUD. If the CoCs are not utilized, local decision-makers could devote additional resources to programs such as rapid rehousing or transitory housing. It is unlikely that other political institutions such as local governments would increase funding, so instead this analysis will assume that action is to be taken through the CoC board and no other institution or agency. Doing so would keep the policy process outside of the public and political realm. However, if substantial resources are to be devoted, it *will* require funding from political institutions, meaning local decision-makers will need to be convinced of the necessity of the program. This can and will be a challenge as Passaic County as a whole has been financially drained (Passaic County, 2000 - 2023).

Many CoCs outside of New Jersey prioritize programs that increase pull factors such as transitory housing. These CoCs develop questions to inquire about what services and in what intensity are offered within emergency shelters to help move individuals experiencing homelessness through the system faster (U.S. Department of Housing and Urban Development, 2023a). Several New Jersey CoCs do have evaluation regimes that focus on services over removal, such as NJ-501 and NJ-507 which do not inquire about the removal process or if they occur, but



rather award points to shelters if they have systems and programs designed to help individuals move through the system by finding housing or work and actively improve said individuals' situation such as substance abuse care (NJ-501, 2023; NJ-507, 2023). In short, NJ-511 Passaic CoC can update its funding application to include questions about the length of stay or reduce the relative weight of such questions.

## Evaluation of solutions

### Evaluation Scale

For an outline of the grading criteria and sources, please refer to Appendix J. The lowest score possible is 1, and 5 is the highest score possible.

Proposed Solutions	Impact on Length of Stay	Ease of Implementation	Cost-Effectiveness	Impact on Continuation of Services	Total
Combining CoCs	2	2	5	3	12/20
Revising Applications	5	5	4	1	15/20
Increase Pull Factors	5	2	3	5	15/20

### CoC combination

*Recommended Merger:* Using HUD CoC Merging Guidelines for Fiscal Year 2023, it becomes clear that it would be economically beneficial to combine NJ-511 Passaic CoC and NJ-501 Bergen County CoC (see Appendix M and N). While a Passaic-Essex merger would increase the funds available to Passaic, it is unlikely that decision-makers in Essex would agree to a merger. Essex CoC has access to far more funds than Passaic, and is considered one of the best CoCs, but merging with Passaic has several negative consequences. The merger lessens the resources devoted to Essex, has a lesser impact on the reduction of administrative burden, and worse average outcomes. Whereas Bergen County has access to similar amounts of funds and has similar outcomes as Passaic CoC, and



would benefit significantly from reducing the administrative burden. It can be expected that leaders in Bergen County would be more open to merging CoCs than Essex County CoC.

*Impacts:* Combining CoCs can be expected to reduce administrative costs by combining administrative structures, essentially freeing up resources to be dedicated to homelessness shelters. HuD research estimates that at the very least, administrative expenditures fall by 20% (U.S. Department of Housing and Urban Development, 2023b).

On a different note, regional coordination would be increased (U.S. Department of Housing and Urban Development, 2023a). Many homeless cross CoC jurisdictions frequently, some multiple times in one day, and effectively ‘float’ between different CoC geographical boundaries increasing administrative paperwork, reducing continuity in care, and reducing overall outcomes. For example, if an unsheltered individual named John Doe was in the care of a shelter in Passaic County, and for some reason traveled into Bergen County overnight, Mr. Doe would now be in the jurisdiction of Bergen County CoC. However, on paper, Mr. Doe is being served by and can only receive aid from Passaic CoC. Until Doe applies for relief from a provider in Bergen or Passaic CoC offers information on Mr. Doe, Bergen CoC has to re-do the work and paperwork that was already done in Passaic, and Mr. Doe will most likely receive redundant care. By combining CoCs with neighboring counties, the chance that a homeless individual move outside of their CoC jurisdiction is reduced because of the expansion in geographical jurisdiction, allowing their care to continue uninterrupted.

*Cost:* This proposal can be expected to save money. By combining CoCs, two administration structures would be reduced to one, and the number of applications needed to be received, reviewed, and forwarded and programs would be substantially reduced (U.S. Department of Housing and Urban Development, 2023b). HUD CoC merging guidelines demonstrate that when CoCs merge, funds are allocated more efficiently, and funds are used more completely (U.S. Department of Housing and Urban Development, 2023b).

*Political Feasibility of Implementation:* To combine CoCs a coalition would have to be created of county officials, providers, and community members. As federal and state regulations state, the jurisdiction of a CoC is to be determined by local governments and providers (24 CFR 578). CoCs have been merged before in New Jersey often to overcome the fiscal constraints of south Jersey counties, and have shown significant improvement in the management and use of funds, and overall capacity (Home Base, 2023). For example, NJ-503 was formed to save money on administrative costs, better use and apply funds, and better provide services (U.S. Department of Housing and Development, 2018).

*Problems:* One general problem is that not all shelters receive funding through NJ-511 Passaic CoC, meaning combining CoCs would have minimal impact on providers receiving funds outside the CoC network. Current research seems to point out that only three shelters within Passaic County receive no CoC funding (NJ-511, 2022). Moreover, a decrease in length of stay data could be interpreted in multiple ways: either the length of stay would be reduced because Passaic County CoC is merged with a county with a lower average length of stay, or because officials can devote more funds to homeless programs.

### *Application revision*

*Impacts:* Revising the CoC funding applications can be expected to have a large impact on the length of stay data; if the consequences of removing individuals are reduced, one can expect an increase in removals thereby increasing turnover, and decreasing average length of stay. It may cause interruptions in an individual's care, in cases of removal from shelters.

*Cost:* The cost of changing the funding regime is minimal to none. The only fiscal change is *where* money flows and not how much.

*Political Feasibility of Implementation:* There can be some public backlash expected. Some providers will inevitably object as they will see funding become more competitive as higher scores are easier to achieve, whereas others will benefit from the new regime as they will be given more discretion.

*Problems:* There are several issues with this solution. For one, just like merging CoCs, this will have minimal impact on shelters that receive funding from sources other than their local CoCs. Moreover, simply allowing providers to cease care is simply trading one problem for another. When individuals are removed from shelters they are often removed from the system entirely, and face far worse outcomes such as an increase in mortality rate and length of homelessness (Hao et al, 2022). Emergency shelters are the gateway into the rest of the homeless care system, and by effectively removing an individual from that gateway, they are relegated to the streets with minimal services and care.

### *Increasing pull factors*

*Impact:* Of all the solutions proposed, this is the only solution that has been scientifically and systematically proven to reduce the length of stay in shelters and in the homelessness system (Hao et al, 2022).

*Cost:* The HUD prioritizes projects that work together and create a “Housing First” approach to “quickly and successfully connect individuals and families experiencing homelessness to permanent housing[...].” (U.S. Department of Housing and Urban Department 2023a). If Paterson and Passaic County as a whole can demonstrate that emphasis is being placed on the ‘pull factors’ NJ-511 Passaic CoC, Paterson City, and Passaic County would be afforded more funding. Passaic County does have several programs that do ‘pull’ individuals such as transitory housing programs, rapid rehousing, and partnerships with local health care providers. These programs could be expanded and emphasized in reporting to HUD. In other words, while increasing pull factors can be expected to cost money in the short term, it can be expected to attract more federal funding and decrease the amount spent on each individual in the long term.

*Political Feasibility:* As previously stated, it is assumed that if ‘pull’ factors are to be increased, the principal actor will be the local CoC and its board. The board has the power to review program applications and direct funds to specific programs and services, and as such have vast power in affecting the overall structure and character of the homeless care system. And because the CoC board is shielded from public scrutiny as it is not a particularly salient organization, any decision is unlikely to garner public reaction. In other words, the CoC board has a large amount of discretion and political pushback is unlikely.

## Recommendations

To decrease the length of stay time in emergency shelters in Paterson city, we would recommend two remedies that work in conjunction with one another to address the problem effectively:

- 1) Revising the Passaic/Paterson CoC guidelines to include questions about the length of stay and a reduction in the weight given to questions about removal. The revision will also include severe modifications to its funding rubric to put a greater emphasis on transitory housing. Doing so will open up new avenues for bringing down the length of stay in a cost-effective and politically sensible manner. In conjunction with the 511 Paterson/Passaic CoC, Paterson City must modify their applications to remove questions that force applicants to allow current lengths of stay time as Bergen County has done, keeping the clients moving along the positive track towards being a homeowner.

- 2) Increase funding to focus on securing permanent housing and rapid rehousing for those already in the system. Case in point, much of Bergen County’s success is based upon its focus on

permanent housing for the unsheltered. Bergen's successful permanent supportive housing projects that serve chronically homeless individuals and families and the rapid rehousing projects for homeless individuals and families can be replicated in Passaic County with comparable funding and organization. If the local CoC can secure more funding through the HUD application process with the stated goal of implementing the "Housing First" policy, the lengths of stay will be lessened.

For Paterson City and Passaic County, the main issues remain communication and funding. An optimal recommendation for a plan of action that does not unnecessarily burden the city is modifying the grading rubric to obtain more funding from the CoC. These changes will be a slow, steady process, with long-term planning like that in Bergen County, where their CoC lays out its plans five years ahead with ample room for adjustment. In conjunction with reevaluating how money is currently being used and applying for additional grants, changing the rubrics would speed up getting people into permanent housing, thus opening up beds in emergency shelters. This will likely result in normalizing the lengths of stay to medium levels, with adjustments to the process as needed.

## Conclusion

Our findings highlight a need for a significant change in how the city and the local CoC provide emergency housing. These findings are a dire warning for the city that an alternative approach is needed, which humanly and effectively brings an end to the repetitive cycle of emergency housing inhabitants staying as long as possible and returning as quickly as they can. The solutions recommended are proposed with all this in mind, showcasing answers to problems that have worked under similar circumstances. If Paterson undergoes the proposed actions, the length of stay will normalize, increasing resources available to the unsheltered. If the city continues to overlook the crisis, more citizens will be lining the streets, awaiting unavailable emergency shelter spaces.

Our findings highlight the need for multi-faceted action on the issue of homelessness in the city of Paterson. There must be clarification on the regulations surrounding jurisdiction and on the separation of responsibilities of different agencies. Our research showcases effective policies that can work in the Paterson/Passaic County CoC. Increasing funds for services will provide the pull factors necessary to open up beds in emergency shelters, normalize the length of stay, and increase resources available. Furthermore, the expected low cost of a program that is largely advocacy-focused and internal, allows for our recommendations to be implemented easily by the CoC. The Office for Innovation would make these recommendations to the Passaic/Paterson CoC for implementation at their earliest possible convenience.



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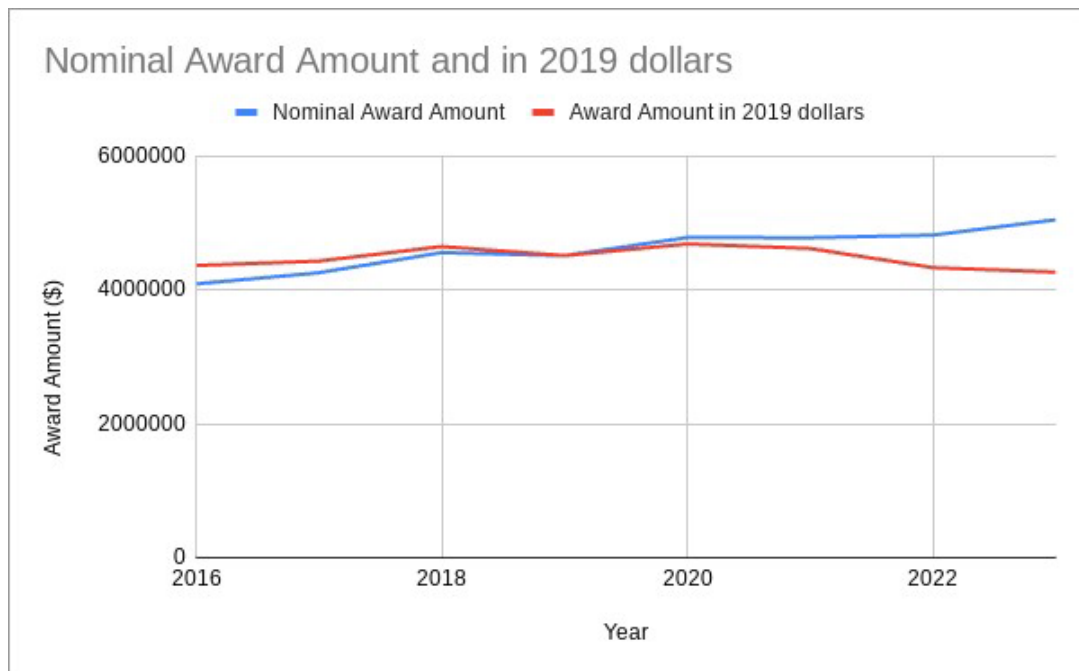
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# Appendix

## Appendix A. Historical Grant Funding to Paterson/Passaic County COC

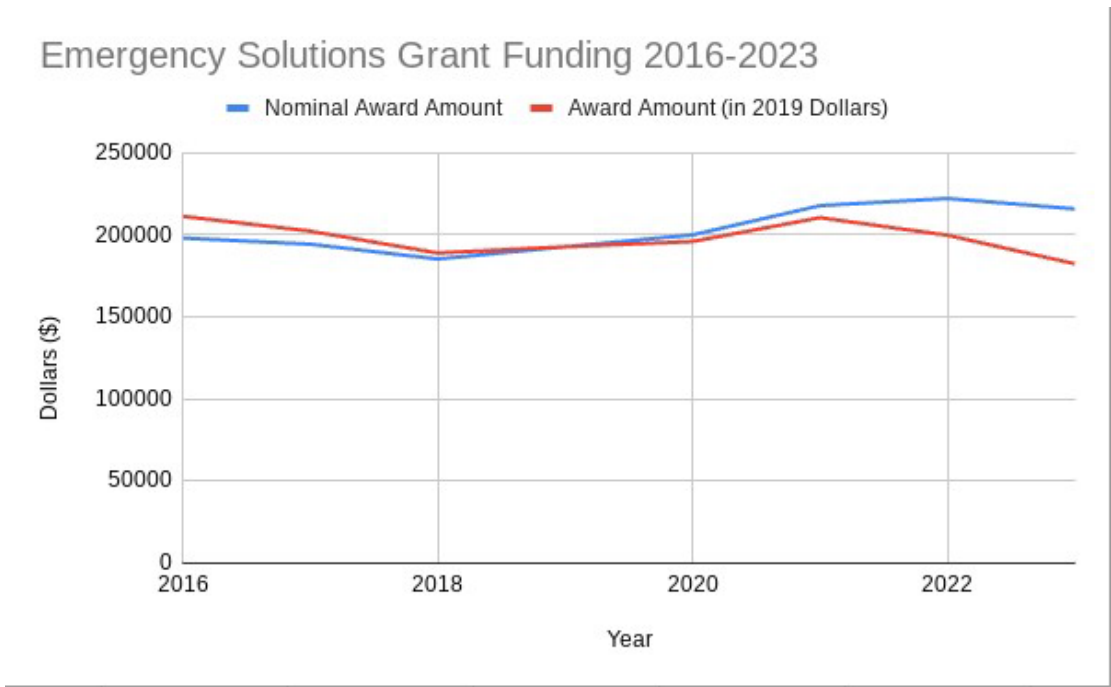
Figure A. Funding to Paterson/Passaic County COC, nominal and inflation-adjusted amounts presented



Source: Data collected by author through HUD Exchange March 2024

# Appendix B: Emergency Solutions Grant Funding to Paterson, NJ

Figure B: Historical emergency solutions grant funding to Paterson, NJ, nominal and inflation-adjusted amounts presented, only normal appropriations considered



Source: Data collected by author through HUD Exchange March 2024

## Appendix C: Homeless Population in all New Jersey Counties

Table C. Homeless population in NJ counties, by percentage of population in transitional shelters

Percentage of Homeless Population by Type of Shelter by County						
	E-Shelter	Transitional	Unsheltered	Safe Haven	Total Homeless	County Population
Hunterdon	59.66%	39.20%	1.14%	0.00%	176	129,777
Somerset	70.12%	28.40%	1.48%	0.00%	338	346,875
Bergen	69.49%	27.18%	3.33%	0.00%	390	952,977
Monmouth	69.36%	22.57%	8.07%	0.00%	483	644,098
Morris	71.40%	22.37%	6.24%	0.00%	465	511,151
Essex	70.16%	21.94%	7.90%	0.00%	1595	849,477
Camden	56.61%	15.82%	23.00%	4.57%	613	524,907
Union	80.47%	13.53%	6.00%	0.00%	850	569,815
Mercer	70.45%	11.20%	18.35%	0.00%	714	380,688
Sussex	83.65%	10.06%	6.29%	0.00%	159	146,084
Atlantic	37.73%	8.86%	53.41%	0.00%	440	275,638
Cape May	90.40%	7.58%	2.02%	0.00%	198	95,634
Hudson	71.30%	4.46%	24.24%	0.00%	920	703,366
Burlington	90.57%	3.00%	6.43%	0.00%	933	466,103
Ocean	89.63%	2.30%	8.06%	0.00%	434	655,735
Passaic	83.93%	2.04%	14.03%	0.00%	392	513,936
Middlesex	78.64%	0.61%	20.76%	0.00%	660	861,418
Warren	85.71%	0.00%	14.29%	0.00%	84	110,926
Salem	19.40%	0.00%	80.60%	0.00%	67	65,117
Gloucester	89.06%	0.00%	10.94%	0.00%	192	306,601
Cumberland	79.88%	0.00%	20.12%	0.00%	164	151,356

Source: Data collected by author through NJ Counts March 2024

## Appendix D: Potential Sources of Funding

The Congressional Community Project Funding program, previously known as the earmarks system, provides funding for local projects through applications from Congressional sponsors. Paterson has used this system before to receive funding for municipal projects, and many organizations and towns have utilized it to receive funding for their own homeless initiatives. These include (but are not limited to):

- In 2023, Representative Jimmy Gomez of California was awarded \$1,000,000 for the Los Angeles Mission, a program designed to provide the dignity of rehabilitation for emergency and transitional housing.
- In another instance, Burlington County Human Services built a homeless shelter in Burlington County, NJ. The funding was obtained from New Jersey Senators Cory Booker and Robert Menendez and Representative Andy Kim.
- In 2023, the Diocesan Council for the Society of St. Vincent de Paul Diocese of Phoenix, which constructed a 100-bed transitional community for homeless people. Congressman Ruben Gallego of Arizona requested for the development funding and was awarded \$750,000.

A local example of funding for homeless infrastructure can be seen in Cumberland County, NJ. A 2016 ordinance established the Cumberland County Homeless Trust Fund to prevent and reduce homelessness in the region. The fund, around \$75,000 annually, is financed through a tax on certain documents filed at the Cumberland County Clerk's Office. The legislation ensures that the funds are not used to pay off county debts and limits the administrative cost withdrawal to 5 percent annually. It is implemented and spent through the aptly named Cumberland County Homeless Trust Fund Task Force, composed of government members and individuals with relevant experience. Passaic County could implement a similar program to bring more funds to homelessness infrastructure and potentially a transitional housing program in Paterson.

There also exists a variety of HUD programs that funding could be sourced from. Paterson annually receives around ~\$2.5 million in Community Development Block Grants, which were used in the construction of Newark's Hope Village II. The FY23 Youth Homeless Demonstration Program could bring several hundred thousand dollars for a program that helps prevent youth homelessness, as the proposed transitional shelter does. Of course, federal grant programs can differ year to year, so there should be vigilance in noticing and applying to these opportunities as they arise.

## Appendix E: Summaries of proposed shelter renovations in Paterson and in other municipalities

Malinconico, J. (2017, February 25). *Paterson weighs plan for Homeless Shelter*. North Jersey Media Group.

<https://www.northjersey.com/story/news/paterson-press/2017/02/24/paterson-weighs-plan-homeless-shelter/98363530/>

Summary: 198 women and children would be housed in a proposed transitional homeless shelter that would be built out of an almost empty apartment building. There is a double-edged motive for the proposed refurbishment. The neighborhood around the apartment building is well-known for gang activity, drug violence, and drug dealing and is home to several "notorious drug dens." Since the gangs would no longer be able to enter the building, sell illegal drugs, or engage in other unlawful and dangerous activities that put the communities in danger, renovating this apartment complex would effectively put a stop to gang activity in the region. The Board of Adjustment members voted on the motion, with a 4-3 majority in support of it. However, five votes in favor of the proposition were required to pass.

Walk-Morris, T. (2021, May 1). *How Adaptive Reuse Can Help Solve the Housing Crisis*. American Planning Association.

<https://www.planning.org/planning/2021/spring/how-adaptive-reuse-can-help-solve-the-housingcrisis/>

Summary: An innovative journal article that discusses the context of adaptive reuse, the revitalization of old buildings into housing units has witnessed an increasing trend, particularly in repurposing factories, hotels, schools, and warehouses into affordable housing. The COVID-19 pandemic has influenced the design of these adaptive reuse projects in real-time, adding new amenities and features that respond to current public health needs. Notably, the potential of repurposing empty office buildings into housing has been highlighted. However, restrictive zoning, preservation guidelines, and building codes present significant barriers to effectively



implementing adaptive reuse initiatives. Several benefits are associated with adaptive reuse, such as preserving historical value, supporting innovative and sustainable growth, encouraging investment, taking advantage of incentives, saving time and money, increasing market values, and improving public health. Additionally, adaptive reuse can bridge the gap between a community's past and present needs, contribute to growth in areas with existing infrastructure, and promote environmental and health benefits by remediation of contaminants associated with older building materials and uses.

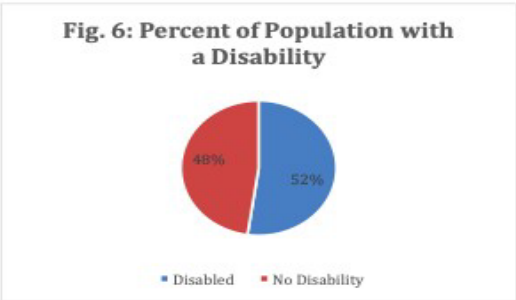
Kondo, M., Hohl, B., Han, S., & Branas, C. (2016, November). *Effects of greening and community reuse of vacant lots on crime*. Urban studies (Edinburgh, Scotland).  
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5436723/>

Summary: Cities nationwide are implementing innovative programs to stabilize neighborhoods and combat crime by reusing vacant lots. In Youngstown, OH, a spatially targeted approach was adopted, focusing efforts in two neighborhoods to maximize stabilization potential. The vacant-lot greening program led to significant and widespread reductions in all types of crime outcomes except for motor vehicle thefts. Specifically, the program resulted in statistically significant reductions in felony assaults, burglaries, and robberies, with the lot stabilization treatment associated most consistently with reduced burglaries. In contrast, the community reuse treatment showed a more consistent and significant reduction in violent crimes.

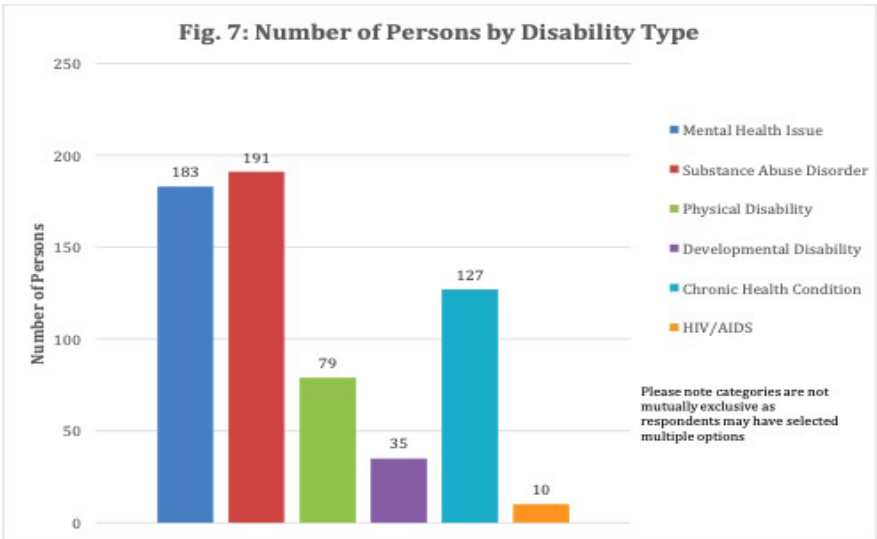
# Appendix F: Proportion of Individual with Disability in Homeless Community

## Disabilities

Figure 6 illustrates that 52.3% of homeless persons reported having some type of disability. 61.9% of adults 18 or older reported some type of disability compared to 22.2% of children. Figure 7 shows the number of the homeless persons that identified as having various disabilities. The most common disabilities included substance abuse disorders and mental health issues.



Among disabled persons, 62.6% reported substance abuse disorders making this the most prevalent disability; representing 67.3% of the disabled adult homeless population and 32.8% of the total population experiencing homelessness. 60% of disabled adults reported mental health issues, 41.6% reported a chronic health condition, and 25.9% reported a physical disability. Among disabled homeless children, 70.8% reported a chronic health condition, and 50% reported a developmental disability.



Source: Monarch (2024)

## Appendix G: Percentage of individuals dealing with substance abuse in Passaic County

### Primary Drug

Alcohol	1,823	28%
Heroin	3,089	47%
Other Opiates	344	5%
Cocaine	359	5%
Marijuana	578	9%
Methamphetamines	41	1%
Other Drugs	363	6%

### Intravenous Drug Users

1,923 29%

### Level of Care

Outpatient Care (OP)	850	13%
Intensive Outpatient (IOP)	1,062	16%
Partial Hospitalization	133	2%
Opioid Maintenance OP	700	11%
Opioid Maintenance IOP	91	1%
Extended Care	0	0%
Halfway House	389	6%
Long-Term Residential	890	14%
Short-Term Residential	651	10%
Hospital Based Residential	0	0%
Detox Residential	1,783	27%
Detox Hospital	2	0%
Detox Outpatient Non-Methadone	1	0%
Detox Outpatient Methadone	0	0%
Early Intervention	4	0%
Interim Services	0	0%

## Appendix H: Open Access Grant Proposal Cover Sheet

### Attachment A – Proposal Cover Sheet

\_\_\_\_\_ Date Received

**STATE OF NEW JERSEY**  
**DEPARTMENT OF HUMAN SERVICES**  
Division of Mental Health and Addiction Services  
Proposal Cover Sheet

Name of RFP: **Open Access to Medications for OUD in Homeless Shelters**

Incorporated Name of Bidder: \_\_\_\_\_

Type: Public \_\_\_\_\_ Profit \_\_\_\_\_ Non-Profit \_\_\_\_\_ Hospital-Based \_\_\_\_\_

Federal ID Number: \_\_\_\_\_ Charities Reg. Number (if applicable) \_\_\_\_\_

DUNS Number: \_\_\_\_\_

Address of Bidder: \_\_\_\_\_

Chief Executive Officer Name and Title: \_\_\_\_\_

Phone No.: \_\_\_\_\_ Email Address: \_\_\_\_\_

Contact Person Name and Title: \_\_\_\_\_

Phone No.: \_\_\_\_\_ Email Address: \_\_\_\_\_

Total dollar amount requested: \_\_\_\_\_ Fiscal Year End: \_\_\_\_\_

Funding Period: From \_\_\_\_\_ to \_\_\_\_\_

Total number of unduplicated individuals to be served: \_\_\_\_\_

County in which services are to be provided: \_\_\_\_\_

Brief description of services by program name and level of service to be provided:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

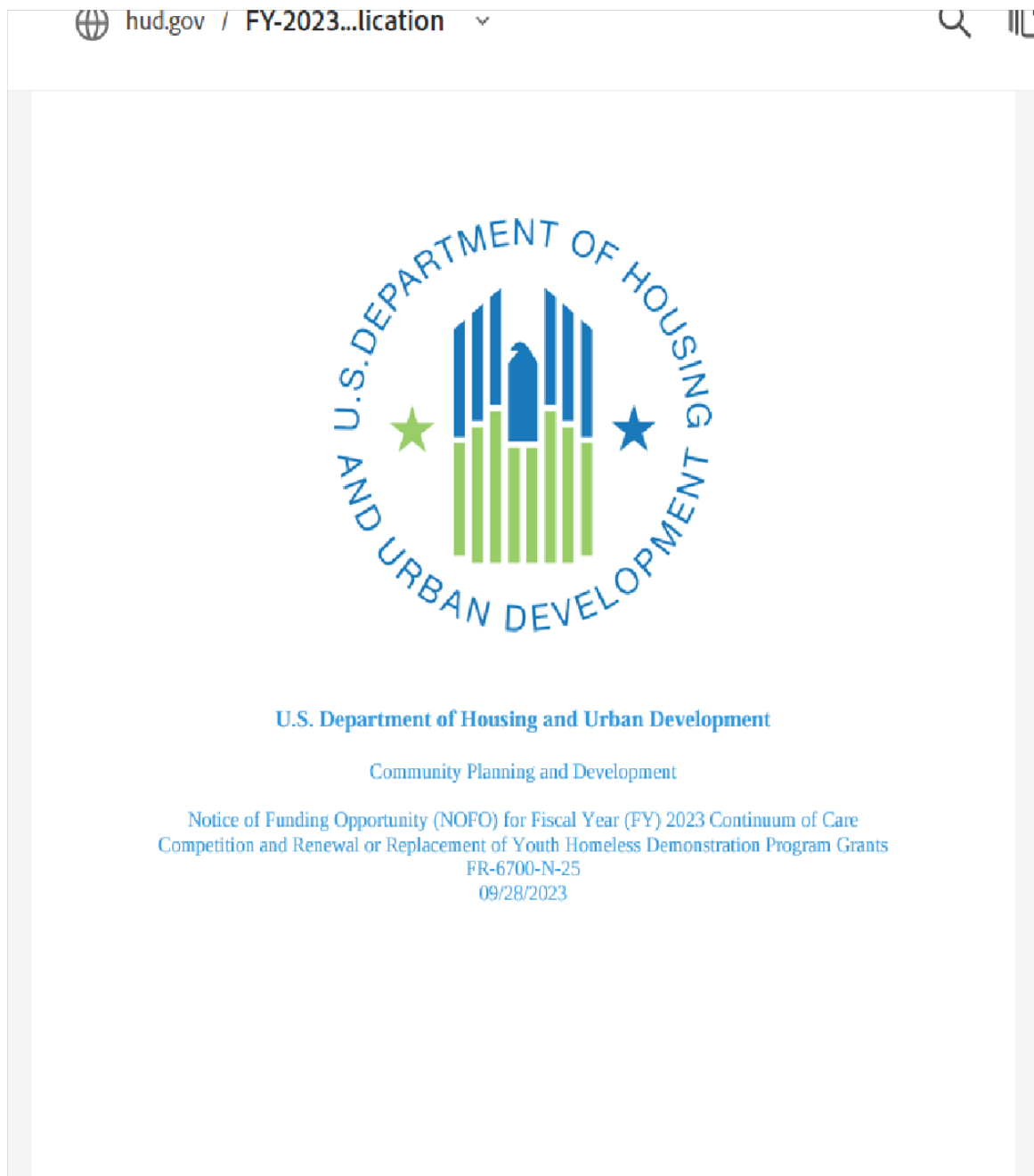
**NOTE:** In order to contract with the State of New Jersey, all providers applying for contracts, or responding to Request for Proposals (RFPs), *MUST* be pre-registered with the online eProcurement system known as NJSTART. You may register your organization by proceeding to the following web site: <https://www.nj.gov/treasury/purchase/vendor.shtml>. Or via telephone: (609) 341-3500.

Authorization: Chief Executive Officer (printed name): \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Open Access to Medications for OUD in Homeless Shelters - 24

## Appendix I: U.S. Department of Housing and Urban Development Fiscal Opportunities



## Appendix J: Chapter 4 evaluation matrix, sources, and criteria

### **Impact on length of stay:**

1. No impact on the Length of stay
2. A minimal reduction in length of stay can be reasonably expected
3. A significant reduction in length of stay can be reasonably expected but still above DCA requirements
4. Length of stay can be expected to comply with DCA requirements.
5. Length of Stay can be reasonably expected to fall below DCA requirements.

### **Cost:**

1. The price is so high, that the implementing entity cannot reasonably pay for the program with assistance.
2. To pay for the program, the implementing entity will need significant additional resources
3. The implementing entity will need additional resources.
4. The implementing entities can be expected to easily pay for the program.
5. Can be expected to save money or cost nothing.

### **Ease of implementation:**

1. One can expect strong political pushback from other entities and the public to the point where the solution will not be able to be implemented.
2. Significant political pushback can be expected, and implementation will require significant determination and gumption from implementers.
3. Moderate political pushback can be expected and a coalition of decision makers or other entities will need to be created with moderate time delays.
4. The policy can be implemented relatively easily with minimal pushback but some require time for training, legislation, etc
5. The policy can be implemented easily and immediately.

### **Impact on Continuation of Services:**

1. This policy can be expected to significantly reduce the overall continuity of care.
2. This policy can be expected to moderately reduce the overall continuity of care.
3. This policy can be reasonably expected to have minimal to zero impact on overall continuity of care.
4. This policy can be expected to moderately increase the overall continuity of care.
5. This policy can be expected to significantly increase the overall continuity of care.

Sources:

Proposed Solutions	Impact on Length of Stay	Ease of Implementation	Impact on Continuation of Services	Impact on Overall Quality of Care
Combining CoCs	Sullivan, 2019	(24 CFR 578) (N.J.A.C. 5:15-1.3) (Smith, 1974)	(U.S. Department of Housing and Urban Development, 2023b)	(U.S. Department of Housing and Urban Development, 2023b)
Revising Applications	(NJ-501, 2023) (NJ-507, 2023)	(24 CFR 578) (N.J.A.C. 5:15-1.3)	(U.S. Department of Housing and Urban Development, 2023a)	(Troy & Cruz, 2023) (Hao et al, 2022) (want one more source)
Increase Pull Factors	(Culhane & Kuhn, 1998) (HRE, 2017) (Chen et al., 2021) (Hao et al, 2022) (New York State, 2023)	(24 CFR 578) (N.J.A.C. 5:15-1.3)	(NPSC, 2016; HUD 2023a; HUD, 2023b)	(Hao et al, 2022) (New York State, 2023) (HRE, 2017) (Chen et al., 2021)



## Appendix K: CoC funding and number of homeless individuals, per county

County	Awarded_Amount_	number_of_homeless_	PP_FY2023	num_chron_hom	num_unsheltered
Atlantic	\$745,756	440	\$1,695	194	235
Bergen	\$6,956,340	396	\$17,567	6	13
Burlington	\$640,886	933	\$687	128	60
Camden/Gloucester/ Cape May/Cumberland	\$5,145,905	1167	\$4,410	242	199
Essex	\$9,508,173	1712	\$5,554	212	126
Hudson		998	\$9,527	266	223
Middlesex	\$3,688,200	664	\$5,555	175	137
Monmouth	\$4,187,973	479	\$8,743	98	39
Morris	\$2,133,870	466	\$4,579	105	29
Ocean	\$836,124	436	\$1,918	104	35
Passaic	\$5,048,438	408	\$12,374	101	55
Salem	\$173,792	67	\$2,594	11	54
Somerset	\$447,750	376	\$1,191	59	5
Mercer	\$5,584,338	714	\$7,821	101	131
Union	\$5,244,531	592	\$8,859	112	51
Warren/Sussex/ Hunterdon	\$1,471,460	419	\$3,512	52	24
Total for state	\$51,813,536	10267		1966	1416
mean	\$3,454,236	641.6875	\$6,036	122.875	88.5
median	\$3,688,200	472.5	\$5,066	104.5	54.5

## Appendix L: Funding for programs related to homelessness, FY 2020-2024

Org	Program	Ammount
Paterson	ESG	3901651
Paterson	CDBG	13630491
Paterson	HOME	10275914
Paterson	CoC	0
Paterson	HOPWA	7811412
Passaic County	ESG	0
Passaic County	CDBG	5097046
Passaic County	HOME	0
Passaic County	CoC	10475031
Passaic County	HOPWA	0
Hudson County	ESG	0
Hudson County	CDBG	11561650
Hudson County	HOME	20988627
Hudson County	CoC	0
Hudson County	HOPWA	0
NJ506-Jersey Ci	CoC	17321934
Essex County	ESG	6401701
Essex County	CDBG	27319656
Essex County	HOME	9752088
Essex County	CoC	0
Essex County	HOPWA	0
NJ-504 - Newark/	COC	13720542

## Appendix M: Funds available for combined CoCs NJ-511 and NJ-501

Table A. Preliminary Pro-Rata Need, Annual Renewal Amount , and Final Pro-Rata Need for the Merged CoC				
Column 1. Current CoC Code	Step 2. Estimated ARD	3. FY2012 Preliminary Pro- Rata Need	4. Estimated Final Pro-Rata Need	This is the FY2024 FPRN amount for the merged CoC.
NJ-511	\$4,679,403	\$4,729,379	\$4,729,379	
NJ-501	\$6,250,752	\$9,224,586	\$9,224,586	
		\$0	\$0	
		\$0	\$0	
		\$0	\$0	
		\$0	\$0	
		\$0	\$0	
Merged CoC	\$10,930,155	\$13,953,965	\$13,953,965	
Step 1. In Column 1, list each of the current CoC codes/numbers (ex. MA-500).				
Step 2. In Column 2, list the HHN amounts associated with each CoC code.				
Table B. Preliminary Pro-Rata Need for Current CoCs				
1. Geocode	2. Current CoC Code	3. FY2012 Preliminary Pro- Rata Need (PPRN)		
342466	NJ-511	\$4,729,379		
349003	NJ-501	\$9,224,586		

Source: calculation by Chapter 4 authors using data provided by HUD in the “FY2023 Continuum of Care Program NOFO estimated Annual Renewal Demand Report”, “Geographic Code Report”, and “FY 2023 Homeless Assistance Award Report”

## Appendix N: Funds available for combined CoCs NJ-511 and NJ-504

Table A. Preliminary Pro-Rata Need, Annual Renewal Amount, and Final Pro-Rata Need for the Merged CoC				
Column 1. Current CoC Code	Step 2. Estimated ARD	3. FY2012 Preliminary Pro- Rata Need	4. Estimated Final Pro-Rata Need	
NJ-511	\$4,679,403	\$4,729,379	\$4,729,379	This is the FY2024 FPRN amount for the merged CoC.
NJ-504	\$6,238,585	\$13,572,524	\$13,572,524	
		\$0	\$0	
		\$0	\$0	
		\$0	\$0	
		\$0	\$0	
<b>Merged CoC</b>	<b>\$10,917,988</b>	<b>\$18,301,903</b>	<b>\$18,301,903</b>	
Step 1. In Column 1, list each of the current CoC codes/numbers (ex. MA-500).				
Step 2. In Column 2, list the HHN amounts associated with each CoC code.				
Table B. Preliminary Pro-Rata Need for Current CoCs				
1. Geocode	2. Current CoC Code	3. FY2012 Preliminary Pro- Rata Need (PPRN)		
342466	NJ-511	\$4,729,379		
349013	NJ-504	\$13,572,524		

Source: calculation by Chapter 4 authors using data provided by HUD in the “FY2023 Continuum of Care Program NOFO estimated Annual Renewal Demand Report”, “Geographic Code Report”, and “FY 2023 Homeless Assistance Award Report”

## Appendix O: CoC funding per individual, per county

CoC	Geocode	CoC Award Amount	Number of Homeless	Ammount Per Person
NJ-511	342466	5048438	1914	2637.637409
NJ-504	349013	7409741	306	24214.83987
NJ-501	349003	6956340	374	18599.83957

Source: chapter 4 authors' based on data provided by HUD in the "FY2023 Continuum of Care Program NOFO estimated Annual Renewal Demand Report," "Geographic Code Report," and "FY 2023 Homeless Assistance Award Report"