Illinois Department of Human Services

ILLINOIS EMERGENCY & TRANSITIONAL HOUSING PROGRAM

REPORT TO THE GENERAL ASSEMBLY

State Fiscal Year 2019

Emergency and Transitional Housing Program

 PREFACE

The Illinois Department of Human Services (IDHS) Emergency and Transitional Housing Program (ETH) is compiled for the House and Senate Appropriation Committees of the Illinois General Assembly in accordance with 305 ILCS 5/12-4.5. This report provides historical and current fiscal year information about the Emergency and Transitional Housing Program, and outlines funding by detailing program expenditures, types of services, and number of people served.

This report should not be construed to represent the total homeless population in Illinois. This report contains data compiled from quarterly reports from organizations funded by the ETH Program.

Emergency and Transitional Housing Program

Introduction

The Illinois Emergency and Transitional Housing (ETH) Program was developed to provide immediate food and shelter to homeless persons and families or persons and families at imminent risk of becoming homeless. The ETH Program was designed to provide meals, beds and supportive services through not-for-profit organizations to homeless individuals and families to assist them to return to self-sufficiency.

Funding for the ETH Program has provided funding for emergency shelters, transitional shelters, voucher programs, food, and an array of supportive services to homeless individuals and families across the state of Illinois.
In State Fiscal Year 2019, $9,202,787 in funding was allocated to the Emergency and Transitional Housing Program providers.

Program Goal

The goal of the Emergency and Transitional Housing Program is to render immediate and comprehensive shelter services to homeless individuals and families or individuals and families at imminent risk of homelessness. The program provides food, shelter, and supportive services through local not-for-profit agencies. Program deliverables require that:

- All participants be provided with case management services, counseling services and advocacy services within 5 days of admittance to the program for transitional programs and within 15 days for overnight programs.

- All participants have access to case management services outside of normal business hours of operation including, but not limited to evening case management service hours.

- All participants have complete intake and assessment done upon entry into the program. Providers must submit all intake and assessment forms to IDHS annually for approval.

- All providers have a community outreach plan which includes a detailed description for notifying the community of the program, hours of operation, and admittance / eligibility requirements into the program they administer for IDHS. This plan includes outreach to other community service agencies and the local Family and Community Resource Center (FCRC). IDHS must be advised of any publication and distribution of flyers, printed materials and / or brochures that are part of the IDHS funded program.

- All providers have a referral process that assists program participants with enrollment into public benefit programs such as TANF, Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps), ALL Kids, medical assistance, disability assistance, as well as any other resources that address the needs of the program participants.

- All progress and supportive services for transitional shelter participants be tracked and reported within each participant's case file through the development of an Individual Service Plan that includes at a minimum a record of the participant's supportive services, case management, outcomes, goals, progress notes, and benefit assistance.

- All providers have the ability to download the IDHS Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps) application and distribute to all eligible households.

- All providers have a written agreement or memorandum of understanding for referrals with other social service providers. The agreement or memorandum of understanding includes at a minimum; the type of services to be provided, the referral process of each agency, and follow-up actions.

- All providers accurately report outcomes and submit quarterly reports to IDHS utilizing the Emergency and Transitional Housing (ETH) web-based reporting system.

- All providers report the following information in the annual Funding Plan:

  - an unduplicated number of projected participants to be served in the fiscal year;
  - an unduplicated number of projected households to be served in the fiscal year;
  - the projected nights of shelter to be provided during the fiscal year; and
  - the projected number of meals to be provided, served, purchased, or vouchered during the fiscal year.

Administration

The IDHS Division of Family and Community Services, Bureau of Basic Supports administers the state funded ETH Program. Program staff perform all administrative and program management functions that includes, but is not limited to, the implementation of funding plans, contracting, program payments, and program monitoring. The ETH Program deliverables are verified by IDHS staff through on-site field monitoring.

Funding

The General Revenue Fund (GRF) allocation for the ETH Program provides food, shelter and supportive services to homeless individuals and families throughout the state. The allocation is divided between Chicago (54%) and the balance of the state (46%).

The public and not-for-profit organizations that participate in the ETH Program must provide shelter and supportive services and match at least 25% of the program costs from other sources. Fifty percent of the match must be cash. The other fifty percent may be cash and/or in-kind services, including volunteer services, or the value of the property.

Included in the ETH appropriation are funds allocated for technical assistance. The Illinois Association of Community Action Agencies provides monthly information to homeless agencies across the state regarding legislative and programmatic changes, public and private funding opportunities, and changes in federally funded homeless programs.

Reporting

In Fiscal Year 2009 the Department made significant improvements to the ETH Program by developing a web-based quarterly reporting system. In an attempt to capture the maximum amount of available data, the Department designed a reporting system compatible with the U.S. Department of Housing and Urban Development homeless program reporting formats. The Department also added data elements to the reporting system to provide statistical information regarding homeless children.

Fiscal Reporting: Fiscal compliance, program activity, and program monitoring are employed by IDHS staff to ensure the effective administration of the ETH Program. Upon execution of the ETH contract, all agencies are required to report expenditures quarterly utilizing a web-based reporting system.

Service Reporting: Client activity is also reported quarterly on the IDHS web-based reporting system. The number of participants served, characteristics, services, causes of homelessness, special needs, and household types are just

some of the data elements collected.

Program Services

Shelter programs funded by the ETH Program include:

- Overnight / Emergency Shelters that provide emergency sleeping accommodations for 12 or fewer hours that serve at least one meal and provide supportive services;
- Voucher Programs that provide emergency shelter on a per diem basis at a nearby hotel or motel when other overnight shelter is not available and also provide supportive services and may provide food;
- Transitional Shelters that provide shelter, food and supportive services for up to 24 months.

While the majority of the ETH funding provides for food and shelter, all organizations must also provide supportive services to receive funding from the ETH Program.

The supportive services provided by the ETH Program assist homeless individuals and families return to self-sufficiency. The eligible supportive services include:

Advocacy	Intervening on behalf of program participants to assist in the receipt and use of support services.
Alcohol Abuse Services	Providing or arranging services for participants to attend AA (Alcoholics Anonymous) or other programs that address alcohol abuse issues.
Case Management	Coordinating the acquisition, delivery and use of supportive services. Case management must include individual assessments that are used to develop individual service plans.
Child Care	Providing or arranging child care services.
Children's Services	Providing or arranging services for child-specific services, such as child abuse counseling or preschool programs.
Counseling	Providing or arranging for individual or group counseling to alleviate physical abuse, mental health issues, substance abuse, and/or familial obstacles that are preventing a return to self-sufficiency.
Domestic Violence	Providing or arranging services for victims of domestic violence.
Education	Providing or arranging services for participants to complete a course of study leading to a diploma or specific skill certificate.
Employment Services	Providing or arranging services for participants to complete job preparation and/or to secure job interviews or employment. This may include acquiring special tools

or clothing to perform the job in which the participant is placed or receiving training.

English as a Second Language

English language services available to persons who seek to improve Language their English language skills.

Follow Up

Assessing the need and providing additional services upon completion of, and discharge from the Emergency and Transitional Housing Program.

Health/Dental Services

Providing or arranging services for participants and assuring use of needed medical and dental services.

HIV/AIDS Related Services

Supportive services related to the needs of participants diagnosed with HIV/AIDS.

Housing Location / Inspection

Locating and/or the initial inspection of rental property on behalf of inspection participants to ensure that the housing is decent and adequate for the household and meets the general health and safety standards prior to tenant occupancy.

Legal Service Referral

Referrals to any legal services which may be needed by participants.

Mental Health Services

Providing or arranging services that address serious mental health issues that cannot be resolved through regular counseling services.

Outreach

Locating and contacting homeless individuals or families in the community and inform them of available services.

Substance Abuse Services

Providing or arranging services for participants to attend NA (Narcotics Anonymous) or other programs that address substance abuse issues.

Transportation

Transporting or purchasing services, such as bus tokens or taxi fares for participants to obtain medical care, public assistance, education, training and other services not provided on site.

Fiscal Year End Program Data

The following statistics were downloaded directly from the Department's ETH web-based reporting system. All of the following program data was compiled from the quarterly reports submitted by the ETH providers.

Number of Homeless Persons

Listed below is the total number of adults and children under the age of 18 that utilized ETH during the fiscal year.

Adults	Children Under 18	Total
22,549	**8,351**	**30,900**

Number of Homeless Households

Single Male	11,422
Single Female	5,822
Couple No Child	269
Couple W/Child	734
Male W/Child	173
Female W/Child	2,972
Total Unduplicated Households	**21,392**

Prior Living Situation

The ETH participants reported sleeping in the following places in the week prior to entering the program.

Prior Living Situation	Adults	Children Under Age 18
Non-housing (street, park, car, bus station, etc.)	5,200	733
Emergency Shelter	6,035	3,261
Transitional Housing for homeless persons	358	154
Permanent Housing	237	73
Psychiatric facility	183	1
Substance abuse treatment facility	487	10
Hospital	482	55
Jail / Prison	743	132
Domestic violence situation	974	684
Living with relatives / friends	5,162	2,021
Rental housing / Eviction	1,422	643
Disaster / Fire	96	74
Condemned housing	118	68
Other	1,052	442
Total	**22,549**	**8,351**

Other Shelters

This section provides the number of participants that used "other" shelters in the year prior to entering the Emergency and Transitional Housing Program. If no shelters were utilized during the prior year, the number of these participants were reported in the "None" category.

Number of Shelters	Adults	Children Under Age 18
None	12,169	4,360
1	5,778	2,285
2	2,649	976
3	950	279
4	464	129
5 or more	539	322
Total	**22,549**	**8,351**

Age and Gender

This section describes the age and gender of all participants that entered the program during the fiscal year.

Age	Males	Females
62 and over	909	424
51 - 61	3,221	1,368
31 - 50	5,124	3,871
18 - 30	3,515	4,032
Emancipated Minor or Unaccompanied Youth*	37	46
Total Adults 22,547		

13 - 17	494	601
6 - 12	1,554	1,643
1 - 5	1,590	1,679
under 1	380	382
Total Children 8,323		

Age and Gender of Reunited Family Members or Newborns

The age and gender of newborns, other family members, emancipated minors, or unaccompanied youth reunited with a participant that entered the ETH program during the fiscal year is provided in this section.

Age	Male	Female
62 and over	0	0
51 - 61	0	0
31 - 50	0	1
18 - 30	0	1
Emancipated Minor or Unaccompanied Youth*	0	0
Total Reunited Adults 2		

13 - 17	0	1
6 - 12	1	1
1 - 5	1	1
under 1	9	14
Total Reunited Children 28		

* Emanicipated or Unaccompanied Youth are defined as: emancipated minors, unaccompanied youth, married youth and/or a youth with a child.

Ethnicity

This section provides the ethnicity of the ETH participants entering the program within the fiscal year.

Ethnicity	Adults	Children Under Age 18
Hispanic or Latino	2,149	1,130
Non-Hispanic and Non-Latino	20,400	7,221
Total	**22,549**	**8,351**

Race

This section provides the race of participants entering the ETH Program during the fiscal year.

Race	Adults	Children Under Age 18
American Indian/Alaskan Native	145	33
Asian	148	32
Black/African American	12,555	5,781
Native Hawaiian/Other Pacific Islander	107	34
White	8,400	1,666
American Indian/Alaskan Native & White	58	9
Asian & White	18	9
Black/African American & White	374	441
American Indian/Alaskan Native & Black/African American	44	21
Other *	700	325
Total	**22,549**	**8,351**

* The "Other" category exists for participants that do not declare themselves in any of the given categories.

Special Needs

This section provides information regarding the types of special needs declared by the ETH program participants upon entering the program. (A participant may have multiple special needs.)

Special Need / Conditions	Adults	Children Under Age 18
Substance Abuse (SA)	3,128	12
Alcohol Abuse (AA)	2,384	4
Mental Illness (MI)	6,218	171
Developmental Disability (DD)	843	199
Physical Disability (PD)	2,664	57
HIV and / or AIDS (HIV)	231	0
Chronic Medical Health Problem	2,774	115
Domestic Violence	3,353	1,176
Unaccompanied Youth	210	1
Pregnant / Parenting Teen	250	4
Ex-Offenders	2,670	2
Other	552	47
Total	**25,277**	**1,788**

Disabling Condition

The number of program participants declaring a disabling condition
upon entry into the program is reported in this section.

7,642

The definition of a disabling condition is:

1. A disability as defined in Section 223 of the Social Security Act;
2. a physical, mental, or emotional impairment which is expected to be of a long continued and indefinite duration; substantially impedes an individual's ability to live independently, and of such a nature that such ability could be more suitable housing conditions;
3. a developmental disability as defined in section 102 of the Developmental Disabilities Assistance and Bill of Rights Act;
4. the disease of acquired immunodeficiency syndrome or any conditions arising from the etiological agency for acquired immunodeficiency syndrome; or
5. a diagnosable substance abuse disorder.

Veterans

The number of participants that declared themselves as a veteran* that
participated in the ETH Program is reported in this section.

867

* A veteran is anyone who has ever been on active military status.

Cash Income

This section provides monthly cash income levels for all ETH program participants <u>entering</u> the program
and the income status of program participants when <u>exiting</u> the program.

Entering the Program

	Adults	Children Under 18
No Income	13,890	7,669
$1 to 150	376	86
$151 to 250	363	44
$251 to 500	1,013	124
$501 to 1000	4,135	254
$1001 to 1500	1,514	87
$1501 to 2000	770	54
$2001 +	484	29
Total	**22,545**	**8,347**

Exiting the Program

	Adults	Children Under 18
No Income	7,999	5,743
$1 to 150	345	149
$151 to 250	321	40
$251 to 500	807	122
$501 to 1000	3,225	241
$1001 to 1500	1,489	120
$1501 to 2000	776	58
$2001 +	449	38
Total	**15,411**	**6,511**

Sources of Cash Income

The sources of cash income for all participants <u>entering</u> the ETH program are provided in this section. Participants may have multiple sources of cash income.

Entering the Program

Income Source	Adults	Children Under 18
AABD	87	11
Alimony / Spousal Support	25	0
Child Support (or DCFS Grant)	267	74
Employment and Training	165	9
Employment Income	3,704	264
Pension / Retirement	118	3
Private Disability Insurance	12	2
Social Security	292	23
SSDI	1,424	47
SSI	2,516	163
Targeted Work Initiative	9	0
Temp. Asst. Needy Families (TANF)	616	173
Transitional / GA / Earnfare	39	2
Unemployment Benefits	143	10
Veterans Benefits	98	3
Work First / Work Pays	10	1
Worker's Compensation	7	0
Total	**9,532**	**785**

Sources of Cash Income (continued)

The sources of cash income for all participants <u>exiting</u> the ETH program are provided in this section. Participants may have multiple sources of cash income.

Exiting the Program

Income Source	Adults	Children Under 18
AABD	29	14
Alimony / Spousal Support	18	2
Child Support (or DCFS Grant)	177	73
Employment and Training	331	30
Employment Income	3,380	304
Pension / Retirement	101	3
Private Disability Insurance	24	3
Social Security	282	20
SSDI	1,063	34
SSI	1,990	302
Targeted Work Initiative	7	42
Temp. Asst. Needy Families (TANF)	570	194
Transitional / GA / Earnfare	145	86
Unemployment Benefits	106	4
Veterans Benefits	88	3
Work First / Work Pays	3	1
Worker's Compensation	12	0
Total	**8,326**	**1,115**

Non-Cash Benefits

The non-cash benefits for all participants <u>entering</u> the program are provided in this section, as well as the non-cash benefits for all participants <u>exiting</u> the program during the fiscal year.

Entering the Program

Source of Benefits	Adults	Children Under 18
All Kids	183	964
Child Care Assistance	75	78
Emergency Food Assistance	2,847	786
LIHEAP	78	29
Teen Parent Program	30	21
WIC	389	334
Medical Card	11,884	5,215
Other	1,958	344
Total	**17,444**	**7,771**

Exiting the Program

Source of Benefits	Adults	Children Under 18
All Kids	188	709
Child Care Assistance	151	127
Emergency Food Assistance	2,430	625
LIHEAP	91	36
Teen Parent Program	31	24
WIC	378	289
Medical Card	8,742	4,207
Other	1,650	339
Total	**13,661**	**6,356**

Supplemental Nutrition Assistance Program / SNAP
(formerly known as Food Stamps)

This section provides an unduplicated number of <u>households</u> <u>entering</u> the program during the fiscal year that were either currently enrolled, agency enrolled or ineligible for the program.

Enrolled Prior to Entering:	11,507
Enrolled After Entering:	6,511
Ineligible:	3,374
Total Households:	**21,392**

Shelter Nights and Meals

The total number of shelter nights and meals served to all program participants during the fiscal year is provided in this section.

Shelter Nights

	Overnight Shelter	Voucher Shelter	Transitional Shelter
Male Adults	575,065	5,694	50,943
Male Children	240,600	5,766	106,296
Female Adults	409,833	8,504	154,617
Female Children	248,820	7,324	115,077
Total	**1,474,318**	**27,288**	**426,933**
Grand Total			**1,928,539**

Shelter Meals

	Overnight Shelter	Voucher Shelter	Transitional Shelter
Meals Served / purchased / or Vouchered for All Participants	**1,422,023**	**21,033**	**524,366**
Grand Total			**1,967,422**

Supportive Services

The supportive services provided to all program participants during the fiscal year is represented in this section. (Advocacy, Case Management, and Counseling are required supportive services.)

Supportive Services	Adults	Children
Advocacy	111,529	21,325
Case Management	256,725	26,544
Counseling		
Financial	52,768	4,727
Life Skills	128,015	17,512
Other Counseling Services	48,986	10,125
Alcohol Abuse Services	19,434	441
Child Care	2,909	1,907
Children's Services	8,596	16,101
Domestic Violence	6,235	962
Education	15,491	6,199
Employment Services	48,436	1,609
English as Second Language	2,126	258
Follow-up Services	37,391	2,735
Health / Dental Service	26,016	2,575
HIV / AIDS Related Services	5,258	141
Housing Location / Inspection	19,085	3,657
Mental Health Services	19,803	2,698
Legal Service Referrals	5,108	73
Outreach	14,907	1,551
Substance Abuse Services	33,010	473
Transportation	85,851	4,020
Other	142,268	19,227
Total	**1,089,947**	**144,860**
Grand Total	**1,234,807**	

Length of Stay

This section provides information regarding the length of time participants spent in the Emergency and Transitional Housing Program before leaving.

Time Period	Adults	Children Under Age 18
Less than 1 month	8,672	2,966
1 to 2 months	3,010	1,251
3 - 6 months	2,503	1,364
7 - 12 months	794	584
13 - 24 months	336	284
25 months - 3 years	79	61
4 - 5 years	11	1
6 - 7 years	5	0
8 - 10 years	1	0
10 years and up	3	0
Total	**15,414**	**6,511**

Reason for Departure

Upon departing from the Emergency and Transitional Housing Program, the following reasons were cited for all program participants during the fiscal year.

Reason for Departure	Adults	Children Under Age 18
Left for housing opportunity before completing program	1,464	924
Completed program	4,213	2,440
Non-payment of rent / occupancy charge	12	11
Non-compliance with project	1,127	360
Criminal activity / destruction of property / violence	306	115
Reached maximum time allowed in project	663	316
Needs could not be met by project	238	89
Disagreement with rules / persons	632	295
Death	23	14
Voucher funds exhausted	16	5
Voluntary Departure	2,784	1,143
Unknown / disappeared	3,103	655
Other	833	144
Total	**15,414**	**6,511**

* Transitional shelter programs are allowed to charge up to 30 % of participant income for rent.

Destination

This section provides the destination of the participants who <u>exited</u> the program
during the fiscal year and were not expected to return.

Permanent Housing Destination	Adults	Children Under Age 18
Rental house or apartment (non-subsidized)	1,598	970
Public Housing	209	230
Section 8	75	107
Shelter Plus Care	29	4
HOME subsidized house or apartment	216	145
Other subsidized house or apartment	499	385
Homeownership	22	25
Moved in with family or friends	1,602	912
Transitional Housing Destination (24 Months or Less)		
Transitional Opportunity	324	149
Moved in with family or friends	1,694	1,033
Institutional Destination		
Psychiatric hospital	63	2
Inpatient alcohol or other drug treatment facility	197	6
Jail / prison	154	1
Other Emergency Shelter Destination		
Emergency Shelter	1,067	442
Other supportive housing	145	21
Places not meant for human habitation (e.g. street)	424	82
Other	1,312	554
Unknown Destination		
Unknown	5,784	1,443
Total	**15,414**	**6,511**

Reason for Turnaway

This section provides information regarding the reason participants were turned away from
the Emergency and Transitional Housing Program during the fiscal year.

Reason For Turnaway	Adults	Children Under Age 18
No Vacancy	7,757	5,413
No Voucher Funds	1,089	689
Inappropriate for shelter	7,795	4,147
Refused to accept rules	995	133
Found other housing	1,102	495
Total	**18,738**	**10,877**

Turnaway Referral

This section represents a duplicated count of the referrals made to program participants for other social services that were turned away from the Emergency and Transitional Housing Program.

18,255

Primary Language

The Department is attempting to identify the total number of program participants that could not speak or read English. A duplicated count of the primary language for these program participants is provided in this section.

Category	Number of Adults	Number of Children
Albanian	0	0
Arabic	11	3
Bosnian	2	0
Bulgarian	5	0
Chinese	3	0
French	15	8
Gujarati	0	0
Hindi	4	0
Khmer	1	0
Korean	2	0
Lithuanian	1	0
Mandingo	0	0
Polish	16	0
Romanian	7	0
Russian	17	10
Spanish	370	153
Ukranian	4	0
Urdu	1	0
Uzbek	0	0
Vietnamese	1	0
Other - Asian	3	0
Other - African	11	12
Other - Central and South American	0	0
Other - European	1	0
Other - Indian	0	0
Other	24	11
Total	**499**	**197**