



**Illinois Department of Human Services**  
**ILLINOIS EMERGENCY & TRANSITIONAL HOUSING PROGRAM**  
**REPORT TO THE GENERAL ASSEMBLY**  
**State Fiscal Year 2014**



## **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 2014, \$ 8.8 million 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 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 Support administer 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 serves at least one meal and provides 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 provides 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 can not 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
<b>27,363</b>	<b>10,673</b>	<b>38,036</b>

### Number of Homeless Households

Single Male	14,791
Single Female	6,172
Couple No Child	228
Couple W/Child	563
Male W/Child	166
Female W/Child	4,467
<b>Total Unduplicated Households</b>	<b>26,387</b>



### 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.)	4,649	473
Emergency Shelter	5,128	2,093
Transitional Housing for homeless persons	568	344
Permanent Housing	287	147
Psychiatric facility	199	1
Substance abuse treatment facility	489	17
Hospital	492	46
Jail / Prison	1,101	15
Domestic violence situation	917	871
Living with relatives / friends	9,173	4,391
Rental housing / Eviction	2,471	1,509
Disaster / Fire	128	99
Condemned housing	122	80
Other	1,639	587
<b>Total</b>	<b>27,363</b>	<b>10,673</b>

### 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	16,747	6,758
1	6,976	2,785
2	2,268	765
3	759	206
4	311	117
5 or more	302	42
<b>Total</b>	<b>27,363</b>	<b>10,673</b>





### 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	768	263
51 - 61	3,792	1,402
31 - 50	6,418	4,650
18 - 30	4,875	5,106
Emancipated Minor or Unaccompanied Youth*	46	39
<b>Total Adults</b>	<b>27,359</b>	

13 - 17	678	757
6 - 12	1,940	1,938
1 - 5	2,204	2,028
under 1	560	541
<b>Total Children</b>	<b>10,646</b>	

### 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	3	0
18 - 30	1	0
Emancipated Minor or Unaccompanied Youth*	0	0
<b>Total Reunited Adults</b>	<b>4</b>	

13 - 17	0	1
6 - 12	3	1
1 - 5	0	1
under 1	6	15
<b>Total Reunited Children</b>	<b>27</b>	

\* Emancipated 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	2,533	1,347
Non-Hispanic and Non-Latino	24,830	9,326
<b>Total</b>	<b>27,363</b>	<b>10,673</b>

### 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	154	25
Asian	122	24
Black / African American	15,095	7,203
Native Hawaiian / Other Pacific Islander	162	19
White	10,113	2,155
American Indian / Alaskan Native & White	88	21
Asian & White	45	27
Black / African American & White	526	641
American Indian / Alaskan Native & Black / African American	60	15
Other *	998	543
<b>Total</b>	<b>27,363</b>	<b>10,673</b>

\* 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)	4,088	117
Alcohol Abuse (AA)	3,323	70
Mental Illness (MI)	5,420	209
Developmental Disability (DD)	571	173
Physical Disability (PD)	2,462	74
HIV and / or AIDS (HIV)	279	2
Chronic Medical Health Problem	2,732	293
Domestic Violence	2,367	1,168
Unaccompanied Youth	487	0
Pregnant / Parenting Teen	405	6
Ex-Offenders	2,674	96
Other	478	93
<b>Total</b>	<b>25,286</b>	<b>2,301</b>

### Disabling Condition

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

**7,130**

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.

**1,647**

\* 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 entering the program and the income status of program participants when exiting the program.

#### Entering the Program

	<b>Adults</b>	<b>Children under 18</b>
No Income	17,663	9,350
\$1 to 150	590	62
\$151 to 250	832	155
\$251 to 500	1,825	409
\$501 to 1000	4,385	415
\$1001 to 1500	1,226	160
\$1501 to 2000	458	81
\$2001 +	384	41
<b>Total</b>	<b>27,363</b>	<b>10,673</b>

#### Exiting the Program

	<b>Adults</b>	<b>Children under 18</b>
No Income	10,613	6,693
\$1 to 150	528	62
\$151 to 250	644	128
\$251 to 500	1,741	532
\$501 to 1000	3,665	574
\$1001 to 1500	1,339	238
\$1501 to 2000	444	129
\$2001 +	364	44
<b>Total</b>	<b>19,338</b>	<b>8,400</b>



### Sources of Cash Income

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

#### Entering the Program

<b>Income Source</b>	<b>Adults</b>	<b>Children under 18</b>
AABD	43	1,139
Alimony / Spousal Support	31	16
Child Support (or DCFS Grant)	340	203
Employment and Training	162	0
Employment Income	3,524	463
Pension / Retirement	125	3
Private Disability Insurance	6	0
Social Security	493	59
SSDI	1,484	90
SSI	2,391	298
Targeted Work Initiative	6	0
Temp. Asst. Needy Families (TANF)	1,329	697
Transitional / GA / Earnfare	89	9
Unemployment Benefits	442	36
Veterans Benefits	272	3
Work First / Work Pays	2	0
Worker's Compensation	35	0
<b>Total</b>	<b>10,774</b>	<b>3,016</b>



### Sources of Cash Income (continued)

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

#### Exiting the Program

<b>Income Source</b>	<b>Adults</b>	<b>Children under 18</b>
AABD	23	60
Alimony / Spousal Support	20	1
Child Support (or DCFS Grant)	269	267
Employment and Training	179	15
Employment Income	3,838	567
Pension / Retirement	73	3
Private Disability Insurance	1	0
Social Security	386	77
SSDI	1,249	80
SSI	1,814	322
Targeted Work Initiative	5	0
Temp. Asst. Needy Families (TANF)	1,320	758
Transitional / GA / Earnfare	92	2
Unemployment Benefits	307	50
Veterans Benefits	161	2
Work First / Work Pays	2	0
Worker's Compensation	32	0
<b>Total</b>	<b>9,771</b>	<b>2,204</b>



### **Non-Cash Benefits**

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

#### **Entering the Program**

<b>Source of Benefits</b>	<b>Adults</b>	<b>Children under 18</b>
All Kids	931	2,687
Child Care Assistance	106	94
Emergency Food Assistance	3,883	1,291
LIHEAP	98	68
Teen Parent Program	55	25
WIC	497	677
Medical Card	5,663	4,638
Other	793	111
<b>Total</b>	<b>12,026</b>	<b>9,591</b>

#### **Exiting the Program**

<b>Source of Benefits</b>	<b>Adults</b>	<b>Children under 18</b>
All Kids	856	2,349
Child Care Assistance	98	88
Emergency Food Assistance	2,874	1,208
LIHEAP	106	54
Teen Parent Program	47	24
WIC	394	568
Medical Card	5,243	3,830
Other	789	111
<b>Total</b>	<b>10,407</b>	<b>8,232</b>



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

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

<b>Enrolled Prior to Entering:</b>	13,521
<b>Enrolled After Entering:</b>	9,842
<b>Ineligible:</b>	3,024
<b>Total Households:</b>	<b>26,387</b>

**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**

	<b>Overnight Shelter</b>	<b>Voucher Shelter</b>	<b>Transitional Shelter</b>
Male Adults	760,129	2,947	88,735
Male Children	250,199	3,321	116,308
Female Adults	466,164	4,864	170,534
Female Children	239,467	3,487	131,180
<b>Total</b>	<b>1,715,959</b>	<b>14,619</b>	<b>506,757</b>
<b>Grand Total</b>			<b>2,237,335</b>

**Shelter Meals**

Meals Served / purchased / or Vouchered for All Participants	<b>3,674,715</b>	<b>12,746</b>	<b>669,624</b>
<b>Grand Total</b>			<b>4,357,085</b>





### 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.)

<b>Supportive Services</b>	<b>Adults</b>	<b>Children</b>
Advocacy	105,939	14,540
Case Management	240,767	37,455
Counseling		
Financial	61,452	5,549
Life Skills	146,644	15,571
Other Counseling Services	57,415	11,498
Alcohol Abuse Services	28,784	151
Child Care	7,139	11,727
Children's Services	6,451	18,149
Domestic Violence	4,759	686
Education	25,091	6,414
Employment Services	48,413	1,460
English as Second Language	1,328	177
Follow-up Services	56,036	9,553
Health / Dental Service	28,055	3,408
HIV / AIDS Related Services	4,973	38
Housing Location / Inspection	39,087	3,333
Mental Health Services	17,384	932
Legal Service Referrals	5,081	1,152
Outreach	24,219	4,499
Substance Abuse Services	36,679	361
Transportation	126,785	8,319
Other	102,961	10,433
<b>Total</b>	<b>1,175,442</b>	<b>165,405</b>
<b>Grand Total</b>		<b>1,340,847</b>



### Length of Stay

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

<b>Time Period</b>	<b>Adults</b>	<b>Children Under Age 18</b>
Less than 1 month	9,350	3,709
1 to 2 months	4,140	1,848
3 - 6 months	3,616	1,950
7 - 12 months	1,324	628
13 - 24 months	355	208
25 months - 3 years	539	49
4 - 5 years	13	8
6 - 7 years	1	0
8 - 10 years	0	0
10 years and up	0	0
<b>Total</b>	<b>19,338</b>	<b>8,400</b>

### 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.

<b>Reason for Departure</b>	<b>Adults</b>	<b>Children Under Age 18</b>
Left for housing opportunity before completing program	2,232	1,088
Completed program	4,537	2,965
Non-payment of rent / occupancy charge	14	47
Non-compliance with project	1,638	673
Criminal activity / destruction of property / violence	310	154
Reached maximum time allowed in project	979	594
Needs could not be met by project	266	71
Disagreement with rules / persons	733	262
Death	24	2
Voucher funds exhausted	29	12
Voluntary Departure	3,805	1,709
Unknown / disappeared	3,870	647
Other	901	176
<b>Total</b>	<b>19,338</b>	<b>8,400</b>

\* 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 exited the program during the fiscal year and were not expected to return.

<b>Permanent Housing Destination</b>	<b>Adults</b>	<b>Children Under Age 18</b>
Rental house or apartment (non-subsidized)	2,044	1,197
Public Housing	265	204
Section 8	89	110
Shelter Plus Care	67	17
HOME subsidized house or apartment	204	140
Other subsidized house or apartment	718	488
Homeownership	43	37
Moved in with family or friends	2,070	1,259
<b>Transitional Housing Destination (24 Months or Less)</b>		
Transitional Opportunity	723	439
Moved in with family or friends	1,653	919
<b>Institutional Destination</b>		
Psychiatric hospital	69	14
Inpatient alcohol or other drug treatment facility	278	19
Jail / prison	160	19
<b>Other Emergency Shelter Destination</b>		
Emergency Shelter	1,073	441
Other supportive housing	174	83
Places not meant for human habitation (e.g. street)	228	9
Other	878	312
<b>Unknown Destination</b>		
Unknown	8,602	2,693
<b>Total</b>	<b>19,338</b>	<b>8,400</b>

### 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.

<b>Reason For Turnaway</b>	<b>Adults</b>	<b>Children Under Age 18</b>
No Vacancy	18,907	16,108
No Voucher Funds	13	2
Inappropriate for shelter	7,982	2,290
Refused to accept rules	1,648	326
Found other housing	1,001	877
<b>Total</b>	<b>29,551</b>	<b>19,603</b>



### 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.

**28,062**

### 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.

<b>Category</b>	<b>Number of Adults</b>	<b>Number of Children</b>
Albanian	4	2
Arabic	8	4
Bosnian	1	0
Bulgarian	2	2
Chinese	1	0
French	19	2
Gujarati	1	0
Hindi	1	0
Khmer	0	0
Korean	3	0
Lithuanian	1	0
Mandingo	0	0
Polish	28	4
Romanian	1	0
Russian	5	8
Spanish	654	170
Ukranian	2	2
Urdu	3	1
Uzbek	0	0
Vietnamese	1	0
Other - Asian	7	0
Other - African	15	7
Other - Central and South American	3	2
Other - European	3	0
Other - India	0	0
Other	11	3
<b>Total</b>	<b>774</b>	<b>207</b>