



Illinois Department of Human Services

ILLINOIS EMERGENCY & TRANSITIONAL HOUSING PROGRAM

REPORT TO THE GENERAL ASSEMBLY

State Fiscal Year 2016



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 2016, \$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 (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
23,796	9,106	32,902

Number of Homeless Households

Single Male	12,629
Single Female	5,667
Couple No Child	157
Couple W/Child	658
Male W/Child	131
Female W/Child	3,610
Total Unduplicated Households	22,852

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.)	4,244	333
Emergency Shelter	5,322	2,423
Transitional Housing for homeless persons	488	232
Permanent Housing	257	145
Psychiatric facility	264	1
Substance abuse treatment facility	460	17
Hospital	525	44
Jail / Prison	895	3
Domestic violence situation	758	690
Living with relatives / friends	7,485	3,743
Rental housing / Eviction	1,891	1,065
Disaster / Fire	49	42
Condemned housing	109	40
Other	1,049	328
Total	23,796	9,106

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	12,908	5,042
1	6,850	2,552
2	2,569	1,032
3	829	277
4	367	146
5 or more	273	57
Total	23,796	9,106

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	781	330
51 - 61	3,366	1,391
31 - 50	5,574	3,921
18 - 30	4,223	4,153
Emancipated Minor or Unaccompanied Youth*	24	33
Total Adults	23,796	

13 - 17	544	615
6 - 12	1,618	1,681
1 - 5	1,865	1,793
under 1	469	500
Total Children	9,085	

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	0
18 - 30	0	0
Emancipated Minor or Unaccompanied Youth*	0	0
Total Reunited Adults	0	

13 - 17	0	0
6 - 12	1	0
1 - 5	3	3
under 1	4	10
Total Reunited Children	21	

* 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	2,417	1,127
Non-Hispanic and Non-Latino	21,379	7,979
Total	23,796	9,106

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	146	36
Asian	151	19
Black/African American	13,616	6,818
Native Hawaiian/Other Pacific Islander	59	29
White	8,410	1,403
American Indian/Alaskan Native & White	65	15
Asian & White	34	28
Black/African American & White	438	294
American Indian/Alaskan Native & Black/African American	48	27
Other *	829	437
Total	23,796	9,106

* 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)	3,577	29
Alcohol Abuse (AA)	3,058	15
Mental Illness (MI)	5,726	238
Developmental Disability (DD)	700	181
Physical Disability (PD)	2,644	64
HIV and / or AIDS (HIV)	265	0
Chronic Medical Health Problem	2,895	232
Domestic Violence	2,570	951
Unaccompanied Youth	276	24
Pregnant / Parenting Teen	416	14
Ex-Offenders	2,864	5
Other	279	42
Total	25,270	1,795

Disabling Condition

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

7,317

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.

1,112

* 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

	Adults	Children Under 18
No Income	14,847	8,327
\$1 to 150	503	54
\$151 to 250	556	75
\$251 to 500	1,365	180
\$501 to 1000	4,285	288
\$1001 to 1500	1,360	122
\$1501 to 2000	540	38
\$2001 +	340	22
Total	23,796	9,106

Exiting the Program

	Adults	Children Under 18
No Income	9,334	6,586
\$1 to 150	382	41
\$151 to 250	467	35
\$251 to 500	1,307	199
\$501 to 1000	3,442	197
\$1001 to 1500	1,282	113
\$1501 to 2000	491	59
\$2001 +	319	29
Total	17,024	7,259

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

Income Source	Adults	Children Under 18
AABD	61	41
Alimony / Spousal Support	59	2
Child Support (or DCFS Grant)	406	154
Employment and Training	402	10
Employment Income	3,565	267
Pension / Retirement	152	0
Private Disability Insurance	1,260	931
Social Security	334	25
SSDI	2,048	937
SSI	2,434	192
Targeted Work Initiative	29	3
Temp. Asst. Needy Families (TANF)	723	247
Transitional / GA / Earnfare	83	2
Unemployment Benefits	339	39
Veterans Benefits	254	0
Work First / Work Pays	24	1
Worker's Compensation	48	0
Total	12,221	2,851

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

Income Source	Adults	Children Under 18
AABD	14	15
Alimony / Spousal Support	78	10
Child Support (or DCFS Grant)	294	95
Employment and Training	365	18
Employment Income	3,672	263
Pension / Retirement	122	0
Private Disability Insurance	1,319	961
Social Security	244	13
SSDI	1,784	942
SSI	1,899	164
Targeted Work Initiative	18	2
Temp. Asst. Needy Families (TANF)	505	219
Transitional / GA / Earnfare	123	2
Unemployment Benefits	295	23
Veterans Benefits	126	0
Work First / Work Pays	10	2
Worker's Compensation	44	0
Total	10,912	2,729

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

Source of Benefits	Adults	Children Under 18
All Kids	602	1,934
Child Care Assistance	215	91
Emergency Food Assistance	4,586	1,478
LIHEAP	46	39
Teen Parent Program	39	33
WIC	602	646
Medical Card	10,433	4,587
Other	1,084	157
Total	17,607	8,965

Exiting the Program

Source of Benefits	Adults	Children Under 18
All Kids	584	1,610
Child Care Assistance	204	99
Emergency Food Assistance	3,524	1,070
LIHEAP	42	16
Teen Parent Program	30	28
WIC	455	459
Medical Card	8,673	3,827
Other	744	146
Total	14,256	7,255



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.

Enrolled Prior to Entering:	13,529
Enrolled After Entering:	7,041
Ineligible:	2,282
Total Households:	22,852

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	702,166	643	52,284
Male Children	233,485	1,064	99,508
Female Adults	446,030	1,366	144,634
Female Children	225,529	1,239	100,009
Total	1,607,210	4,312	396,435
Grand Total			2,007,957

Shelter Meals

Meals Served / purchased / or Vouchered for All Participants	2,744,473	1,924	385,372
Grand Total			3,131,769

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	117,327	181,251
Case Management	280,740	27,651
Counseling		
Financial	60,126	1,071
Life Skills	139,089	29,723
Other Counseling Services	66,723	18,829
Alcohol Abuse Services	26,345	19
Child Care	5,130	8,960
Children's Services	9,523	20,127
Domestic Violence	15,883	2,997
Education	51,535	4,508
Employment Services	81,554	78
English as Second Language	10,524	425
Follow-up Services	74,164	8,415
Health / Dental Service	32,176	1,953
HIV / AIDS Related Services	10,084	30
Housing Location / Inspection	36,075	6,390
Mental Health Services	21,552	345
Legal Service Referrals	7,903	759
Outreach	24,655	2,262
Substance Abuse Services	42,519	83
Transportation	135,644	9,936
Other	56,828	4,364
Total	1,306,099	330,176
Grand Total		1,636,275

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	8,318	2,957
1 to 2 months	3,337	1,589
3 - 6 months	3,656	1,721
7 - 12 months	1,423	723
13 - 24 months	233	225
25 months - 3 years	44	37
4 - 5 years	6	2
6 - 7 years	7	5
8 - 10 years	0	0
10 years and up	0	0
Total	17,024	7,259

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	2,167	968
Completed program	4,127	2,542
Non-payment of rent / occupancy charge	14	13
Non-compliance with project	1,389	557
Criminal activity / destruction of property / violence	294	140
Reached maximum time allowed in project	567	210
Needs could not be met by project	278	66
Disagreement with rules / persons	614	243
Death	27	1
Voucher funds exhausted	20	0
Voluntary Departure	3,882	1,761
Unknown / disappeared	2,830	678
Other	815	80
Total	17,024	7,259

* 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.

Permanent Housing Destination	Adults	Children Under Age 18
Rental house or apartment (non-subsidized)	1,787	1,025
Public Housing	250	200
Section 8	91	97
Shelter Plus Care	33	6
HOME subsidized house or apartment	169	97
Other subsidized house or apartment	620	434
Homeownership	20	19
Moved in with family or friends	2,403	1,340
Transitional Housing Destination (24 Months or Less)		
Transitional Opportunity	392	176
Moved in with family or friends	1,375	610
Institutional Destination		
Psychiatric hospital	84	3
Inpatient alcohol or other drug treatment facility	224	10
Jail / prison	140	14
Other Emergency Shelter Destination		
Emergency Shelter	1,152	285
Other supportive housing	237	82
Places not meant for human habitation (e.g. street)	245	8
Other	764	304
Unknown Destination		
Unknown	7,038	2,549
Total	17,024	7,259

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	16,243	11,915
No Voucher Funds	1,060	325
Inappropriate for shelter	6,590	4,817
Refused to accept rules	799	136
Found other housing	888	519
Total	25,580	17,712

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.

26,909

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	1	0
Arabic	9	1
Bosnian	0	0
Bulgarian	1	0
Chinese	3	0
French	17	19
Gujarati	0	0
Hindi	3	2
Khmer	0	0
Korean	2	0
Lithuanian	0	0
Mandingo	0	0
Polish	14	0
Romanian	1	0
Russian	6	0
Spanish	491	123
Ukranian	2	3
Urdu	4	1
Uzbek	0	0
Vietnamese	4	0
Other - Asian	11	11
Other - African	21	18
Other - Central and South American	3	1
Other - European	0	0
Other - Indian	1	0
Other	103	0
Total	697	179