



Illinois Department of Human Services

ILLINOIS EMERGENCY FOOD & SHELTER PROGRAM

REPORT TO THE GENERAL ASSEMBLY

State Fiscal Year 2010



Emergency Food and Shelter Program

PREFACE

The Illinois Department of Human Services (IDHS) Emergency Food and Shelter Program (EF&S) 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 Food and Shelter 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 EF&S Program.



Emergency Food and Shelter Program

Introduction

The Illinois Emergency Food and Shelter (EF&S) 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 EF&S 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 EF&S 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 2010, \$ 8.7 million in funding was allocated to the Emergency Food and Shelter Program providers.

Program Goal

The goal of the Emergency Food and Shelter 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 Food and Shelter 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 Human Capital Development, Bureau of Homeless Services and Supportive Housing administer the state funded EF&S 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 EF&S program deliverables are verified by IDHS staff through on-site field monitoring.

Funding

The General Revenue Fund (GRF) allocation for the EF&S 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 EF&S 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 EF&S 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 EF&S 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 EF&S Program. Upon execution of the EF&S 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 EF&S 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 EF&S funding provides for food and shelter, all organizations must also provide supportive services to receive funding from the EF&S Program.

The supportive services provided by the EF&S 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 their English language skills.
Follow Up	Assessing the need and providing additional services upon completion of, and discharge from the Emergency



	Food and Shelter 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 EF&S web-based reporting system. All of the following program data was compiled from the quarterly reports submitted by the EF&S providers.

Number of Homeless Persons

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

Adults	Children Under 18	Total
29,717	12,351	42,068

Number of Homeless Households

Single Male 16,111
Single Female 6,152

Couple No Child 200
Couple W/Child 656

Male W/Child 148
Female W/Child 5,324

Total Unduplicated Households 28,591



Prior Living Situation

The EF&S 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.)	4,627	476
Emergency Shelter	5,309	1,875
Transitional Housing for homeless persons	793	554
Permanent Housing	188	86
Psychiatric facility	167	4
Substance abuse treatment facility	608	88
Hospital	423	36
Jail / Prison	1,350	10
Domestic violence situation	1,218	1,141
Living with relatives / friends	9,462	5,306
Rental housing / Eviction	3,295	1,807
Disaster / Fire	284	300
Condemned housing	147	116
Other	1,846	552
Total	29,717	12,351

Other Shelters

This section provides the number of participants that used "other" shelters in the year prior to entering the Emergency Food and Shelter 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	17,356	7,819
1	7,795	2,989
2	2,843	1,005
3	913	299
4	343	98
5 or more	467	141
Total	29,717	12,351



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	668	230
51 - 61	4,213	1,296
31 - 50	8,940	5,201
18 - 30	3,649	5,437
Emancipated Minor or Unaccompanied Youth*	14	68
Total Adults	29,716	

13 - 17	758	881
6 - 12	2,004	2,084
1 - 5	2,706	2,480
under 1	723	688
Total Children	12,324	

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 EF&S 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	1
Emancipated Minor or Unaccompanied Youth*	0	0
Total Reunited Adults	1	

13 - 17	2	1
6 - 12	0	2
1 - 5	0	6
under 1	8	8
Total Reunited Children	27	

* 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 EF&S participants entering the program within the fiscal year.

Ethnicity	Adults	Children Under Age 18
Hispanic or Latino	2,473	1,312
Non-Hispanic and Non-Latino	27,244	11,039
Total	29,717	12,351

Race

This section provides the race of participants entering the EF&S Program during the fiscal year.

Race	Adults	Children under Age 18
American Indian / Alaskan Native	130	68
Asian	127	30
Black / African American	16,820	8,555
Native Hawaiian / Other Pacific Islander	47	21
White	10,232	2,211
American Indian / Alaskan Native	112	29
&White		
Asian &White	43	2
Black / African American &White	558	702
American Indian / Alaskan Native &Black / African American	60	40
Other *	1,588	693
Total	29,717	12,351

* 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 EF&S program participants upon entering the program. (A participant may have multiple special needs.)

Special Need / Conditions	Adults	Children under Age 18
Substance Abuse (SA)	7,289	122
Alcohol Abuse (AA)	6,679	45
Mental Illness (MI)	5,304	144
Developmental Disability (DD)	697	161
Physical Disability (PD)	1,973	39
HIV and / or AIDS (HIV)	208	3
Chronic Medical Health Problem	3,023	156
Domestic Violence	1,906	981
Unaccompanied Youth	44	14
Pregnant / Paranting Teen	324	42
Ex-Offenders	2,176	59
Other	528	60
Total	30,151	1,826

Disabling Condition

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

6,258

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 EF&S Program is reported in this section.

2,363

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

Cash Income

This section provides monthly cash income levels for all EF&S 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	19,111	10,017
\$1 to 150	938	223
\$151 to 250	1,196	203
\$251 to 500	2,297	698
\$501 to 1000	4,600	792
\$1001 to 1500	1,029	275
\$1501 to 2000	361	92
\$2001 +	185	51
Total	29,717	12,351

Exiting the Program

	Adults	Children under 18
No Income	10,967	8,129
\$1 to 150	679	245
\$151 to 250	874	182
\$251 to 500	1,888	592
\$501 to 1000	3,419	823
\$1001 to 1500	960	284
\$1501 to 2000	379	76
\$2001 +	191	52
Total	19,357	10,383



Sources of Cash Income

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

Entering the Program

Income Source	Adults	Children under 18
AABD	120	11
Alimony / Spousal Support	28	6
Child Support (or DCFS Grant)	446	453
Employment and Training	150	24
Employment Income	3,773	820
Pension / Retirement	121	0
Private Disability Insurance	17	1
Social Security	678	83
SSDI	1,514	149
SSI	2,077	295
Targeted Work Initiative	21	3
Temp. Asst. Needy Families (TANF)	1,074	797
Transitional / GA / Earnfare	189	8
Unemployment Benefits	918	113
Veterans Benefits	198	2
Work First / Work Pays	40	3
Worker's Compensation	71	1
Total	11,435	2,769



Sources of Cash Income (continued)

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

Exiting the Program

Income Source	Adults	Children under 18
AABD	75	10
Alimony / Spousal Support	53	8
Child Support (or DCFS Grant)	331	349
Employment and Training	195	52
Employment Income	3,732	761
Pension / Retirement	70	2
Private Disability Insurance	4	1
Social Security	379	107
SSDI	1,025	191
SSI	1,335	281
Targeted Work Initiative	96	3
Temp. Asst. Needy Families (TANF)	878	717
Transitional / GA / Earnfare	195	12
Unemployment Benefits	722	102
Veterans Benefits	109	1
Work First / Work Pays	13	3
Worker's Compensation	11	2
Total	9,223	2,602



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	461	1,752
Child Care Assistance	211	332
Emergency Food Assistance	2,502	1,409
LIHEAP	143	124
Teen Parent Program	42	52
WIC	824	1,437
Medical Card	6,139	6,366
Other	852	285
Total	11,174	11,757

Exiting the Program

Source of Benefits	Adults	Children under 18
All Kids	429	1,524
Child Care Assistance	219	331
Emergency Food Assistance	2,272	1,330
LIHEAP	115	151
Teen Parent Program	15	4
WIC	638	1,193
Medical Card	4,694	5,133
Other	827	196
Total	9,209	9,862



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:	14,779
Enrolled After Entering:	7,926
Ineligible:	5,886
Total Households:	28,591

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	551,109	4,399	247,717
Male Children	76,426	4,129	270,493
Female Adults	216,916	6,073	381,585
Female Children	83,263	4,610	255,283
Total	927,714	19,211	1,155,078
Grand Total			2,102,003

Shelter Meals

Meals Served / purchased / or Vouchedered for All Participants	2,023,903	18,892	1,485,600
Grand Total			3,528,395



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	199,843	34,293
Case Management	325,389	32,400
Counseling		
Financial	113,827	10,955
Life Skills	185,505	16,738
Other Counseling Services	69,980	9,133
Alcohol Abuse Services	55,948	233
Child Care	5,148	7,295
Children's Services	6,030	25,687
Domestic Violence	27,890	1,143
Education	24,840	3,685
Employment Services	62,372	959
English as Second Language	2,250	117
Follow-up Services	117,028	18,992
Health / Dental Service	26,178	5,125
HIV / AIDS Related Services	2,929	18
Housing Location / Inspection	33,547	1,059
Mental Health Services	42,621	2,960
Legal Service Referrals	4,490	128
Outreach	142,208	13,060
Substance Abuse Services	90,417	183
Transportation	366,187	44,482
Other	42,361	3,665
Total	1,946,988	232,310
Grand Total		2,179,298



Length of Stay

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

Time Period	Adults	Children Under Age 18
Less than 1 month	9,638	5,061
1 to 2 months	3,678	2,167
3 - 6 months	4,629	2,469
7 - 12 months	1,082	509
13 - 24 months	293	143
25 months - 3 years	29	28
4 - 5 years	3	0
6 - 7 years	0	4
8 - 10 years	0	0
10 years and up	5	2
Total	19,357	10,383

Reason for Departure

Upon departing from the Emergency Food and Shelter 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	2,741	1,801
Completed program	4,979	2,948
Non-payment of rent / occupancy charge	15	9
Non-compliance with project	1,775	1,016
Criminal activity / destruction of property / violence	298	183
Reached maximum time allowed in project	792	444
Needs could not be met by project	249	113
Disagreement with rules / persons	537	312
Death	20	6
Voucher funds exhausted	579	245
Voluntary Departure	4,128	2,632
Unknown / disappeared	2,607	550
Other	637	124
Total	19,357	10,383

* 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)	3,473	2,079
Public Housing	265	230
Section 8	131	164
Shelter Plus Care	68	15
HOME subsidized house or apartment	164	117
Other subsidized house or apartment	619	441
Homeownership	26	33
Moved in with family or friends	1,910	1,490
Transitional Housing Destination (24 Months or Less)		
Transitional Opportunity	767	744
Moved in with family or friends	2,015	1,218
Institutional Destination		
Psychiatric hospital	149	14
Inpatient alcohol or other drug treatment facility	203	15
Jail / prison	174	24
Other Emergency Shelter Destination		
Emergency Shelter	790	430
Other supportive housing	249	110
Places not meant for human habitation (e.g. street)	188	14
Other	1,791	1,389
Unknown Destination		
Unknown	6,375	1,856
Total	19,357	10,383

Reason for Turnaway

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

Reason For Turnaway	Adults	Children Under Age 18
No Vacancy	36,983	18,543
No Voucher Funds	191	94
Inappropriate for shelter	9,299	5,186
Refused to accept rules	2,642	145
Found other housing	2,066	1,344
Total	51,181	25,312



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 Food and Shelter Program.

40,535

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	5	0
Arabic	5	9
Bosnian	2	0
Bulgarian	5	0
Chinese	2	1
French	7	0
Gujarati	0	0
Hindi	3	0
Khmer	0	0
Korean	4	0
Lithuanian	0	0
Mandingo	0	0
Polish	92	1
Romanian	3	0
Russian	14	22
Spanish	893	173
Ukrainian	6	0
Urdu	0	0
Uzbek	0	0
Vietnamese	4	0
Other - Asian	5	1
Other - African	10	6
Other - Central and South American	0	0
Other - European	3	0
Other - India	4	0
Other	24	0
Total	1,091	213