



Illinois Department of Human Services
ILLINOIS EMERGENCY FOOD & SHELTER PROGRAM
REPORT TO THE GENERAL ASSEMBLY
State Fiscal Year 2009



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 2009, \$ 8.7 million in funding was allocated to the Emergency Food and Shelter Program.

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 Language 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
29,289	12,228	41,517

Number of Homeless Households

Single Male	16,182
Single Female	5,685
Couple No Child	246
Couple W/Child	681
Male W/Child	170
Female W/Child	5,103
Total Unduplicated Households	28,067



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.)	4,437	418
Emergency Shelter	5,084	1,959
Transitional Housing for homeless persons	1,058	722
Permanent Housing	333	141
Psychiatric facility	184	3
Substance abuse treatment facility	535	112
Hospital	425	32
Jail / Prison	1,338	9
Domestic violence situation	1,201	1,148
Living with relatives / friends	8,702	4,763
Rental housing / Eviction	3,570	1,781
Disaster / Fire	295	232
Condemned housing	165	145
Other	1,962	763
Total	29,289	12,228

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	17,552	7,669
1	7,526	3,068
2	2,706	865
3	753	335
4	302	121
5 or more	450	170
Total	29,289	12,228



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	587	206
51 - 61	4,208	1,400
31 - 50	9,319	5,075
18 - 30	3,482	4,916
Emancipated Minor or Unaccompanied Youth*	29	67
Total Adults	29,289	

13 - 17	785	878
6 - 12	2,015	2,060
1 - 5	2,609	2,488
under 1	687	669
Total Children	12,191	

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	0
Emancipated Minor or Unaccompanied Youth*	0	0
Total Reunited Adults	0	

13 - 17	1	1
6 - 12	0	3
1 - 5	2	0
under 1	13	17
Total Reunited Children	37	

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

Ethnicity	Adults	Children Under Age 18
Hispanic or Latino	2,120	1,112
Non-Hispanic and Non-Latino	27,169	11,116
Total	29,289	12,228

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	185	86
Asian	151	123
Black / African American	15,951	8,716
Native Hawaiian / Other Pacific Islander	42	10
White	10,780	2,204
American Indian / Alaskan Native & White	55	24
Asian & White	26	15
Black / African American & White	642	411
American Indian / Alaskan Native & Black / African American	35	19
Other *	1,422	620
Total	29,289	12,228

* 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)	6,989	122
Alcohol Abuse (AA)	6,793	70
Mental Illness (MI)	4,273	112
Developmental Disability (DD)	1,119	167
Physical Disability (PD)	1,812	54
HIV and / or AIDS (HIV)	285	6
Chronic Medical Health Problem	2,995	168
Domestic Violence	1,989	571
Unaccompanied Youth	60	24
Pregnant / Paranting Teen	251	50
Ex-Offenders	1,738	76
Other	613	49
Total	28,917	1,469

Disabling Condition

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

7,103

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.

2,665

* 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	18,432	10,232
\$1 to 150	902	155
\$151 to 250	1,322	185
\$251 to 500	2,286	497
\$501 to 1000	4,515	713
\$1001 to 1500	1,140	232
\$1501 to 2000	443	121
\$2001 +	249	93
Total	29,289	12,228

Exiting the Program

	Adults	Children under 18
No Income	10,169	8,432
\$1 to 150	544	110
\$151 to 250	915	215
\$251 to 500	2,026	405
\$501 to 1000	3,655	674
\$1001 to 1500	1,136	204
\$1501 to 2000	409	83
\$2001 +	246	52
Total	19,100	10,175



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	48	55
Alimony / Spousal Support	32	11
Child Support (or DCFS Grant)	438	365
Employment and Training	182	62
Employment Income	4,254	660
Pension / Retirement	116	10
Private Disability Insurance	16	2
Social Security	624	78
SSDI	1,619	166
SSI	2,059	381
Targeted Work Initiative	7	0
Temp. Asst. Needy Families (TANF)	809	438
Transitional / GA / Earnfare	300	2
Unemployment Benefits	623	68
Veterans Benefits	344	4
Work First / Work Pays	56	1
Worker's Compensation	52	0
Total	11,579	2,303



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	63	11
Alimony / Spousal Support	45	6
Child Support (or DCFS Grant)	313	293
Employment and Training	186	29
Employment Income	4,324	603
Pension / Retirement	72	0
Private Disability Insurance	7	0
Social Security	321	45
SSDI	1,016	152
SSI	1,537	319
Targeted Work Initiative	2	0
Temp. Asst. Needy Families (TANF)	721	461
Transitional / GA / Earnfare	176	8
Unemployment Benefits	498	61
Veterans Benefits	221	1
Work First / Work Pays	69	0
Worker's Compensation	33	2
Total	9,604	1,991



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	455	949
Child Care Assistance	287	331
Emergency Food Assistance	2,479	910
LIHEAP	161	99
Teen Parent Program	18	9
WIC	811	722
Medical Card	5,188	4,994
Other	945	150
Total	10,344	8,164

Exiting the Program

Source of Benefits	Adults	Children under 18
All Kids	320	625
Child Care Assistance	259	258
Emergency Food Assistance	2,246	999
LIHEAP	194	206
Teen Parent Program	31	12
WIC	695	728
Medical Card	4,198	4,137
Other	1,117	407
Total	9,060	7,372



**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:	12,633
Enrolled After Entering:	9,928
Ineligible:	5,506
Total Households:	28,067

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	508,663	4,742	227,585
Male Children	113,315	9,536	246,010
Female Adults	192,155	12,031	341,127
Female Children	84,045	8,370	266,287
Total	898,178	34,679	1,081,009
Grand Total			2,013,866

Shelter Meals

Meals Served / purchased / or Vouchered for All Participants	1,504,396	20,368	809,942
Grand Total			2,334,706



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	163,655	29,646
Case Management	312,379	42,886
Counseling		
Financial	87,971	4,224
Life Skills	172,694	5,991
Other Counseling Services	93,145	13,533
Alcohol Abuse Services	43,381	304
Child Care	8,901	6,670
Children's Services	9,982	15,772
Domestic Violence	3,267	303
Education	26,818	3,825
Employment Services	53,682	897
English as Second Language	2,058	46
Follow-up Services	123,174	13,866
Health / Dental Service	33,775	3,148
HIV / AIDS Related Services	4,068	113
Housing Location / Inspection	31,356	3,903
Mental Health Services	23,836	1,005
Legal Service Referrals	3,529	166
Outreach	169,104	29,102
Substance Abuse Services	46,381	317
Transportation	167,558	14,213
Other	48,499	5,941
Total	1,629,213	195,871
Grand Total		1,825,084



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	10,781	5,177
1 to 2 months	3,778	2,100
3 - 6 months	3,225	2,134
7 - 12 months	1,086	551
13 - 24 months	189	163
25 months - 3 years	39	50
4 - 5 years	2	0
6 - 7 years	0	0
8 - 10 years	0	0
10 years and up	0	0
Total	19,100	10,175

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	2,466	1,067
Completed program	4,585	3,011
Non-payment of rent / occupancy charge	53	23
Non-compliance with project	1,454	643
Criminal activity / destruction of property / violence	296	236
Reached maximum time allowed in project	867	490
Needs could not be met by project	167	100
Disagreement with rules / persons	746	566
Death	17	1
Voucher funds exhausted	305	248
Voluntary Departure	5,106	2,851
Unknown / disappeared	2,277	654
Other	761	285
Total	19,100	10,175

* 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)	2,591	1,839
Public Housing Section 8	349	324
Shelter Plus Care	158	187
HOME subsidized house or apartment	56	31
Other subsidized house or apartment	96	61
Homeownership	573	525
Moved in with family or friends	147	92
Transitional Housing Destination (24 Months or Less)	2,154	1,259
Transitional Opportunity	924	1,018
Moved in with family or friends	1,911	977
Institutional Destination		
Psychiatric hospital	78	18
Inpatient alcohol or other drug treatment facility	209	10
Jail / prison	133	15
Other Emergency Shelter Destination		
Emergency Shelter	1,080	330
Other supportive housing	174	73
Places not meant for human habitation (e.g. street)	393	12
Other	711	443
Unknown Destination		
Unknown	7,363	2,961
Total	19,100	10,175

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	13,124	8,860
No Voucher Funds	117	132
Inappropriate for shelter	4,404	3,187
Refused to accept rules	1,427	178
Found other housing	1,069	566
Total	20,141	12,923



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.

20,151

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	2	1
Arabic	11	9
Bosnian	0	0
Bulgarian	1	0
Chinese	2	0
French	6	0
Gujarati	0	0
Hindi	1	1
Khmer	0	0
Korean	4	1
Lithuanian	0	0
Mandingo	0	0
Polish	72	2
Romanian	4	1
Russian	9	0
Spanish	767	122
Ukranian	5	0
Urdu	3	5
Uzbek	0	0
Vietnamese	2	0
Other - Asian	9	5
Other - African	12	6
Other - Central and South American	1	0
Other - European	2	1
Other - India	0	0
Other	14	0
Total	927	154