

### **SECTION XIII            EMERGENCY SHELTER GRANT (ESG) ANALYSIS**

ESG is a formula-funded program that uses the CDBG formula as the basis for allocating funds to eligible jurisdictions, including states, territories, and qualified metropolitan cities and counties for:

- Rehabilitation or conversion of buildings into homeless shelters;
- Operating expenses;
- Essential services; and
- Homeless prevention activities

The ESG program is one of four homeless assistance programs administered by HUD's office of Special Needs Assistance Programs (SNAPS). The other three are the Supportive Housing Program (SHP), Shelter Plus Care (SPC) program, and Section 8 Single Room Occupancy (SRO) program.

Shelters and other service providers use ESG grants funding for five main categories:

- Renovation, rehabilitation, and conversion of buildings for use as emergency shelters or transitional housing for the homeless;
- Essential services (limited to 30% of the ESG grant);
- Operating costs, such as maintenance, insurance, rent, and other costs;
- Homeless prevention; and
- Administration

ESG funds can be used by grantees or their recipients for a new service or a quantifiable increase in the level of service above that provided during the immediately previous 12-month period. This corresponds exactly to CDBG regulatory requirements for public services.

#### **ESG and the Continuum of Care**

The ESG program is designed to fund emergency and transitional programs in a continuum of assistance to move people out of homelessness and to enable the homeless population to move steadily toward self-sufficiency.

The fundamental components of a Continuum of Care system are:

- Outreach and assessment to identify a homeless person's needs;
- Immediate emergency or short-term shelter as a safe, decent alternative to the streets;
- Transitional housing with appropriate supportive services to help people prepare for independent living; and
- Permanent housing or permanent supportive housing for the disabled homeless

The Los Angeles Homeless Services Authority (LAHSA) is a joint powers authority created in 1993 to provide funding to agencies serving the homeless. LAHSA, over the last ten years has developed a sophisticated Continuum of Care process, with a maximum of stakeholder involvement. ESG funds are received by the City of Los Angeles, and used to support homeless programs that meet ESG eligibility requirements. This section will set forth a brief description of ESG-funded program activities undertaken in Program Year 2003-2004.

#### **ESG Matching Funds**

Matching funds are provided through funds received by LAHSA through the County of Los Angeles CDBG, City of Los Angeles CDBG, Supportive Housing Program (SHP), Federal Emergency Management Agency (FEMA), the City of Long Beach, and the Los Angeles County Department of Public

Social Services (DPSS).

A total of \$38,736,434 from these funding sources was expended through March 31<sup>st</sup>, 2004, an amount that well exceeds the match requirements of the ESG program. Homeless programs operated with these funds range from outreach teams, crisis counseling, employment programs, case management, access centers, substance abuse programs, counseling for the mentally ill, emergency housing, transitional housing, and permanent housing for persons with disabilities.

**Administrative Costs**

According to ESG program regulations, ESG administrative costs may not exceed 5%, of the total grant award. LAHSA adheres to this requirement and does not exceed the 5% administrative cap for the grant. The rate of administrative expenditures is not identical to the programmatic expenditures over the course of the grant. For the period of April 1, 2003 through March 31, 2004 LAHSA spent \$199,250 (combined from both grants) on administrative activities, with the 5% “cap”.

**Table XIV Matching Funds Expended – Homeless Programs**

<b>Program Name</b>	<b>Matching Funds Expended</b>
Supportive Housing Program 1995	\$98,634
Supportive Housing Program 1997	\$221,169
Supportive Housing Program 1998	\$1,6068,658
2000-03 City General Fund	\$4,339,489
Supportive Housing Program 1999	\$949,295
County General Fund 2002-03	\$297,270
City CDBG 2001-02	\$52,217
City CDBG 2002-03	\$843,196
FEMA 2003-04	\$765,971
Supportive Housing Program 2000	\$5,323,339
2002-03 County General Funds	\$897,625
2003-04 County CDBG	\$228,640
Eviction Prevention/Moving Asst. Program	\$4,887,097
California Endowment Foundation	\$256,817
City CDBG 2003-04 #105001	\$8,133,612
Supportive Housing Program 2001	\$6,033,809
Emergency Housing Program 2001	\$427,891
Skid Row/San Gabriel Valley	\$108,378
Supportive Housing Program 2002	\$2,231,808
Independent Living Program	\$1,571,519
<b>Total</b>	<b>\$38,736,434</b>

**ACCOMPLISHMENTS – WINTER SHELTER PROGRAM**

The Action Plan goal of this project was to serve 8,500 homeless persons.

- During the period April 1, 2003 and March 31, 2004, 184,934 nights of emergency shelter and 374,285 meals were provided to 16,125 homeless men, women, and children. Services were provided to 14,118 single individuals and 625 families (including 817 adults and 1190 children).
- Case managers employed by the winter shelters engaged 4,926 unduplicated homeless persons in case management and placed 1,131 persons in non-Winter Shelter Program emergency shelter, transitional housing, or permanent housing for the duration of the Winter Shelter Program. In addition, 1,135 received referrals to drug & alcohol counseling, 102 were referred to housing for

domestic violence counseling, 823 received mental health counseling, 843 were placed in transitional housing and 824 were placed in permanent housing.

- Homeless Health provided 31 trainings with subjects such as: Dealing with Difficult People, Health/Mental Health, Substance Abuse, TB and Hepatitis, Working with Diverse Populations, Food Safety, and Case Management skills for homeless Shelter Staff to agencies operating winter shelters to 885 winter shelter agency staff persons.
- Working in conjunction with the winter shelters, InfoLine operated a free, 24-hour hotline that provided live information on available emergency services in LA County to 2,059 callers, and recorded information to 3,399 callers.

**Program performance of the Winter Shelter Program compares favorably with previous years:**

**Table XV Winter Shelter Program**

<b>Workload Indicator</b>	<b>1997-1998</b>	<b>1998-1999</b>	<b>1999-2000</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2003-2004</b>	<b>2003-2004 PROJ.</b>
Homeless persons served	11,431	9,962	11,129		8,719	18,653	16,125*
Number of shelter rights provided	112,553	85,326	119,328		109,323	206,184	184,934
Number of meals provided	224,708	190,164	283,853		240,460	493,230	374,285

**Note: Projected 2004 – 2005 accomplishments dependent on ESG funding**

- **Missing information for three months of shelter at New Directions Federal Avenue site**

**Evaluation of the Program**

LAHSA staff has indicated that next year, needed improvements would include application of approved meal plans; an increase in case management services to homeless participants; additional health care services; development of participant and service tracking systems, and utilization of this data in more detail. The HMIS (Homeless Management Information System) is still under development, but should prove to be an extremely valuable database tool within the next several years in developing a profile of homeless clients, among many other applications. This will permit LAHSA and the homeless community to better target funds and services for the homeless and those at risk of becoming homeless.

**ACCOMPLISHMENTS – HOMELESS ACCESS CENTERS**

Homeless Access Centers, funded through the Emergency Shelter Grant, provide essential services to the homeless and those at risk of becoming homeless. Access Centers provide a wide range of services, including intake, assessment, case management, referrals, benefits counseling, food and clothes, toilet facilities, and transportation.

The Centers remove obstacles faced by homeless people and provide the first point of entry into the homeless service delivery system. Services offered include mental health counseling, crisis counseling, long-term case management, mail/message pick up, and child care while clients are receiving services at the access center. The Access Centers are also able to place some clients directly into emergency or transitional shelter to link eligible clients to mainstream benefits programs.

The goal of this project was to serve 18,300 homeless persons. In the period April 1, 2003 to March 31, 2004, the Access Centers provided 48,197 duplicated client contacts to 15,954 unduplicated homeless persons. The Access Centers placed 2,481 homeless persons directly into emergency shelter and 1,199 directly into transitional housing.

### **LAHSA Downtown Drop-In Center**

The Downtown Drop-In Center is a 24-hour, 7-day per week, high-tolerance drop-in center funded through the ESG grant. The Center offers an array of services to homeless persons. Services offered include showers, toilets, laundry, case management, health screening, counseling, job referral and job placement, outreach, and recreational as well as educational activities. There are 8 respite beds for women and 24 respite beds for men. The project exceeded its goals by a considerable amount, and demonstrates the tremendous degree of need in Los Angeles for this type of facility.

- The goal of this project was to serve 5,000 homeless persons. In the period April 1, 2003 to March 31, 2004 the project served 10,864 unduplicated homeless persons, and provided 183,546 duplicated client contacts.
- The Drop-In Center referred 154 persons to mental health, referred 292 persons to substance abuse services, and placed 919 persons into housing programs with stays of longer than 30 days.

### **Evaluation of the Program**

LAHSA has indicated that limiting the number of persons allowed to use the facility at any given time would increase the quality of services offered at the site. Additional staff would increase the services and referrals available to homeless persons using the facility, while more intensive case management for each client served would help the homeless to move toward stability and self-sufficiency.

### **Accomplishments – Job Training and Placement Program**

The Job Training and Placement program, funded through ESG, helps homeless participants find and retain full-time employment in primarily entry-level positions. Homeless persons, especially those who are mentally ill and/or have substance addiction issues often have large holes in job history. This may make them difficult to employ. Further, to obtain housing one must at least have some kind of steady, paid employment. The training and placement program works to eliminate this barrier to housing by providing job training and temporary work to enable homeless persons to earn a living.

The Day Labor Program provides employment training, which includes working in Chrysalis's Street Works program cleaning streets in Central City East. The program assists homeless persons to find permanent and temporary paid positions. The program is located at 516 S. Main St.

The goal of this project is to serve 60 homeless persons, in the period April 1, 2003 to March 31, 2004.

The project served 62 unduplicated homeless persons, and placed 10 of those served into private employment, 8 of which remained employed for 3 months. Adding an enhanced follow-up component that could provide additional support and encouragement to graduates of these programs would help ensure continued success remaining housed and employed.