

Illinois Criminal Justice Information Authority

OVW Recovery Act Transitional Housing Assistance Grants for Victims of Domestic Violence, Dating Violence, Stalking or Sexual Assault Application #2009-X2516-IL-EH

Program Narrative

A. Summary Data Sheet

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Other Federal Grants Received:

Congressionally Mandated Awards
Juvenile Accountability Block Grant
Edward Byrne Justice Assistance Grant (JAG)
National Forensic Science Improvement Act (NFSIA)
Project Safe Neighborhoods (PSN)
PSN Anti-Gang Initiative (AGI)
Residential Substance Abuse Treatment (RSAT)

Victim of Crime Act (VOCA)

STOP VAWA

VAWA Rural

Other Federal Grants Applied for:

JAG American Recovery and Reinvestment Act (ARRA)

VOCA ARRA

VAWA ARRA

Agency Name: Illinois Criminal Justice information Authority (ICJIA)
State government, State Administrative Agency (SAA)
Not a current OVW Transitional Housing Assistance Program
recipient

Collaborating Agencies:

Illinois Coalition Against Domestic Violence (ICADV); ICJIA

Project Area: Multi-site, specific locations to be determined

Areas of Special Interest:

This application will minimally address the following three of the four identified areas of special interest:

- Increase the availability of transitional housing;
- Create new jobs for personnel to assist victims
- Increase the ability of victims to obtain jobs

The Request for Proposal (RFP) described in this application will also invite applicant agencies to propose projects that address the first area of interest, the renovation of transitional housing to increase accessibility for victims with disabilities.

B. Abstract/Proposal Summary

The proposed project will build on the strong partnership between the Illinois Criminal Justice Information Authority (ICJIA) and the Illinois Coalition on Domestic Violence (ICADV) on behalf of its 53 member agencies. Since ICJIA's formation, the two agencies have worked cooperatively to plan and implement victim services funding that has supported the development of a statewide network of agencies serving domestic violence victims.

Through this proposal, ICJIA and ICADV will develop a competitive solicitation to seek agencies to create or enhance transitional housing services for domestic violence victims. ICADV will also contribute a staff member to review RFP submissions. ICADV's role in monitoring service standards at domestic violence agencies will provide valuable insight to the review process on applicant service provision and readiness to take on additional services. ICJIA will enter into subcontracts with the agencies selected through this solicitation and will perform fiscal and programmatic monitoring. ICADV will provide enhanced case management reviews of the funded agencies.

The goals of the project are to provide targeted resources to provide intensive, specialized transitional housing case management, increase agency capacity to provide transitional housing clients with safe affordable housing through housing and utility subsidies, and provide the specialized contractual services to offer transitional housing clients the mental health and substance abuse counseling and job training and placement services necessary to move them to independence. Among the objectives of this project are the creation of five transitional housing case management positions across the state,

employment of contractual service providers, and placement of at least 50% of the project clients in sustainable employment.

Summaries of past accomplishments

One of the strongest examples of the collaboration between ICJIA and ICADV is the development and implementation of the InfoNet information system for victim service agencies in Illinois. InfoNet provides a secure, online case records system with specialized information and reporting functionality for domestic violence, sexual assault and child advocacy center service agencies. The development of this system required the close cooperation of ICADV and ICJIA to build a system that provides funders and system users with the information and reporting that they need in a format that is user friendly and accessible while carefully safeguarding client information. All ICADV-funded agencies use InfoNet, as do 14 other victim service agencies across the State.

In addition, ICADV has served as the principal voice for domestic violence victims and the agencies that serve them. ICADV has served on the ICJIA Ad-hoc Victim Services Committee since its inception, helping the Committee identify gaps in services, emerging issues, and promising programs. ICJIA has funded 13 transitional housing programs for domestic violence victims across the state and ICADV has developed VOCA- and VAWA-funded projects that serve special populations of victims including: rural victims; ethnic populations; legal advocacy programs for victims with disabilities; medical advocacy services; enhanced training for victim service providers; and services for child victims with particular emphasis on evaluation and therapy for children with special mental health needs.

C. Purpose of the Application

This application requests \$1 million to fund five transitional housing programs for 36 months. The focus of each funded program will be to create at least one new transitional housing case manager position at each agency and to work toward the employment of at least 50% of program clients in each location through the provision of subsidized housing and utilities, as well as victim-sensitive counseling and job training services.

The funded agencies will be selected through a competitive process among agencies that provide victim services consistent with the standards established by the ICADV. Coalition membership will not be required to apply for or receive funding under the planned solicitation.

In addition, the planned solicitation will be used to plan for the expansion of transitional housing services across the State. Through this process, ICJIA will rank both the need for expanded services and the capacity of current service providers to expand. This ranking will then be used to assess the use of current funding and develop new funding proposals as opportunities become available.

Describe the problem to be addressed and how funding will alleviate it

In the 2005 “Report from the Housing Committee of the National Task Force to End Sexual and Domestic Violence”, authors Amy Correia and Ana Melbin write:

“Without access to housing options, women fleeing from abusive relationships are often forced to live in substandard conditions or return to their batterers.

While many battered women need only short-term, emergency shelter, others face

numerous barriers to achieving independence free from the abuse and require long-term housing assistance and a variety of support services.”

The clients who most typically require this transitional assistance are those who lack the education or job skills necessary to support themselves and their children. Often this employment barrier is further complicated by substance abuse and mental health problems resulting from victim isolation and abuse. Victims that have language barriers, cultural and religious norms that discourage female independence, are geographically isolated or live in areas that lack victim-sensitive services face additional hurdles when they seek services.

Since 2002, ICJIA has funded 13 transitional housing programs for victims of domestic violence. While each of these projects was developed to respond to the unique needs and resources of its service, all of the programs share the common goal of providing intensive services and long-term support to its clients. In Federal Fiscal Year 2007, only 3% of the clients served left their transitional housing program unsuccessfully. These programs report that many of these clients have been through emergency shelters many times only to return to their abusers. Many have lost custody of their children and developed significant substance abuse problems. While transitional housing has a relatively high cost per client, it appears that it is this level of intensive service that is required to provide these high need clients and their children the support necessary to attain independence and live free of violence.

By building on existing transitional housing programs, this program is expected to rapidly add resources to this critical area with a minimum of planning time and costs. As illustrated in the map below, only 25 transitional housing programs currently operate in

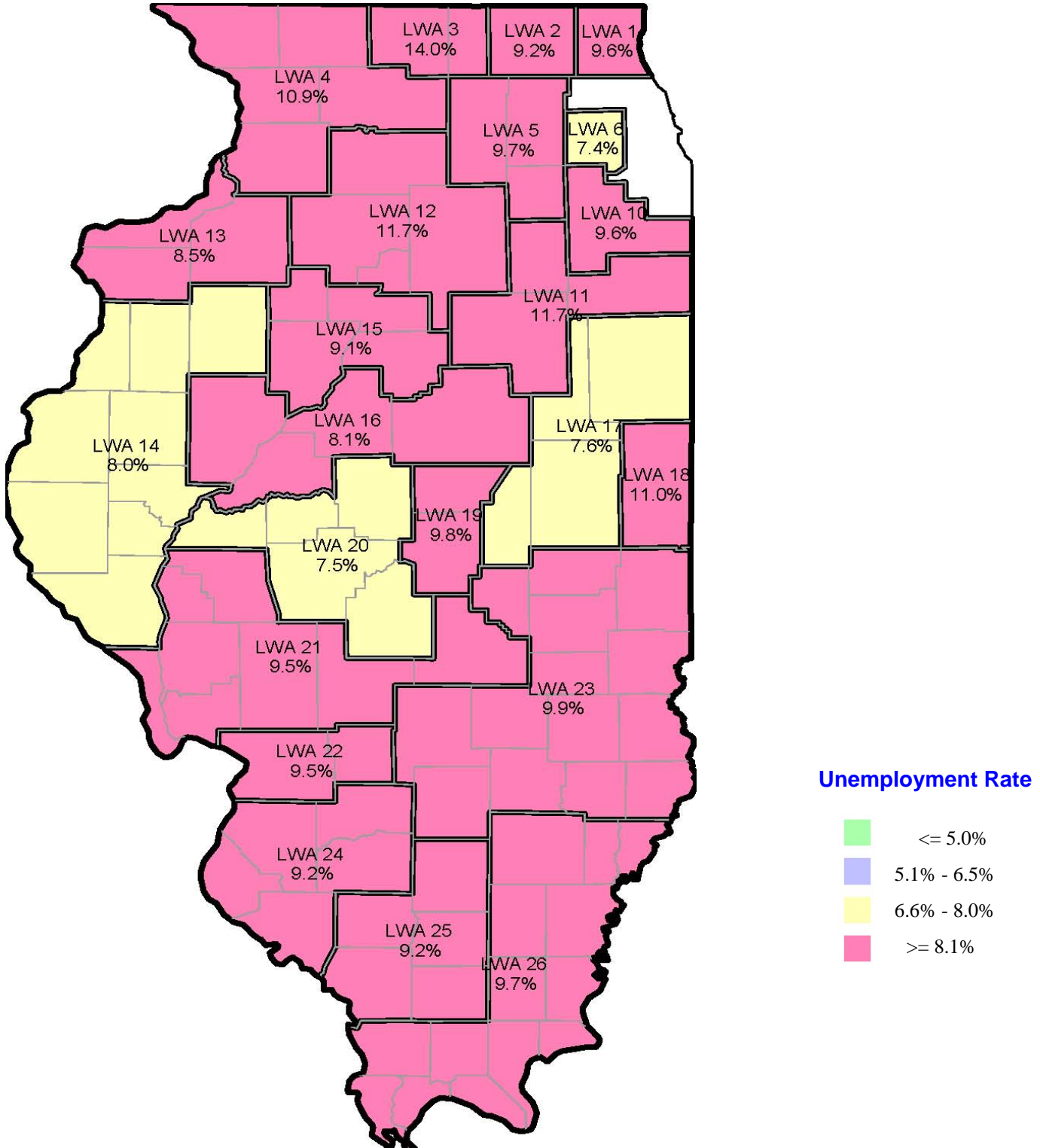
the 102 counties of Illinois. Most programs serve either large, multi-county service areas or densely populated urban areas. The funds requested will allow established programs to more fully serve larger geographic areas, increase the number of clients receiving services at each agency and provide more intensive services to the most high-need clients.

Describe the community service area in which the project will be implemented

Agencies across the State of Illinois will be eligible to apply under the planned solicitation. Until the planned RFP process is complete, specific information on the communities to be served will not be available, but broader information about the State, does provide a framework for understanding transitional housing needs

Illinois can be described as diverse in many respects. Illinois communities range from the densely populated greater Chicago metropolitan area which is home to more than 6 million individuals to the 10 smaller metropolitan areas to extremely rural farming and mining areas of the State. As illustrated by the map below, as of February 2009, the Illinois Department of Employment Security reflect a statewide unemployment rate of 8.6%, with rates as high as 14% in rural areas and 9.8% in metropolitan areas, having increased 7.7% and 4.5% respectively since 2007. This rising unemployment disproportionately affects the least skilled workers as they must compete with more experienced and educated workers for a shrinking pool of available jobs.

**Illinois Unemployment Rate by Local Workforce Area February, 2009
Not Seasonally Adjusted**



Illinois is also ethnically diverse. The U.S. Census Bureau reports that as of 2007, 12.5% of Illinois' population was foreign born. In its 2008 report, "A Kaleidoscope of Culture: Measuring the Diversity of Chicago's Neighborhoods", the DePaul University School of Public Service Policy ranks Chicago neighborhoods by ethnic diversity and percentage of foreign born residents and found 23 areas with percentages ranging from 19 to 54% foreign born residents. The Census Bureau indicates that of the 21.6% of State residents that speak a language other than English, fully 45.3% or 9.78 of the total population speaks English "less than very well".

The racial makeup of the State has been changing over recent years. For the first time in State history, in 2007 the self-identified Hispanic or Latino population grew to be approximately equal to the black or African American population across the State and more non-white and foreign born residents of central and southern Illinois were recorded by the Census Bureau.

Identify the target population and the benefits of this program

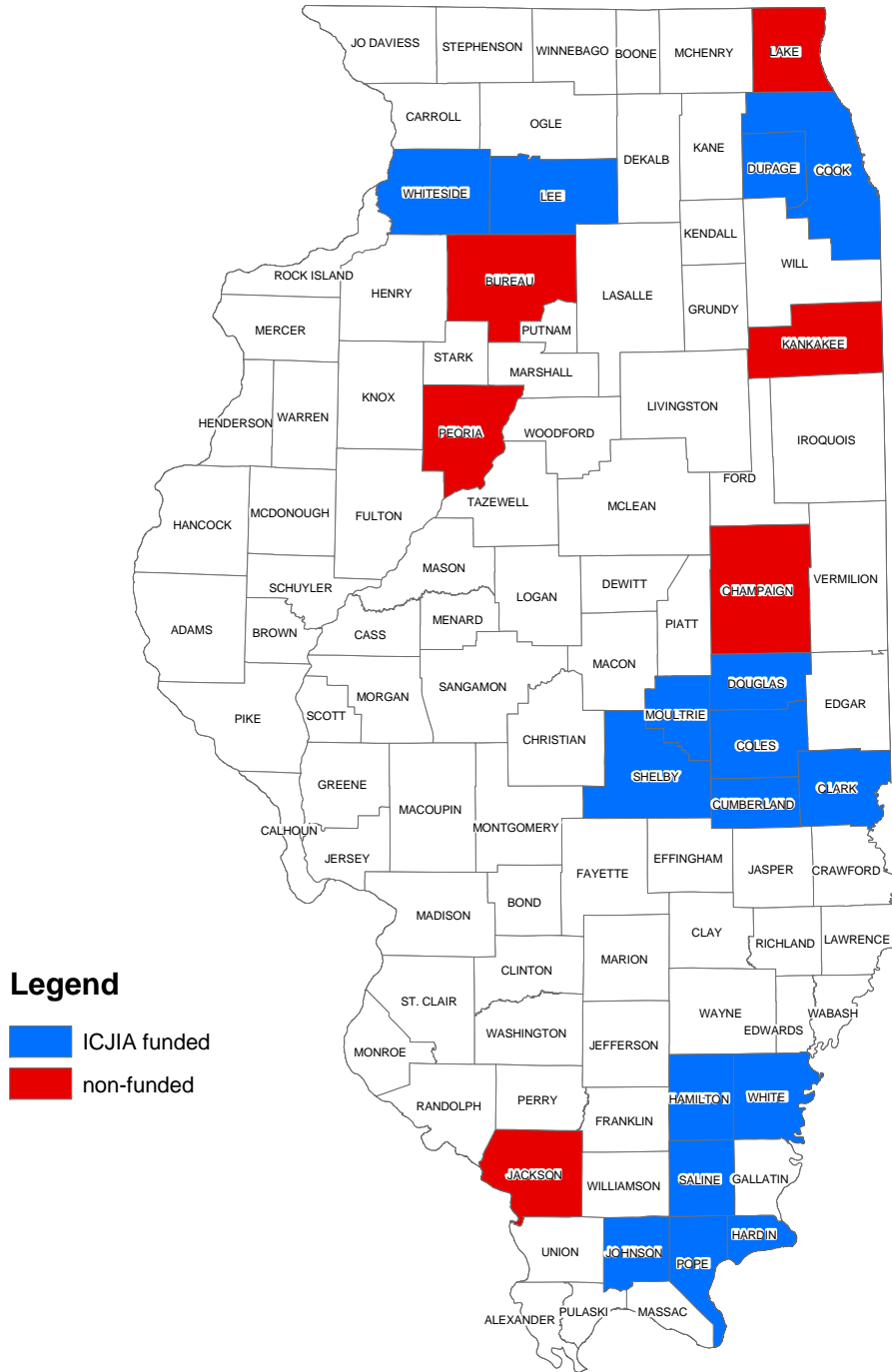
The domestic violence victims that required the level of assistance provided in transitional housing programs typically have children, lack education and significant sustained employment, may be isolated from their community by ethnic group or geographic location and may have substance abuse or mental health issues related to their victimization and isolation. The RFP that will be issued will be specifically tailored to prioritize funding to these highest need clients. Through this RFP, applicants will be required to submit the screening and assessment tools used to select clients for transitional housing participation as well as all other policies, service plan or program participation agreements used for transitional housing services.

Scope of the project, estimated number of unduplicated individuals to be served and their special characteristics

Past programs funded by ICJIA have emphasized provision of full housing subsidies for clients for as long as 24 months and have restricted transitional housing staff to working principally with clients receiving this housing and so had a relatively small number of clients served each year. While this project will allow funded agencies the discretion to subsidize client housing up to 100%, the emphasis on this project will be to broaden the provision of services beyond those currently in fully subsidized housing to include clients that may be partially subsidized or in agency-owned housing. Based on this new approach, it is estimated that each of the five projects will serve as many as 30 clients each year. All clients will be selected for program participation because of their need for intensive services and their high risk for future victimization.

Current programs or services in the service area

The following map indicates the transitional housing service programs already in place.



Why existing program don't meet the need

The map above illustrates the significant area of the state unserved or underserved by transitional housing programs. Because of the intensive nature of the service, transitional housing is a relatively expensive service to provide. VOCA and VAWA funding for these programs suffered 27% and 20% reductions respectively as the FFY08 awards to Illinois were reduced by those amounts. Given the projections for even greater job losses in Illinois, ICADV member agencies expect to see greater demand for intensive services in the coming year.

D. What will be Done

As detailed below, ICJIA will work in concert with ICADV to craft a competitive solicitation to select five agencies to expand their existing transitional housing service for victims of domestic violence, and ICJIA will let the RFP. ICADV will participate in the review of the applications received through this process and will help develop the funding recommendations based on their expert knowledge of domestic violence and knowledge of the capacity of the applicant agencies. ICJIA will enter into interagency agreements with the funded agencies, disburse funds to these agencies and monitor their performance and use of funds through its established fiscal reporting process and InfoNet case records and reporting system. ICADV will provide intensive monitoring of the funded agencies to assure services are provided consistent with established ICADV standards.

In addition, the applications received through this solicitation will be used to inform the ICJIA planning process and identify potential opportunities for expansion of transitional housing services.

ICJIA will work cooperatively with ICADV and the funded agencies to convene a collaboration meeting of all the funded agencies to review reporting and service standards and build cooperation and collaboration across programs. In the second year of the program, ICJIA plans to expand these collaboration meetings to include all transitional housing providers to further foster communication among services providers.

E. Project goals and objectives, specific tasks and activities necessary for each

Goal 1: Increase employment through the transitional housing program

Objective	Performance Indicator
<ul style="list-style-type: none"> ➤ Create one new transitional housing case manager position in each of five domestic violence service agencies across the State 	<ul style="list-style-type: none"> ➤ Number of new transitional housing case manager position in each of five domestic violence service agencies
<ul style="list-style-type: none"> ➤ Secure employment for at least 50% of transitional housing program clients 	<ul style="list-style-type: none"> ➤ Percentage of transitional housing program clients securing employment ➤ Number of transitional housing program clients awarded their GEDs ➤ Number of transitional housing program clients completing job skills training ➤ Number of transitional housing program clients completing job readiness training
<ul style="list-style-type: none"> ➤ Contract for job skills and readiness training and mental health and substance abuse services for transitional housing program clients 	<ul style="list-style-type: none"> ➤ Estimated number of FTE contractual positions added or retained through contractual services agreements. ➤ Number of transitional housing program clients receiving each service

Goal 2: Provide high need victims of domestic violence with intensive services to achieve self-sufficiency and independence

Objective	Performance Indicator
<ul style="list-style-type: none"> ➤ Provide intensive client-specific support and case management services to an average of 150 high need victims of domestic violence each year for three years 	<ul style="list-style-type: none"> ➤ Number of high need domestic violence victims screened for services ➤ Number of high need domestic violence victims accepted into the transitional housing program ➤ Number of transitional housing program clients receiving housing and utility subsidies ➤ Number of transitional housing program clients enrolled in job skills and/or job readiness training ➤ Number of transitional housing program clients placed in employment ➤ Number of transitional housing program clients receiving follow-up services ➤ Number of transitional housing program clients receiving mental health services ➤ Number of transitional housing program clients receiving substance abuse counseling
<ul style="list-style-type: none"> ➤ Terminate fewer than 10% of transitional housing program clients each year 	<ul style="list-style-type: none"> ➤ Number of transitional housing program clients terminated from the program each year

Goal 3: Develop statewide transitional housing needs analysis and plan of action

Objective	Performance Indicator
<ul style="list-style-type: none"> ➤ Conduct competitive Request for Proposal among Illinois domestic violence service agencies 	<ul style="list-style-type: none"> ➤ RFP conducted ➤ Evaluate and rank RFP applications based on need and agency capacity to expand transitional housing services
<ul style="list-style-type: none"> ➤ Develop cost/benefit analysis of transitional housing programs and present to ICJIA Ad-hoc Victim 	<ul style="list-style-type: none"> ➤ Plan developed by ICJIA in collaboration with ICADV ➤ Plan presented to ICJIA Ad-hoc

Services Committee	Victim Services Committee
<ul style="list-style-type: none"> ➤ Convene annual transitional housing Collaboration meetings 	<ul style="list-style-type: none"> ➤ Cooperative development of meeting materials and agenda by ICJIA and ICADV ➤ Number of Collaboration meetings convened ➤ Number of domestic violence service agencies attending each meeting

F. Timeline for project activities

Activity	Month Begun	Month Completed	Personnel Responsible	If ongoing, how often?
Develop RFP	April 2009	May 2009	ICJIA/ICADV	Once
Release RFP	May 2009	June 2009	ICJIA	Once
OVW ARRA award commences	July 2009	July 2009	ICJIA	Once
Score RFP	July 2009	July 2009	ICJIA/ICADV/ outside reviewers	Once
Negotiate service provider agreements	July 2009	July 2009	ICJIA	Once
Transitional Housing programs begin	August 2009	August 2009	Service provider agencies	Once
Collaboration meeting	September 2009	September 2009	ICJIA, ICADV, service provider agencies	Annually
Service providers submit quarterly reports	October 5, 2009	August 5, 2012	Service provider agencies	Quarterly
ICJIA submits reports to OVW	October 10, 2009	August 10, 2012	ICJIA	Quarterly
Develop transitional housing cost/benefit analysis and plan of action	November 2009	November 2009	ICJIA, ICADV	Once
Present transitional housing cost/benefit analysis and plan of action to ICJIA Ad-hoc Victim Services Committee	November 2009	November 2009	ICJIA, ICADV	Once

G. How additional funding will continue/enhance existing project

All of the potential applicant agencies will be current providers of transitional housing services for victims of domestic violence. The agencies selected through this competitive process will be those that have demonstrated not only the ability to provide quality comprehensive services to these victims, but will also have demonstrated the capacity to expand these services rapidly through the addition of a dedicated transitional housing case manager and addition service and housing resources. Each agency selected through this process will have demonstrated an unmet need for transitional housing services that will be met through this program.

H. Applicants method for determining client eligibility (screening tools) services offered, facility rules and regulations, safety measures and fee schedule

As indicated above, RFP applicants will be required to submit all client eligibility, screening, assessment and case planning tools as well as program policies and client program agreements. Applicants will certify through this RFP process that no fees will be charged to clients for these services.

I. Plan to provide follow-up services 3 months after graduation

Each of the applicant agencies will be required to provide follow-up services to program graduates for a minimum of three months. ICADV's participation in the RFP review process and its close monitoring of service standards at the funded agencies will assure that these standards will be met.

J. E. Who Will Implement the Program

Implementation of the program will be achieved through the collaboration of ICJIA, ICADV and the five funded agencies. ICJIA will work cooperatively with ICADV to develop the RFP, score applications and develop the recommendations of agencies to be funded. Five current providers of transitional housing services will expand their programs through this funding. ICJIA will enter into interagency agreements with the funded agencies and provide fiscal and programmatic monitoring. ICADV will provide intensive monitoring of service standards at the funded agencies.

As detailed in the attached MOU between ICJIA and ICADV, these agencies have successfully collaborated for more than 25 years to build the statewide network of quality services for domestic violence victims. This program represents the next step in this collaboration as it provides an opportunity to build resources for transitional housing services and establish a plan for future expansion to unserved and underserved areas of the State.

Experience and expertise of key staff should be included, appending resumes and position descriptions

The resume and position description for the funded Grant Specialist (Union titled Criminal Justice Specialist II) are attached. RFP applicant agencies will be required to submit position descriptions as part of their applications and resumes will be required upon selection of the funded staff.

Victim agency criteria

In the proposed solicitation, applicant agencies will be required to demonstrate that the services they provide meet the standards outlined in the ICADV manual. Specifically, agencies will be asked to demonstrate their history of effective work on behalf of victims, agency capacity to create options for victim accountability and safety, promote dignity and self-sufficiency and improve access to resources, and prohibit activities that compromise victim safety.

Explain sharing of information among partner agencies

In 2003, ICJIA staff convened a meeting of all of the transitional housing programs then receiving ICJIA VOCA or VAWA funding. The purpose of this collaboration meeting was to provide the funded agencies an opportunity to meet other service providers and share information and ideas on service provision. Agencies shared program policies, assessment tools and application formats, and described special features and challenges of their programs. Among the topics discussed were HUD funding as a compliment to VOCA and VAWA Funding, immigration and translation services and the availability of victim sensitive mental health services in rural areas.

OVW ARRA funding will provide ICJIA and ICADV the opportunity to convene a new collaboration meeting of OVW ARRA-funded transitional housing programs to broaden this collaboration, discuss ARRA reporting and build the foundation for Transitional Housing provider collaborations across all provider agencies. This meeting will be convened in the early fall of 2009.

K. Economic Recovery

Each funded project will be required to minimally hire one transitional housing case manager. In addition, program agencies will hire or contract for victim-sensitive mental health and substance abuse counseling and job training and placement services.

L. Sustainability Plan

The applications received through this solicitation will be used to identify gaps in service and indicate the capacity of existing agencies to meet these needs. The information will be used to develop a plan to enhance transitional housing services across the state and develop future funding opportunities. One of the elements of this plan will be a cost/benefit analysis of the program, comparing the program costs to estimated saving on welfare costs for the client and her children and other savings that may be realized as the client moves from dependence to self-sufficiency.

M. Commitment and capacity to continue

As the VOCA and VAWA State Administering Agency and the state coalition of domestic violence service provider agencies, ICJIA and ICADV have as their core missions the continued provision of services that meet the need of domestic violence victims across the State. Both agencies are committed not only to efforts to continue the provision of these intensive services to high need domestic violence victims but to use this program to spur the development of long term funding for these services and expansion to unserved and underserved areas of the State. They will work with the five agencies funded through this initiative to build a record of service and the information necessary to seek support to continue these vital services.