

DHS Housing & Homeless Initiative

Emergency Shelter Program Manual

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Section A. Introduction

The Michigan Department of Human Services (DHS) administers the Emergency Shelter Program (ESP). ESP is operated statewide and provides emergency overnight lodging to households experiencing homelessness in Michigan. The ESP is managed by the DHS Housing and Homeless Initiative within the Bureau of Community Services at the DHS Central Office. The Salvation Army Eastern Michigan Division (TSA) is contracted by DHS for administration of the ESP and works in partnership with the DHS Housing and Homeless Initiative.

The ESP Manual serves as a guide for ESP providers, ESP administrators, and Continuum of Care (CoC) partners to increase transparency and awareness of program details and should be referenced as often as needed. For ESP providers and administrators, the ESP Manual is to be followed in conjunction with the ESP Memorandum of Agreement. The ESP Manual will be updated and distributed as necessary by DHS.

Section B. Program Overview

I. Purpose & Goal

The purpose and goal of the ESP is to provide emergency overnight lodging to households experiencing homelessness in Michigan and support moving them from temporary shelter into stable housing as quickly as possible.

Alignment with State Initiatives

As part of the goal of supporting movement into stable housing as quickly as possible, ESP policies and procedures are developed to align with the state's efforts toward coordination between housing programs and service systems including the Housing Assessment and Resource Agency (HARA).

II. Service Components

The ESP emergency overnight lodging is provided through two service components: emergency shelter and emergency motel.

Emergency Shelter

In service areas with shelter facilities, emergency shelter lodging is available for eligible households for up to ninety (90) nights per operating year.

Emergency Motel

In service areas without shelter facilities or in services areas with shelter facilities at capacity, emergency motel lodging is available for eligible households for up to seven (7) nights per operating year.

III. Standardized Assessment & Reporting

Service Prioritization Decision Assistance Tool

Effective October 2014, the Service Prioritization Decision Assistance Tool (SPDAT) was implemented statewide and mandated for housing programs funded through DHS, the Michigan State Housing Development Authority (MSHDA) and the Michigan Department of Community Health (DCH). The SPDAT is an evidenced-informed approach used to objectively prioritize households for service intervention by determining an acuity score, moving the discussion from simply who is eligible to who is eligible and in greatest need. The SPDAT includes a pre-screen assessment, the Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT), a

shorter survey that quickly identifies who should be recommended for a full SPDAT assessment.

All HARAs are required to utilize the VI-SPDAT and SPDAT. ESP Providers are required to utilize the VI-SPDAT. ESP Providers should contact TSA regarding VI-SPDAT training and additional information.

Michigan State Homeless Management Information System

In addition to SPDAT implementation, housing programs funded through DHS, MSHDA and DCH enter data on the Michigan State Homeless Management Information System (MSHMIS or HMIS). The HMIS is administered by MSHDA and managed by the HMIS Lead, the Michigan Coalition Against Homelessness (MCAH).

ESP Providers are required to enter program data on the HMIS. ESP data collected on the HMIS is used to evaluate program effectiveness, identify gaps and barriers, and inform state level decision making around housing and homelessness issues.

IV. Service Area & Funding

The ESP is operated statewide and service areas are organized following the State of Michigan Prosperity Region structure. The ESP operating year begins on October 1 and ends on September 30.

The ESP funding totals \$13 million provided through federal Temporary Assistance for Needy Families (TANF) dollars and State of Michigan general fund dollars. \$1.8 million is allocated for domestic violence (DV) providers and the remaining \$11.2 million is allocated for general emergency shelter and housing providers, also known as ESP providers. At this time, ESP funding awarded to ESP providers is exclusively for services, i.e. emergency overnight lodging.

V. Administration Structure & Roles

The ESP is managed by the DHS Housing and Homeless Initiative within the Bureau of Community Services at the DHS Central Office. The DHS Housing and Homeless Initiative is responsible for overall administration and management of the program. ESP providers, administrators and local community partners are free to contact DHS at any time regarding the ESP.

The Michigan Domestic and Sexual Violence Prevention and Treatment Board, within the Bureau of Community Services, is responsible for overseeing the \$1.8 million in ESP funding allocated for DV providers. The Board executes agreements with DV providers for provision of service and reports to the DHS Housing and Homeless Initiative on the ESP.

TSA is responsible for overseeing the \$11.2 million allocated for ESP providers. TSA serves as the liaison between DHS and ESP providers and reports to the DHS Housing and Homeless Initiative on the ESP. TSA executes agreements with ESP providers for provision of service, completes annual monitoring of ESP providers, and provides program support to ESP providers including but not limited to ongoing communication and troubleshooting, facilitation of VI-SPDAT and HMIS training, and supplying general training and technical assistance.

TSA ESP Staff

TSA has designated staff responsible for managing the program throughout the operating year. Each service area within the 10 Prosperity Regions is assigned a TSA Regional Manager who functions as the main point of contact regarding the ESP. This includes communications outside standard business hours as needed for emergencies. In addition, an ESP accountant, ESP billing clerk and the TSA Director of Social Services/ESP Contract Manager provide support.

Section C. Emergency Shelter

I. Summary

In service areas with shelter facilities, emergency shelter lodging is available for eligible households for up to ninety (90) nights. The ESP provider, or *Shelter Provider*, enters into an ESP Memorandum of Agreement (MOA) with the TSA. The MOA outlines the Shelter Provider's total operating year award amount, ESP service area, and requirements and expectations related to provision of service. The assigned TSA Regional Manager provides support to the Shelter Provider to ensure successful implementation throughout the operating year.

II. Eligible Households

Eligibility Criteria

The household (individual or family) is literally homeless, meaning the household lacks a fixed, regular, and adequate nighttime residence and has a primary nighttime residence that is a public or private place not meant for human habitation.

Eligibility Verification

The ESP provider must verify that the household is literally homeless by documenting one of the following in the case file:

- a. Written observation by an outreach worker; or
- b. Written referral by another housing or service provider; or
- c. Certification by the household seeking assistance stating that they are literally homeless.

Refusal Policy

Only under the following circumstances may the Shelter Provider refuse services:

- a. Funds furnished under the MOA have been fully expended;
- b. The shelter facility is at capacity; or
- c. Persons seeking assistance have a documented history of being disruptive, abusive, or excessively disorderly or other characteristics not conducive to staying in an emergency shelter. Denial shall be authorized by someone other than the intake worker.

III. Service Delivery Requirements

Shelter Diversion

Before providing emergency overnight lodging, the Shelter Provider shall make every attempt to practice shelter diversion for households seeking ESP assistance. Shelter diversion can be assisting the household with identifying other housing options such as staying with a family member or friend, or facilitating contact with a family member or friend to arrange for a temporary stay.

Emergency Overnight Lodging

If shelter diversion is not an option, the Shelter Provider may provide emergency overnight lodging in a shelter facility to eligible households for up to ninety (90) nights per operating year. The shelter facility must meet the *Minimum Standards for Emergency Shelter* and hours of operation must be *at least* seven (7) days a week from 8:00 p.m. until 7:00 a.m. Every attempt shall be made to sleep individuals on beds or cots but in cases of extreme need, the provision of chairs or even the floor may be used so that eligible households seeking emergency overnight lodging can be served. A minimum of two (2) meals shall be made available to households, including a supper meal provided in the evening and a breakfast meal provided before households leave in the morning.

Assessment & Referral

To support the ESP goal of moving households into stable housing as quickly as possible and creating a successful partnership with the HARA, the Shelter Provider must make every effort to maintain engagement with households receiving ESP services, have regular communication with the HARA, and coordinate services with the HARA.

For each household receiving ESP services, the Shelter Provider shall perform a VI-SPDAT assessment on the household within five (5) calendar days after the date of intake. If the household has had a VI-SPDAT assessment completed within thirty (30) calendar days prior to the date of intake, then the Shelter Provider does *not* need to perform another VI-SPDAT assessment. The Shelter Provider should reference HMIS or the HARA to confirm if/when a VI-SPDAT assessment was completed to prevent the household from undergoing a VI-SPDAT assessment that is not necessary. The TSA Regional Manager should be contacted with VI-SPDAT questions or concerns.

If the household has a VI-SPDAT score of five (5) or more, then the household should undergo a full SPDAT assessment with the HARA. The Shelter Provider is responsible for making a referral for the household to the HARA for a full SPDAT within five (5) calendar days after the date of intake or the date of the VI-SPDAT assessment, whichever date is later. The Shelter Provider should work closely with the HARA to ensure a full SPDAT assessment is completed and that the household is prioritized for the appropriate level of housing services.

If the household does not have a VI-SPDAT score of five (5) or more, then the Shelter Provider should not refer the household for a full SPDAT assessment with the HARA.

While households scoring in this range may demonstrate a need for supports they do not demonstrate a need to be prioritized for deeper housing services. In these cases, the Shelter Provider should support the household in resolving their housing crisis by providing information and facilitating referrals including but not limited to supplying a list of affordable housing properties, providing a list of local landlords, and referring households for other applicable services with local providers such as food assistance or state emergency relief assistance with DHS.

Coordination with Community Partners

In addition to working with the HARA, the Shelter Provider should also coordinate with the local DHS County office within their ESP service area to ensure that clients presenting at DHS in need of emergency overnight lodging who are also eligible for ESP services are connected in an efficient manner. The TSA Regional Manager and DHS can offer assistance to facilitate this partnership.

IV. Reporting & Recordkeeping

Daily Sign-In Sheets

The Shelter Provider is responsible for maintaining daily sign-in sheets to record persons served through the ESP. Sign-in sheets are used to verify costs in billing submissions.

HMIS

The Shelter Provider is responsible for creating and maintaining a client record for each person served on the HMIS. The Shelter Provider may access HMIS training and materials, including privacy requirements and workflow guides, on the Michigan Coalition Against Homelessness website, www.mihomeless.org. The TSA Regional Manager is available for questions or concerns regarding ESP HMIS issues.

Households Denied ESP Services

The Shelter Provider must maintain records for all households that presented for ESP services that did not meet eligibility criteria or were refused services per the criteria under Section C. Part II. TSA will monitor these records as part of their annual monitoring visit.

Record Retention

ESP records must be maintained by the ESP provider for a minimum of three (3) years from the operating year start date. These records must be available to TSA and DHS upon request.

V. Eligible Costs & Billing Procedure

Eligible Costs

Eligible ESP costs are costs for providing emergency overnight lodging in a shelter facility as outlined in Section C., Part III. ESP costs are reimbursed at a flat per diem

rate of \$12.00 per person provided emergency overnight lodging (bed night). The Shelter Provider may not collect payment from or charge service fees to households receiving ESP assistance which includes but is not limited to payment from mainstream benefits (Food Assistance Program/SNAP/EBT/Bridge Card).

Billing Procedure

The Shelter Provider will receive a reimbursement for eligible ESP costs on a monthly basis. The Shelter Provider shall submit a reimbursement request to TSA within fifteen (15) calendar days after the last day of the billing period. TSA will review and process reimbursement requests and release payment within thirty (30) calendar days from the reimbursement request due date or the date the reimbursement request was received by TSA, whichever date is later. For the month of September, reimbursement requests shall be submitted to TSA as reasonably directed to meet the State of Michigan fiscal year end closing deadlines.

The Shelter Provider may submit reimbursement requests in hard copy or electronic format and shall include the following documentation with each submission:

- Reimbursement Request Form
- HMIS Billing Report
- Daily Sign-In Sheet(s) (original is not required)

Section D. Emergency Motel

I. Summary

In service areas without shelter facilities or in some services areas with shelter facilities frequently at capacity, emergency motel lodging is available for eligible households for up to seven (7) nights at a maximum rate of \$75.00 per night per operating year. The ESP provider, or *Motel Provider*, enters into an ESP Memorandum of Agreement (MOA) with the TSA. The MOA outlines the Motel Provider's total operating year award amount, ESP service area, and requirements and expectations related to provision of service. The assigned TSA Regional Manager provides support to the Motel Provider to ensure successful implementation throughout the operating year.

II. Eligible Households

Eligibility Criteria

The household (individual or family) is literally homeless, meaning the household lacks a fixed, regular, and adequate nighttime residence and has a primary nighttime residence that is a public or private place not meant for human habitation.

In addition, the household must be unable to access emergency shelter lodging because there are no beds available at a shelter facility or there is not a shelter facility located within a reasonable distance.

Eligibility Verification

The ESP provider must verify that the household is literally homeless by documenting one of the following in the case file:

- a. Written observation by an outreach worker; or
- b. Written referral by another housing or service provider; or
- c. Certification by the household seeking assistance stating that they are literally homeless.

Refusal Policy

Only under the following circumstances may the Shelter Provider refuse services:

- a. Funds furnished under the MOA have been fully expended;
- b. Persons seeking assistance have a documented history of being disruptive, abusive, or excessively disorderly or other characteristics not conducive to staying in a motel facility. Denial shall be authorized by someone other than the intake worker.

III. Service Delivery Requirements

Motel Diversion

Before providing emergency overnight lodging, the Motel Provider shall make every attempt to practice motel diversion for households seeking ESP assistance. Motel diversion can be assisting the household with identifying other housing options such as staying with a family member or friend, or facilitating contact with a family member or friend to arrange for a temporary stay.

Emergency Overnight Lodging

If motel diversion is not an option, the Motel Provider may provide emergency overnight lodging in a motel facility to eligible households for up to seven (7) nights at a maximum rate of \$75.00 per night. The motel facility must meet, as much as possible, the *Minimum Standards for Emergency Shelter*.

In cases where emergency motel lodging is required beyond seven (7) nights, an extension may be requested by submitting the Motel Extension Request Form to the TSA Regional Manager. Extension requests are reviewed on a case-by-case basis and decisions will be provided within 24 hours.

In cases where a household presents for emergency motel services during hours when the Motel Provider is not operating i.e. after-hours, the Motel Provider *may* coordinate with another local service agency for provision of service. The local service agency must complete the After Hours Motel Referral Form authorizing emergency motel lodging for one (1) night or until the next business day. A copy of the form shall be provided to the household to bring to the motel facility and a copy shall be sent to the Motel Provider. The Motel Provider must follow-up with the household by the next business day and use standard billing protocol for payment as outlined in Section D. Part V. The TSA Regional Manager is available to assist Motel Providers with coordinating after-hours coverage.

Assessment & Referral

To support the ESP goal of moving households into stable housing as quickly as possible and creating a successful partnership with the HARA, the Motel Provider must make every effort to maintain engagement with households receiving ESP services, have regular communication with the HARA, and coordinate services with the HARA.

For each household receiving ESP services, the Motel Provider shall perform a VI-SPDAT assessment on the household within five (5) calendar days after the date of intake. If the household has had a VI-SPDAT assessment completed within thirty (30) calendar days prior to the date of intake, then the Motel Provider does *not* need to perform another VI-SPDAT assessment. The Motel Provider should reference HMIS or the HARA to confirm if/when a VI-SPDAT assessment was completed to prevent the

household from undergoing a VI-SPDAT assessment that is not necessary. The Regional Manager should be contacted with VI-SPDAT questions or concerns.

If the household has a VI-SPDAT score of five (5) or more, then the household should undergo a full SPDAT assessment with the HARA. The Motel Provider is responsible for making a referral for the household to the HARA for a full SPDAT within five (5) calendar days after the date of intake or the date of the VI-SPDAT assessment, whichever date is later. The Motel Provider should work closely with the HARA to ensure a full SPDAT assessment is completed and that the household is prioritized for the appropriate level of housing services.

If the household does not have a VI-SPDAT score of five (5) or more, then the Motel Provider should not refer the household for a full SPDAT assessment with the HARA. While households scoring in this range may demonstrate a need for supports, they do not demonstrate a need to be prioritized for deeper housing services. In these cases, the Motel Provider should support the household in resolving their housing crisis by providing information and facilitating referrals including but not limited to supplying a list of affordable housing properties, providing a list of local landlords, and referring households for other applicable services with local providers such as food assistance or state emergency relief assistance with DHS.

Coordination with Community Partners

In addition to working with the HARA, the Motel Provider should also coordinate with the local DHS County office within their ESP service area to ensure that clients presenting at DHS in need of emergency overnight lodging who are also eligible for ESP services are connected to in an efficient manner. The TSA Regional Manager and DHS can offer assistance to facilitate this partnership.

IV. Reporting & Recordkeeping

HMIS

The Motel Provider is responsible for creating and maintaining a client record for each person served through ESP on the HMIS. The Motel Provider may access HMIS training and materials, including privacy requirements and workflow guides, on the Michigan Coalition Against Homelessness website, www.mihomeless.org. The TSA Regional Manager is available for questions or concerns regarding ESP HMIS issues.

Households Denied ESP Services

The Motel Provider must maintain records for all households that presented for ESP services that did not meet eligibility criteria or were refused services per the criteria under Section C. Part II. TSA will monitor these records as part of their annual monitoring visit.

Record Retention

ESP records must be maintained by the ESP provider for a minimum of three (3) years from the operating year start date. These records must be available to TSA and DHS upon request.

V. Eligible Costs & Billing Procedure

Eligible Costs

Eligible ESP costs are costs for providing emergency overnight lodging in a motel facility as outlined in Section C., Part III. ESP costs are reimbursed at a maximum rate of \$75.00 per night. The Motel Provider may not collect payment from or charge service fees to households receiving ESP assistance which includes but is not limited to payment from mainstream benefits (Food Assistance Program/SNAP/EBT/Bridge Card).

Billing Procedure

The Motel Provider is responsible for making payments for eligible ESP costs to the motel facility at the time of service and will receive a reimbursement on a monthly basis. The Motel Provider shall submit a reimbursement request to TSA within fifteen (15) calendar days after the last day of the billing period. TSA will review and process reimbursement requests and release payment within thirty (30) calendar days from the reimbursement request due date or the date the reimbursement request was received by TSA, whichever date is later. For the month of September, reimbursement requests shall be submitted to TSA as reasonably directed to meet the State of Michigan fiscal year end closing deadlines.

The Motel Provider may submit reimbursement requests in hard copy or electronic format and shall include the following documentation with each submission:

- Reimbursement Request Form
- HMIS Billing Report
- Motel Invoice (original is not required)
- After Hours Motel Referral Form (if applicable, original is not required)

The motel invoice may also be a single invoice for the entire billing period as long as the head of household name, check-in date, check-out date, and total amount billed is included. An individual motel invoice for each household is acceptable but not required. In addition, if a household's check-in date and check-out date is not within one billing period, then the total amount billed may be on a single monthly reimbursement request or the total amount may be pro-rated between two monthly reimbursement requests, whichever the Motel Provider prefers.

Section E. Contact Information

I. Michigan Department of Human Services

Michigan Department of Human Services
Central Office
235 South Grand Avenue, Suite 1106
Lansing, MI 48933

Bureau of Community Services

Paula Kaiser VanDam, Director
Phone: (517) 241-0638
Email: KaiserP@michigan.gov

DHS Housing and Homeless Initiative

Michelle Cavanagh, Homeless Policy and Planning Specialist
Phone: (517) 335-1380
Email: CavanaghM1@michigan.gov

Amber Troupe, Homeless Resource Coordinator
Phone: (517) 512-4328
Email: TroupeA@michigan.gov

II. The Salvation Army Eastern Michigan Division

The Salvation Army Eastern Michigan Divisional Headquarters
16130 Northland Drive
Southfield, MI 48075
Phone: (248) 443-5500

ESP Administrative Staff

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Marcie Rashidi, TSA Regional Manager
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Leslie Attard, ESP Accountant
Phone: (248) 443-5500 x 258
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III. Michigan Coalition Against Homelessness

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