



Council on Homelessness

2012 Report



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2012 Report



Submitted June 2012

to

Governor Rick Scott
Senate President Mike Haridopolos
House Speaker Dean Cannon
Secretary David E. Wilkins

Council on Homelessness
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Cover Story:

New Shoes for Three Little Girls

The three sisters pictured on the cover are, along with their mom, recent graduates of the Emergency Services and Homeless Coalition’s “Transitional Housing Program” in St. Augustine. After the father of the girls began using drugs and lost his job, the family had no income and was evicted from their home. The mother and her girls stayed with relatives and in a hotel for a short time. The homeless mother obtained employment with a food mart at a gas station and she learned of the ESHC Transitional Housing Program. She was admitted into the program and moved into a two-bedroom bungalow that same week.

The family graduated from the ESHC “Transitional Housing Program” in June 2011 after the allowable time limit of 24 months, and moved to permanent housing just two blocks away from the Transitional Housing office. The mother attends St. Johns River State College full-time on a Pell Grant and she still works full-time at the food mart. Her goal is to become a pharmacist.

The new shoes were made available through a **Payless Gives Shoes 4 Kids** grant from Payless Shoes (<http://www.paylessgives.com/index.php>). The total grant award was for \$1,000 and with that money, the Coalition was able to provide 40 pairs of shoes at Christmas to homeless and needy children, including former residents of the ESHC Transitional Housing Program. The Coalition learned of this grant from U.S. Senator Bill Nelson’s office.



Florida's Council On Homelessness

Rick Scott
Governor

David E. Wilkins
Secretary

Shannon Nazworth
Chairperson

June 27, 2012

The Honorable Rick Scott
Governor
PL05 The Capitol
Tallahassee, Florida 32399-0001

Dear Governor Scott:

On behalf of the members of the Council on Homelessness, it is my honor to submit the Council's 2012 report for your consideration.


In accordance with state law, the Council has prepared recommendations for reducing homelessness in our state. The report also summarizes the extent of homelessness and characteristics of the men, women and children who are without a place to live.

As the state helps to provide new jobs and rebuild the economy following the recession, there is still a need to help those who have lost their ability to provide for their own housing. Families with children are the fastest growing segment of those who are homeless. The children in these situations are the innocent victims.

The Council has prepared a strategic plan, with action items, for Florida to reduce homelessness. This plan aligns with the the federal homeless strategic plan, and builds on Council proposals from 2011.

The Council is committed to addressing the services and housing needs of our vulnerable neighbors. If you have questions on the report, I can be reached at (904) 359-9650.

Sincerely,



Shannon Nazworth
Chairperson

cc: David E. Wilkins, Secretary; Dept. of Children and Families

1317 Winewood Boulevard, Tallahassee, Florida 32399-0700

Executive Summary

In accordance with section 420.622(9), Florida Statutes, the Council on Homelessness submits its annual report to the Governor and Florida Legislature summarizing the extent of homelessness and its recommendations for reducing homelessness in this state.

On one day and night in January 2012, the local homeless coalitions counted 54,300 persons who were living on the street, or staying in an emergency shelter. With this count, Florida has the third largest population of homeless persons of any state in the country.

The emergency shelter and transitional housing facilities shelter over 105,000 homeless persons (unduplicated count) on an annual basis. On any given night, those same facilities provide a nighttime bed for 20,600 persons.

Not included in these counts are those families and children who have lost their own place to live, and are doubled up in overcrowded housing, living with family members or friends. For the school year 2010 – 2011, 56,680 children of school age were identified as homeless by the local school districts. Family homelessness is the fastest growing segment of the homeless population in our country.

The inability of a person or family to maintain their own place to live is driven by economic crisis and the cost of housing. The state continues to have an unemployment rate higher than the national rate. In April, over 800,000 workers were unemployed, and actively seeking a job. Another 730,000 workers have dropped out of the job market, are without a job, and are not seeking another job.

As a result of the economic recession, over 750,000 households in Florida lost their homes in the last five years to mortgage foreclosures ordered by the state courts. These households have tried to find housing in the state's rental housing market, with the added barrier of a foreclosure on their credit history. The rental housing market now has a very low vacancy rate, and rent levels are rising. There are very limited numbers of rental units available to those households living on fixed incomes, government assistance or minimum wage jobs.

To address this ongoing problem, all segments of our society must be part of the solution. The business sector, our churches and faith-based organizations, all levels of government, charitable organizations, and individual citizens have roles to play to help these men, women and children escape the traumatic episode of being homeless.

The Council's report proposes a series of actions in the strategic plan to reduce and end homelessness in our state. The restoration of jobs for the state's workforce is a key, along with a focus on creating more low cost rental housing units for those persons with very limited incomes.

Section 1

Message to the Governor and Legislature

Over the past few years, a larger segment of our society is experiencing the calamity of homelessness. And they are not outsiders, but rather our fellow residents who for a variety of factors, do not have a place to live. Much like the Great Depression, because of a widespread and long-term economic crisis, homelessness has engulfed a broad cross-section of our residents. This includes formerly middle class families and their children, who are often facing these unanticipated circumstances for the first time.

The loss of jobs due to Florida’s high unemployment, and the financial meltdown in the mortgage industry, has resulted in the fact that a great number of Florida’s families are simply no longer able to pay their rent or mortgages. This invariably leads to the loss of their housing—which results in their living on the streets, in shelters, in older low end hotels, or temporarily staying in cramped quarters with friends or family. It is because of this housing crisis that so many families and individuals are experiencing homelessness and are unable to escape its devastation.

Affordable Rental Housing: Florida

Persons on Supplemental Security Income (SSI)
[Elderly, Blind or Disabled]

Maximum Monthly Benefit = \$698 per month

Fair Market Rent – One Bedroom: Monthly

Metropolitan Area	Rent	SSI Income
Ft. Lauderdale	\$988	\$698
Jacksonville	\$716	\$698
Miami	\$927	\$698
Orlando	\$819	\$698
Tampa – St. Petersburg	\$766	\$698

As can be seen in this chart, an elderly, blind or disabled person whose sole source of income is from the Supplemental Security Income (SSI), would not be able to support or maintain an apartment at market rent rates. Other rent assistance or lower cost rental housing is needed to serve these special needs populations.

“Out of Reach 2012: America’s Forgotten Housing Crisis”

Fair market Rent 2 Bedroom	Income to Afford at 30% on Rent	Minimum Wage	Average Renter Income
\$965/mo.	\$3,217/mo.	\$1,329/mo.	\$2,335/mo.
	\$18.56/hour	\$7.67/hour	\$13.47/hour.

Source: *National Low Income Housing Coalition, March 2012*

The table above reflects the problem facing persons working in minimum wage jobs. They would need to either pay much more than 30% of their income on rent, or work more than 40 hours a week to have enough income to make rent affordable in the state’s housing market.

If homeless Floridians are assisted through efforts of affordable housing, the criminal justice system, schools and state government, the overall savings to the state is tremendous.

Affordable and Supportive Housing is Cost Effective

Cost Per Day Per Person	
\$1,940	Hospital Inpatient
\$905	Emergency Room
\$604	Psychiatric Hospital
\$527	Ambulance
\$256	Detox
\$87	Jail
\$31	Affordable and Supportive Housing
\$28	Emergency Shelter

Source: *U.S. Interagency Council on Homelessness*

Although the general perception of the homeless is that they are adult males who do not attempt to find employment, the opposite is true. Floridians who have families and lost their jobs due to the failing economy are making up the vast majority of the persons experiencing homelessness. They live in their automobiles, with friends and family, anywhere possible trying to restore some semblance of "normal" to search for jobs, allow their children to go to school and eventually secure safe and affordable housing. Children make up a large part of the population, and homeless single women with children are reluctant to ask for assistance for fear their children will be taken from them. Veterans comprise some of the highest numbers of homeless, and women veterans' homelessness is on the rise. Vietnam veterans and veterans recently released from the military cannot find jobs and are homeless or end up at homeless shelters. Many were deployed to Iraq and Afghanistan numerous times and suffer from Post Traumatic Stress Disorder and Traumatic Brain Injury, and have problems assimilating into their home communities.

The private sector on its own has not adequately found a resolution. There is a severe lack of housing that so many Floridians can afford, or housing supports to enable families to secure decent and safe places to live. The Council believes there is an important and necessary role for the resources and agencies of our state government to address this problem and enable thousands of homeless Floridians to secure and afford homes in which to live.

To guide our state in this mission, the Council has developed a strategic plan, and identified critical action steps needed to meet the affordable rental housing crisis. Specific actions are also detailed to respond to the growing homelessness among families with children. Please see *Opening Doors: Florida* in Section 2 for these strategies.

Section 2

Opening Doors: Florida

A Strategic Plan

The Council's strategic planning statement was modeled on the 2010 U.S. Interagency Council on Homelessness' adopted plan, "Opening Doors." This federal plan established four national goals:

- Finish the job of ending chronic homelessness by 2015;
- Prevent and end homelessness among our veterans by 2015;
- Prevent and end homelessness for families, youth and children by 2020;
- Set a path to end all types of homelessness.

In developing the Florida action plan, the Council relied on its work in 2010 and 2011 to create its Call to Action, resulting from the Council's strategic planning retreat. In addition, the Opening Doors: Florida plan incorporates critical actions recommended in the Florida Plan to End Child Homelessness, released in 2010. This planning effort was a joint effort of the Florida Coalition for the Homeless, and the National Center on Family Homelessness.

The Opening Doors: Florida plan builds on the ten objectives found in the federal plan, plus one objective specific to the Florida plan to address homelessness among unaccompanied youth. The Council urges the Governor and the Legislature to give priority to the issues of homelessness, which plagues so many Floridians every single day.

INCREASE LEADERSHIP, COLLABORATION AND CIVIC ENGAGEMENT

Objective 1: Provide and promote collaborative leadership at all levels of government and across all sectors to inspire and energize Floridians to commit to preventing and ending homelessness.

Action Items: State must be a committed partner with local communities to solve and eliminate homelessness.

State must take leadership in recognizing the interconnectedness of state and private services needed to address homelessness and to implement a system that would deliver a more cohesive and comprehensive resolution to ending homelessness on both an individual and systemic level.

State agencies should be provided opportunities to be flexible in using available funding and resources to prevent homelessness and assist those who are homeless.

Provide opportunities for families, Continuum of Care members, homeless shelter staff, domestic violence shelter staff, homeless education liaisons, United Way's 211 staff, child welfare workers, youth and veterans' agency staff, and others in related organizations in regions throughout the state to network, coordinate, and collaborate to improve services for homeless children, youth, and families.

Objective 2: Strengthen the capacity of public and private organizations by increasing knowledge about collaboration, homelessness, and successful interventions to prevent and end homelessness.

Action Items: Revise the composition of the Council to increase leadership, collaboration and civic engagement.

Governor should issue an Executive Order designating the Lieutenant Governor as the Chair of the Council.

Increase membership to bring business and corporate executives onto the Council to facilitate public/private partnerships, as well as add the statewide association of public housing authorities (Florida Association of Housing and Redevelopment Officials).

State agencies should collaborate more effectively to utilize existing resources.

Public and private agencies need to raise awareness of the problem of child, youth, and family homelessness in Florida

Share information on the:

- Scope, causes, and costs of child, youth, and family homeless in urban, suburban, and rural areas of Florida.
- Solutions to child, youth, and family homelessness as well as how to get involved and take action.
- Available resources to help those experiencing homelessness.

Legislature should designate a state university to document the cost of homelessness on law enforcement, courts, jails, Medicaid, hospitals, schools and child welfare, to best determine how to allocate limited public funds for preventing and ending homelessness.

Identify policy changes to better utilize existing resources and alleviate homelessness.

Fund Local Coalition Staff Grants through the State's budget process, as recurring budget items to support the work of homeless coalitions around the state, to plan for and secure the resources required to reduce homelessness.

Maintain staff funding through the State's budget process for the Office on Homelessness to coordinate resources and program statewide and work with the Council on Homelessness to recommend policies and plans to end homelessness.

Provide training and technical assistance to people who work and volunteer in emergency shelters, schools personnel, health and mental health care staff, police, firefighters, veterans' services workers, youth organization personnel, rural organization staff, and other people who provide services to children, youth, and families who are homeless.

Offer a series of training opportunities on trauma, its impact on those who have experienced homelessness, and how to provide trauma-informed care.

Build skills, enhance organizational capacity, and facilitate important collaboration and information exchange by including training on topics such as: developmental needs of homeless children, case management, motivational interviewing, self-care, consumer involvement, leadership development, organizational and program development, and community engagement.

INCREASE ACCESS TO STABLE AND AFFORDABLE HOUSING

Objective 3: Provide affordable housing to people experiencing or most at risk of homelessness.

Action Items: Provide short-term rental or utility assistance to help renters stay housed and prevent homelessness. Prevention intervention is less costly to the community in both the short and long term.

Increase the supply of rental housing affordable to extremely low income Floridians.

Legislature should restore Challenge grants to prevent homelessness and provide supportive services to help families and youth exit homelessness.

Address the need for decent and safe housing affordable to minimum wage earners and those living on fixed and limited incomes.

Legislature should restore Homeless Housing Assistance Grants to create new, affordable housing and transitional shelter units, by reauthorizing the transfer of funds from the Local Government Housing Trust Fund to support this grant at the Department

of Children and Families.

Acquire, rehabilitate and preserve rental housing to serve households who have extremely low incomes.

Explore rental assistance strategies proven successful in other states, such as the rapid re-housing model for moving the homeless back to permanent housing.

Develop viable strategies to utilize foreclosed and vacant housing.

Legislature should authorize the creation of a voluntary contribution option on DMV forms as a new revenue source to help fund homeless services.

Objective 4: Provide permanent supportive housing to prevent and end chronic homelessness.

Action Items: Increase the supply of rental housing affordable to lowest income Floridians; including housing linked with support services for persons requiring such supports, allocating all funding generated for the State and Local Government Housing Trust Funds to housing needs.

Provide state investments in supportive housing for youth leaving the foster care system, by creating a set-aside for housing assistance, within the State Apartment Incentive Loan Program.

Dedicate resources to preserve existing housing with rental subsidies.

Explore rental assistance strategies proven successful in other states.

Develop viable strategies to utilize foreclosed housing.

Address foreclosure issues with the State Housing Initiatives Partnership Program.

INCREASE ECONOMIC SECURITY

Objective 5: Increase meaningful and sustainable employment for people experiencing or most at risk of homelessness.

Action Items: Support jobs and living wages that assure that working people can afford available housing.

Increase accessibility to unemployment compensation benefits to help prevent loss of housing and homelessness because of a temporary job loss.

Objective 6: Improve access to mainstream programs and services to reduce people's financial vulnerability to homelessness.

Action Items: Legislature should enact incentives for the private sector to hire homeless persons, including tax credits.

Amend Workforce Florida practices to:

- Adopt performance goals to increase employment among the homeless;
- Place homeless specialists in One Stop Centers;
- Link essential childcare and transportation services to increase access to employment.

Legislature should authorize Department of Highway Safety and Motor Vehicles to waive fees for state identification card and/or drivers' license for homeless persons.

Legislature should authorize Department of Health to waive fees for securing birth certificates for homeless persons.

IMPROVE HEALTH AND STABILITY

Objective 7: Integrate primary and behavioral health care services with homeless assistance programs and housing to reduce people's vulnerability to and the impacts of homelessness.

Implement the "Basic Principles of Care for Families and Children Experiencing Homelessness," outlined by The National Center on Family Homelessness, within all programs serving families, youth, and children who are homeless.

Ensure that all programs serving homeless children, youth, and families are trauma informed and recovery-oriented.

Support and partner with the Florida Department of Education in increasing the number of homeless children and youth identified and receiving services under the education section of McKinney-Vento Homeless Assistance Act by school districts.

Continue to provide information and technical assistance about the education provisions of the federal McKinney-Vento Homeless Assistance Act to school personnel, parents, homeless service providers, domestic violence programs, Head Start programs, colleges and universities, the public, and others working and volunteering with children, youth, and families who are homeless.

Ensure that housing and service programs serving homeless children and youth have access to age-appropriate child development resources, activities, curricula, counseling, and tutoring.

Encourage community mental health centers to conduct outreach and provide prioritized, targeted prevention and early intervention services to homeless children, youth, and families who are at increased risk for mental health issues due to residential instability.

Prioritize use of childcare vouchers by families experiencing homelessness and survivors of domestic violence.

Objective 8: Advance health and housing stability for youth between the ages of 18 and 21 aging out of systems such as foster care and juvenile justice to prevent them from becoming homeless.

Action Items: Educate Child Welfare staff regarding rights of families and continue to avoid placing children in foster care based solely on their parents' or guardians' housing status.

Allow youth 18 or older the option of re-entering foster care after exit.

Claim federal funds until age 21 through the Title IV-E state plan for the following categories of youth: those exiting foster care at 16 to guardianship or adoption and/or the youth who remain in foster care at ages 18-21.

Maintain extended foster care, adoption assistance, independent living services, and kinship guardianship assistance to all youth up to the age of 21.

Continue to develop comprehensive, individualized, client-focused plans for children and youth exiting foster care that will promote age appropriate development in safe and supportive communities.

Continue to invest in supportive housing for youth exiting the foster care system.

Develop a comprehensive, statewide data collection and analysis system to improve the identification of homeless youth.

Objective 9: Advance education, health, and housing stability for unaccompanied homeless youth, including minors not in the physical custody of a parent or guardian.

Action Items: Remove barriers that prevent homeless unaccompanied youth, including minors, from:

- Obtaining official documents such as a social security card, driver's license, and state identification card;
- Obtaining consent for or accessing medical/health services;
- Establishing a bank account; and
- Applying for food stamps and other benefits through the Department of Children and Families' ACCESS Florida online system.

Objective 10: Advance health and housing stability for people experiencing homelessness who have frequent contact with hospitals and criminal justice.

Action Items: Emphasize mental health services for homeless persons.

Use Medicaid, VA and other federal resources to provide trauma informed care models.

Use the Assertive Community Treatment approach to integrate housing and supportive services.

Make services provided in permanent supportive housing eligible under Medicaid coverage.

RETOOL THE HOMELESS CRISIS RESPONSE SYSTEM

Objective 11: Transform homeless services to crisis response systems that prevent homelessness and rapidly return people who experience homelessness to stable housing.

Action Items: Establish more productive and cost effective use of limited public money than the presently overused and extremely expensive measures such as hospitalization, arrest, and jailing of homeless persons.

Refocus overreliance on local ordinances targeting poor and homeless persons and the criminalization of activities they engage in because of their homelessness, by Council action to educate and train local government officials on:

- Comprehensive and seamless systems of care that combine housing and behavioral health and social services supports.
- Collaboration between law enforcement and behavioral health, and social service providers that results in tailored interventions to connect people with housing and services while meeting the community goal to reduce number of persons inhabiting public space.
- Implementation of alternative justice system strategies to reduce homeless involvement with the criminal justice system, decrease recidivism and improve linkage with other systems of care.*¹

Greater emphasis must be placed on the fact that providing housing could eliminate more costly and temporary intervention.

As housing will always be necessary, adopt a Housing First model that will avoid other unnecessary and more costly options, especially when homelessness is a result of a family's economic crisis

Provide short-term financial aid to persons at risk of homelessness; including families to ensure housing stability is not a factor in placing children in the state's care.

Assist Florida's at-risk veterans by enhancing incentives to hire veterans, providing caseworkers to link veterans with benefits and utilize case manager salaries as match for federal grants.

Commit resources to ensure no federal resources are un-utilized and ensure Florida veterans receive all the benefits to which they are eligible.

* *Searching Out Solutions: Constructive Alternatives to the Criminalization of Homelessness,* 2012, U.S. Interagency Council on Homelessness. Executive summary included as Exhibit 1 to report.

Section 3
Policy and Budgetary Proposals

Policy Issues

Additional Eligibility Requirements for Applicants Seeking State Assistance

The Council has evaluated the issue on whether state government should require additional state eligible standards on applicants seeking federal and state funded housing assistance and social service benefits. Examples of such state required standards include testing for the applicant's use of illegal substances, or criminal history background screening.

Based on the input received by the Council on the issue from homeless service providers, and advocates for the homeless, the Council found that these additional requirements may have unintended consequences for the individual or household needing assistance, as well as upon the community, resulting in other problems or costs.

Based upon these discussions, the Council created and adopted a position paper on this topic. This paper is included in Exhibit 2 to this report.

Budgetary Proposals

To address the ongoing need for services for the homeless provided by community agencies, and to sustain and enhance the capacity of these organizations, the Council would recommend the following budget levels for targeted state homeless grants. These spending levels are based on the demand for grant assistance by local providers of services.

- Challenge Grant \$4,750,000

Authorized in section 420.622, F.S., this grant helps to fund those services and programs contained in the community's homeless assistance continuum of care plan. The grant has annually supported local services to over 45,000 homeless persons in providing temporary housing, food and nutrition, health care and emergency aid to avoid evictions.

- Homeless Housing Assistance \$5,000,000

This grant is authorized in section 420.622, F.S., and is used to acquire, rehabilitate, or construct housing for occupancy by persons who are homeless. Such housing would be either transitional housing or permanent housing to end the episode of homelessness for the person housed. Since 2001, this grant has helped create over 3,600 units of permanent housing for occupancy by homeless persons.

- Homeless Grant in Aid \$1,100,000

This grant would fund the provision of a variety of supportive services, including outreach, referrals to services, emergency financial aid, sheltering, food programs, and employment assistance for persons who are homeless. Authorized in section 420.625, F.S., the program is based on the community's spending plan for these direct services, which have served over 20,000 homeless persons annually.

- Local Homeless Coalition Grants \$2,000,000

The funding of the 28 local homeless coalitions, which lead the continuum of care planning, is authorized in Chapter 2001-98, Laws of Florida, and enables these local agencies to carry out their statutory duties in sections 420.623 and 420.624 F.S. Funding these coalitions to carry out critical data collection, planning for local services and housing, and writing competitive grant applications is essential to bringing nearly \$80 million each year in federal grants to Florida to house the homeless.

Section 4

Homeless Conditions in Florida

Over the past few years, a larger segment of our society has experienced the crisis of homelessness. Because of the widespread and long-term economic crisis, a broad cross-section of our neighbors, including formerly middle class families and their children, are facing life without a place to call home for the first time.

Factors Driving Homelessness in Florida

The Foreclosure Crisis

In the past five years, a total of 1,274,919 houses went into foreclosure proceedings in our court system. As a result, the judicial process ordered 752,082 homes foreclosed. Three-quarters of a million households were forced to leave their homes, due to their inability to pay their mortgages.

This meant 750,000 households had to try to find a rental housing unit for which they might be able to afford the rent. For many, their credit history which now included a foreclosure, made it even more difficult to lease an apartment. For some, this resulted in becoming homeless, and having to share crowded housing of family and friends. For those most unfortunate, it meant having to face living on the streets, staying in homeless shelters, or living out of their car.

Foreclosure Trend Data

Year	Filings	Dispositions
04-05	59,907	60,044
05-06	57,272	53,765
06-07	112,840	69,388
07-08	284,266	118,581
08-09	403,477	213,384
09-10	337,573	275,052
10-11	136,763	75,677

Source: *Office of State Courts Administrators, Annual Reports*

Unfortunately, Florida has not seen the end to this housing crisis.

TransUnion reports on May 9, 2012 that the State's mortgage delinquency rate continues to be the highest in the nation, with 13.87% of the mortgages in the state being 60 days or more past due.

RealtyTrac reports on May 18 that Florida's foreclosure epidemic remains strong, with April 2012 showing a 26% increase over the April 2011 data. Florida had one foreclosure filing for every 364 housing units, the third highest rate in the country. California and Nevada were the states with higher rates. The RealtyTrac report puts the blame on the judicial foreclosure process. Nationally, the same

report cited a 14% drop in foreclosure filings for April, 2012, with a national rate of one filing for every 698 housing units.

Unemployment

Florida continues to have an unemployment rate above the national average. For April 2012, Florida's unemployment rate was 8.7%, compared to the national rate of 8.1%. In Florida, there were 804,000 persons unemployed and seeking work.

The number of workers who have become discouraged, and have stopped seeking work is also growing. The Department of Economic Opportunity data for April 2012 reported that there were 731,000 workers who are classified as discouraged, are working part-time involuntarily, or are defined as marginally attached workers.

The April drop in the national unemployment rate was reported by the U.S. Department of Labor to be due to the 342,000 workers who simply dropped out of the labor force, and are no longer seeking employment.

Homeless in Florida 2012

1. Those who are literally homeless – living on the street or staying in emergency shelters.

One Day Count

Based on federal mandates and directions, the state's network of local homeless coalitions, and the providers of services to the homeless conduct a one day, 24 hour count of the persons who are staying in emergency shelters, or who are on the street. For 2012, each of the 28 homeless planning areas in Florida did a one night count of the the persons staying in shelters. The January 2012 count of the unsheltered, street homeless population was optional. Sixteen of the 28 planning areas did the street count of the unsheltered homeless population in 2012. For the other 12 areas, their 2011 street count numbers are used.

Results: 2012 One Day Count

54,300 Persons were homeless living in shelters, or on the street.

Trend Data: One Day Counts

Year	Persons Homeless
2008	59,036
2009	57,687
2010	57,751
2011	56,687
2012	54,300

Notes: 2012 data reflect mandatory shelter counts, and voluntary street counts of the unsheltered populations. Sixteen of the state's continuum of care areas did a street count in January 2012.

Source: *Local homeless coalitions, leading the Continuum of Care planning in Florida. Office on Homelessness, May 2012.*

The 2012 count statewide is down by 4%, compared to the 2011 numbers. The trend varies by communities. Some reported increases, while others reported declines in the number of persons who are literally homeless. Data on the number of homeless persons by county is provided in Exhibit 3.

The local homeless coalitions provided explanations of the changes in their area, including:

- Fewer persons were homeless in the panhandle in 2012 as a result of the recovery from the BP Oil Disaster.
- Cold night shelter counts were lower in 2012, due to the warmer winter temperatures this year compared to 2011.
- More families are homeless.
- Chronic street homeless counts are lower in 2012.
- One continuum reported persons who were doubled up as homeless in the 2011 count, which were taken out of the 2012 numbers to comply with federal standards.
- Sheltered homeless counts were up in continuum of care areas that increased their inventory of shelter beds.

Annual Service Data on Persons Sheltered

Using data from local homeless management information systems, the following estimates of the number of persons served in the emergency and transitional housing beds in Florida are projected:

2011 Homeless Persons in Emergency Shelter Beds

Persons by Household Type	1 Day Count	1 Year Count
Households with Children	7,249	30,468
Households without Children	13,361	75,177
Total Persons Sheltered	20,610	105,645

The data was generated, based on fifteen continuum of care reports filed with the Department of Housing and Urban Development for the annual homeless assessment report. What the annual service data reflects is the fact that each bed available in the shelters and transitional housing serves more than one person in a year's time. The utilization rates vary for emergency shelters, compared to longer stay transitional housing beds. In addition, the length of stays for single adults differs from homeless families. See the table below for the 2011 rates on utilization of beds to serve the homeless.

Bed Utilization for Shelter and Other Beds

Type of Bed	Family Served			Individual Served		
	Year	One Night	Use Ratio	Year	One Night	Use Ratio
Emergency Shelter	2,520	390	6.46	8,136	985	8.26
Transitional Beds	2,945	1,148	2.56	4,049	1,278	3.16
Permanent Housing	732	472	1.55	1,115	817	1.36

Source: *Fifteen Continuum of Care Reports, 2011 Annual Homeless Assessment Reports, October 2010 to September 2011*
Office on Homelessness, April 2012

This data provides the broader picture of the extent of homeless persons sheltered on an annual basis, compared to the traditional one day count numbers. For every homeless person counted in a shelter bed on the one night count, that bed will serve an average of 5 persons over the next 365 days.

2. Broader Definition of Homeless Person

The school districts in our state capture and report to the Florida Department of Education, the number of students identified as homeless during the school year.

By Federal law, the public schools use the expanded definition of homeless person to include those children and youth who lack a fixed, regular, and adequate nighttime residence, including those who are:

1. Sharing the housing of others due to loss of housing, economic hardship, or similar reason;
2. Living in motels, hotels, trailer parks, camping grounds due to lack of adequate alternative housing;
3. Living in emergency or transitional shelters;
4. Abandoned in hospitals, or awaiting foster care placement;

5. Living in a public or private place not designed for or used as a regular sleeping accommodation for human beings to live;
6. Living in cars, parks, abandoned buildings, bus or train stations; substandard housing or similar setting; and
7. Migratory children living in any of the above circumstances.

During the 2010 – 2011 school year, the Florida school districts identified 56,680 children and youth who were homeless. This is a 15% increase from 2009-2010. Of those identified, 6,503 (11%) were “unaccompanied youth.” An “unaccompanied youth” is defined as one who is not in physical custody of a parent or guardian. The majority, 41,774 (74%) were reported as homeless and temporarily sharing the housing of other persons due to the loss of their housing or economic hardship; a 14% increase from the previous school year.

Homeless Students Reported in Florida Schools

School Year	Homeless Students*	Change
2006 - 2007	30,878	4.5%
2007 - 2008	34,375	11.3%
2008 - 2009	41,286	20.1%
2009 - 2010	49,112	19.0%
2010 - 2011	56,680	15.0%

*Numbers do not include count of homeless students identified in the university developmental research schools (Pre K – 12).

Source: 2010 – 2011 Survey 5 Student Demographic Format and Federal State Indicator Format. Florida Department of Education, Automated Student Database System.

Exhibit 4 in the report provides the breakdown of homeless children identified by the school districts in their respective counties.

Inventory of Housing Beds to Serve the Homeless

To respond to the needs of the persons facing homelessness in Florida, the network of non-profit, faith-based, and local government organizations have developed an inventory of housing beds to enable the homeless to get off the streets.

With the success of Florida’s local homeless coalitions, and their continuum of care planning partners, over \$75 million in federal competitive grants, and another \$12 million in federal formula grants were received in 2011-12. As a result, more housing beds have been created to address the demand. The following table reflects the statewide inventory of homeless beds.

Inventory of Beds Available to Serve the Homeless

Year	Shelter	Transitional	Permanent	Total Beds
2008	9,763	14,183	11,790	35,736
2009	9,897	14,622	12,070	36,589
2010	9,418	13,944	10,712	34,074
2011	10,209	14,595	12,881	37,685
2012	10,168	13,958	14,558	38,684

Source: Office on Homelessness, May 2012

The greatest growth is in the permanent housing bed inventory. This reflects the national and state focus on models that promote placing the homeless person back into permanent housing as quickly as possible after becoming homeless. The Housing First model and the Rapid Re-Housing model are the best practices receiving federal grant priorities today.

Once a person who is homeless is placed in a permanent housing unit, that individual no longer meets the definition of a homeless person. As more permanent housing beds are available and used to house the homeless, the net effect is a reduction in the number of homeless persons counted on the one day counts. For 2012, there are 1,677 more permanent housing beds available. For this same period, there was a drop in the number of homeless persons counted in emergency and transitional shelter beds, totaling 983 persons.

Council's 2012 Report

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SEARCHING OUT SOLUTIONS

Constructive Alternatives to the Criminalization of Homelessness



United States Interagency
Council on Homelessness

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Searching out Solutions: Constructive Alternatives to Criminalization

Executive Summary

In recent years, the United States has seen the proliferation of local measures to criminalize “acts of living” laws that prohibit sleeping, eating, sitting, or panhandling in public spaces. City, town, and county officials are turning to criminalization measures in an effort to broadcast a zero-tolerance approach to street homelessness and to temporarily reduce the visibility of homelessness in their communities. Although individuals experiencing homelessness should be afforded the same dignity, compassion, and support provided to others, criminalization policies further marginalize men and women who are experiencing homelessness, fuel inflammatory attitudes, and may even unduly restrict constitutionally protected liberties. Moreover, there is ample evidence that alternatives to criminalization policies can adequately balance the needs of all parties. Community residents, government agencies, businesses, and men and women who are experiencing homelessness are better served by solutions that do not marginalize people experiencing homelessness, but rather strike at the core factors contributing to homelessness.

Criminalization policies are costly and consume substantial state and local resources. In today’s economic climate, it is important for state, county, and local entities to invest in programs that work rather than spend money on activities that are unlikely to achieve the desired result and which may, in some cases, open the jurisdiction to liability. In addition to the increase in public resources used to carry out these criminalization measures, individuals who are arrested or fined for “act of living” crimes in public spaces now have a criminal record; resulting in barriers to work, and difficulty in receiving mainstream services and housing that often bar individuals with criminal histories. These policies are a temporary solution to street homelessness and create greater barriers for these individuals to exit homelessness successfully, providing neither a permanent or sustainable solution to homelessness.

The federal government has an important responsibility to provide leadership, share best practices, and provide technical support to localities in their efforts to find constructive ways of addressing the needs of individuals experiencing homelessness. Specifically, the 2009 HEARTH Act charged the United States Interagency Council on Homelessness (USICH) with “develop[ing] alternatives to laws and policies that prohibit sleeping, eating, sitting, resting, or lying in public spaces when there are no suitable alternatives, result in the destruction of property belonging to people experiencing homelessness without due process, or are selectively enforced against people experiencing homelessness.” One of the strategies of *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness* is to reduce criminalization of homelessness by defining constructive approaches to address street homelessness and considering incentives to urge cities to adopt these practices.

The alternatives to criminalization policies identified in this report have been effective in reducing and preventing homelessness in several cities around the country. These solutions can be relatively inexpensive to implement, result in overall cost-savings, and have a lasting positive impact on the quality of life for individuals experiencing homelessness and the larger community.

In December 2010, USICH and the Access to Justice Initiative of the U.S Department of Justice (DOJ), with support from the Department of Housing and Urban Development (HUD), held a summit on the development of constructive alternatives to the criminalization of homelessness, titled *Searching for Balance: Civic Engagement in Communities Responding to Homelessness* (hereinafter “Searching for Balance Summit”). A list of the December 2010 Summit participants is attached as Appendix III.

The Searching for Balance Summit engaged a variety of community stakeholders, including city and county government officials, police officers, business improvement district leaders, court officials, health providers, Continuum of Care representatives, national advocates, federal partners, and men and women who have experienced homelessness. The day-long forum resulted in several recommended alternatives to criminalization, characterized by three overarching themes:

Searching out Solutions: Constructive Alternatives to Criminalization

- I. Creation of Comprehensive and Seamless Systems of Care
- II. Collaboration among Law Enforcement and Behavioral Health and Social Service Providers
- III. Alternative Justice System Strategies

This report explores the themes and solutions that were identified at the Searching for Balance Summit. It also chronicles the experiences of several local communities in their endeavors to develop programs that treat individuals experiencing homelessness with dignity and respect, while simultaneously meeting the needs of community safety and maintaining civic order. Community leaders who are exploring constructive alternatives to criminalization will want to consider the strategies discussed within each of the three solution sections and select the appropriate combination of strategies to craft an approach that best addresses their community's needs. Though presented in three themes, the solutions proposed are interrelated and reinforcing.

Many successful strategies were identified during the Searching for Balance Summit, but communitywide engagement emerged as a common thread among all of them. The needs of all parties must be considered in the development of solutions for individuals experiencing homelessness. The Searching for Balance Summit participants emphasized: (1) collaboration across all sectors including the alignment and sharing of resources; (2) developing and implementing strategic plans to end homelessness (sometimes referred to as Ten Year Plans to End Homelessness); and (3) implementing only proven or promising practices. Success turns on a willingness to consider multiple perspectives and balance competing needs, openness to new partnerships and new approaches, and a readiness to commit and pool resources to fund solutions.

Solution I: The creation of comprehensive and seamless systems of care that combine housing with behavioral health and social service supports have been shown to prevent and end homelessness.

Communities around the country have been working in partnership with the federal government to develop comprehensive systems of care that can effectively prevent and end homelessness. In an effort to address duplication of activities, gaps in service delivery, and costly use of emergency systems as safety nets, many local partners developed a host of combined housing and service programs.¹ These combined housing and service strategies, supported by communitywide involvement in planning and implementation, have proven to achieve long-term reductions in street homelessness and connect individuals with benefits and services that improve stability.²

Potential solutions include:

- ▶ Develop and implement communitywide plans to end homelessness that bring together a variety of stakeholders such as consumers, businesses, law enforcement, mayors and other city/town officials, schools, philanthropy, and community members to create collaborative and innovative solutions
- ▶ Develop "Housing First" permanent supportive housing to provide persons experiencing chronic homelessness immediate options, directly reducing the number of people living in public spaces
- ▶ Ensure 24-hour access to shelters and/or services that offer alternatives to living in public spaces and access to services that meet the basic needs of individuals experiencing homelessness in order to reduce visible street homelessness and contribute to reductions in homelessness

¹ Jennifer Perlman and John Parvensky. *Denver Housing First Collaborative Cost Benefit Analysis and Program Outcomes Report*. Denver, CO: Colorado Coalition for the Homeless. (December 2006).

² U.S. Department of Housing and Urban Development, *2010 Annual Homeless Assessment Report (AHAR)*, (July 2011).
Martha Burt et al. *Strategies for Reducing Chronic Street Homelessness: Final Report*. Washington, DC:
U.S. Department of Housing and Urban Development, Office of Policy Development and Research. (January 2004).

Searching out Solutions: Constructive Alternatives to Criminalization

- ▶ Create street outreach teams and provide safe havens to help chronically homeless individuals exit the streets
- ▶ Employ communitywide collaboration through education, volunteerism and donations to provide solutions to homelessness
- ▶ Coordinate food sharing activities and set uniform standards for the preparation and distribution of food that promote access to food.
- ▶ Improve access to mainstream benefit programs (SNAP, Medicaid, SSI/SSDI) by ensuring all those eligible receive benefits through streamlining application processes for multiple benefit programs and enhanced outreach by service providers

Solution II: Collaboration between law enforcement and behavioral health and social service providers results in tailored interventions that connect people with housing, services, and treatment and meet the community's goal of reducing the number of people inhabiting public spaces.

Local and county governments frequently devote significant resources to deploying law enforcement to disperse people experiencing homelessness from public spaces; however, these interventions do little to stop the cycle of homelessness. Law enforcement engagement not only provides a temporary solution to the problem, it contributes to a culture of distrust, pitting individuals experiencing homelessness against the broader community. Further, police action to move or arrest people experiencing homelessness is rarely effective because those who sleep unsheltered on the streets are often chronically homeless with no access to housing and have underlying mental health issues and other disabilities. It is not a solution to force someone to move when they have nowhere else to go; but in many cities police do not have the tools they need to offer solutions – they can only disperse or arrest.

In some instances, disperse or arrest activities subject police and sheriff departments to civil rights lawsuits brought by parties aggrieved by forcible removal actions.

Potential solutions include the following:

- ▶ Outreach and engagement involving police and service provider collaboration to link people with supportive housing and avoid their arrest
- ▶ Cross-training of police officers and service providers to facilitate information sharing and promote ongoing coordination
- ▶ Crisis Intervention Teams (CIT) with specially trained police officers working with behavioral health professionals to respond to crises involving people with mental illness

Solution III: Implementation of alternative justice system strategies can reduce homeless involvement with the criminal justice system, decrease recidivism, and facilitate connection with other systems of care.

People experiencing homelessness often struggle with a variety of legal problems that interfere with their ability to find employment, access benefits, and obtain housing. Additionally, mental illness, substance abuse disorders, and logistical difficulties, such as lack of transportation and inability to store or retrieve personal records, as well as the daily search to meet basic needs, present substantial barriers to complying with court orders and paying applicable fines. For those incarcerated in prisons or jails, release into homelessness is strongly correlated with recidivism. The cost to public systems is substantial, as a small number of individuals absorb significant amounts of limited resources as they cycle through jails and prisons to shelters, emergency rooms, and mental health crisis centers without ever receiving the level of care and treatment needed to resolve their underlying problems.

Searching out Solutions: Constructive Alternatives to Criminalization

Potential solutions include the following:

- ▶ Problem-solving courts, including homeless courts, mental health courts, drug courts and Veterans courts, that focus on the underlying causes of illegal activities with the intention of reducing recidivism and encouraging reintegration into society
- ▶ Citation dismissal programs that allow individuals who are homeless with low-level infractions to participate in service or diversion programs or link them with appropriate services in lieu of paying a fine
- ▶ Create holistic public defender offices, enabling them to provide a range of social services in addition to standard legal services for populations with special needs
- ▶ Volunteer legal projects and pro bono attorneys that provide essential legal services for homeless populations and for the agencies serving them
- ▶ Reentry or transition planning to prepare people in prison or jails to return to the community by linking them to housing and needed services and treatment
- ▶ Reentry housing, specialized housing with support services tailored to the needs of ex-offenders, designed to help them make a successful transition from incarceration back to the community
- ▶ Reentry employment, transitional work and supportive employment services to individuals shortly after their release from jail/prison.

USICH will continue to facilitate dialogue and investigate constructive alternatives to criminalization measures at all levels of government. At the Federal level, agencies can provide leadership and technical assistance to encourage communitywide collaboration, partnerships and needed coordination on the ground. Participants at the Summit noted that legislative action could also be taken, recommending that Congress ensure that funding streams that support law enforcement activities are not allowed to support activities that criminalize the basic life activities of people experiencing homelessness.

We are enthusiastic about the promising approaches identified in this report and eager to support the efforts of local communities who are moving beyond marginalization to instead answer the needs of individuals experiencing homelessness.

Council on Homelessness

Position Paper

Issue: Should the state impose additional eligibility requirements upon applicants for federal and state funded housing assistance and social service benefits? Examples of proposals include testing for use of illegal substances, or passing criminal history background checks.

Position: The addition in state law of new eligibility requirements upon applicants seeking public benefits for basic health, nutrition and shelter needs can have unintended consequences on the person or household seeking help, as well as upon the community, resulting in other problems and costs.

- Unintended Consequences:**
1. Due to the action of one person in a household, benefits may be denied to other members of the household, who would otherwise be eligible to receive the benefit. The loss of the benefit could result in negative consequences, such as:
 - Loss of safe housing and homelessness
 - Hunger and malnutrition
 - Untreated health problems
 - Mental and emotional trauma
 2. To obtain the public benefits, families may be forced to break apart so that the family member who might not meet the additional eligibility criteria, no longer lives in the household so the rest of the family can receive the benefit.
 3. The addition of other eligibility criteria may add time and costs to crisis intervention assistance, which could negate the ability of the public benefit to be of use. For example, if a person is facing an eviction notice with only a few days to act, adding more eligibility requirements, steps or actions to qualify for emergency assistance which add days to the process, could well delay the aid beyond the deadline of the eviction notice.

The Council would urge consideration to exempt one-time and crisis intervention assistance from additional eligibility criteria.
 4. The consequences of making public benefits more difficult to receive, or reducing the number of persons who qualify can result in more costly consequences to the community. For example, the Homeless Prevention and Rapid Re-Housing program provided an average of \$1,270 per household to avoid eviction to homelessness. This covered an average of 72 days of rent aid. Compare to the average cost to shelter a family of four for the same 72 nights, a cost totaling \$5,400 at \$75 per night for sheltering and meals.

*Adopted, January 27, 2012
Office on Homelessness*

Homeless People by Florida County

County	2005	2006	2007	2008	2009	2010	2011 Count	2012
Alachua	733	1,217	952	1,381	1,596	879	1,034	1,034
Baker	0	0	0	0	N/C	12	2	N/C
Bay	1,051	1,051	312	312	352	317	378	287
Bradford	133	149	67	67	78	5	39	36
Brevard	2,300	1,600	1,287	1,899	1,207	1,221	1,889	1,907
Broward	2,286	3,314	5,218	5,218	4,154	4,154	3,801	3,801
Calhoun	0	0	0	N/C	N/C	N/C	1	1
Charlotte	4,793	3,314	730	730	541	598	716	828
Citrus	461	498	856	293	297	405	502	507
Clay	78	0	103	25	N/C	7	113	244
Collier	418	513	414	321	329	401	390	390
Columbia	77	208	364	362	554	554	462	458
DeSoto	136	644	659	639	319	761	15	176
Dixie	70	77	0	N/C	N/C	N/C	N/C	N/C
Duval	2,911	2,877	2,613	2,681	3,244	3,910	4,284	2,533
Escambia	9,100	2,911	1,247	791	713	713	549	572
Flagler	181	191	207	38	39	79	98	128
Franklin	30	0	39	N/C	N/C	N/C	N/C	N/C
Gadsden	135	139	177	N/C	N/C	N/C	N/C	N/C
Gilchrist	75	86	0	N/C	N/C	1	6	32
Glades	7	50	61	172	220	220	N/C	N/C
Gulf	0	0	0	N/C	N/C	N/C	N/C	N/C
Hamilton	18	50	83	81	123	343	103	103
Hardee	24	749	679	835	1,410	1,410	104	17
Hendry	218	448	426	422	727	727	16	N/C
Hernando	409	452	241	196	185	136	148	209
Highlands	508	436	519	912	1,782	1,782	105	55
Hillsborough	8,598	8,598	9,532	9,532	7,473	7,473	7,336	7,336
Holmes	0	0	0	N/C	N/C	N/C	N/C	N/C
Indian River	402	741	572	462	662	648	606	774
Jackson	0	0	3	3	N/C	11	34	34
Jefferson	42	0	56	N/C	N/C	N/C	N/C	N/C
Lafayette	10	26	46	44	69	69	57	58
Lake	331	395	878	518	491	796	1,008	1,019
Lee	2,056	2,078	2,382	899	931	1,041	1,054	969
Leon	739	739	430	430	437	437	683	783
Levy	380	201	99	99	115	15	0	98
Liberty	22	0	30	N/C	N/C	N/C	N/C	N/C
Madison	56	0	73	N/C	N/C	N/C	N/C	N/C
Manatee	1,419	6,722	487	472	558	528	528*	612
Marion	1,954	2,149	458	458	678	356	941	1,032
Martin	495	759	521	507	211	517	306	314
Miami-Dade	5,160	4,709	4,392	4,574	4,333	3,832	3,777	3,817
Monroe	981	981	1,121	1,121	1,040	1,040	926	904
Nassau	0	0	71	111	N/C	61	165	84

Homeless People by Florida County

County	2005	2006	2007	2008	2009	2010	2011 Count	2012
Okaloosa	1,755	2,026	2,110	1,752	2,361	1,842	2,145	1,962
Okeechobee	28	296	316	112	383	383	32	190
Orange	6,500	6,500	1,473	1,962	1,279	1,494	2,872	2,281
Osceola	1,000	1,300	514	573	374	443	833	722
Palm Beach	2,697	1,002	1,766	1,766	2,147	2,147	2,148	2,148
Pasco	4,194	3,677	2,260	4,074	4,527	4,527	4,442	4,502
Pinellas	3,786	4,385	4,680	4,680	4,163	3,948	3,890	3,971
Polk	749	801	817	973	820	820	1,095	1,100
Putnam	170	797	789	789	911	288	141	164
St. Johns	1,000	997	1,238	1,238	1,237	1,237	1,386	1,391
St. Lucie	676	813	641	964	788	995	771	636
Santa Rosa	7,363	2,527	1,192	237	317	317	72	70
Sarasota	431	7,253	388	662	787	787	787*	890
Seminole	1,300	1,500	568	561	368	397	810	658
Sumter	66	68	44	97	52	48	57	77
Suwannee	47	134	222	220	343	123	280	284
Taylor	58	0	75	N/C	N/C	N/C	N/C	14
Union	64	79	0	N/C	N/C	N/C	N/C	N/C
Volusia	2,486	2,505	2,483	1,763	1,874	2,076	2,215	2,276
Wakulla	78	0	112	N/C	N/C	N/C	N/C	N/C
Walton	140	155	69	N/C	85	420	619	484
Washington	0	0	6	6	3	N/C	N/C	N/C
State Total	83,385	85,887	60,168	59,034	57,687	57,643	56,771	54,972

N/C = No count conducted.

“Homeless people” means those living on the street, or staying in emergency housing.

Homeless Students by Florida County

District	District Name	2010-2011 Homeless	2009-2010 Homeless	2008-2009 Homeless	2007-2008 Homeless	2006-2007 Homeless	2005-2006 Homeless
01	Alachua	594	446	707	616	554	499
02	Baker	249	191	153	72	46	40
03	Bay	1,175	641	700	685	600	1,455
04	Bradford	154	122	<11	<11	<11	<11
05	Brevard	1,164	965	478	205	70	90
06	Broward	2,101	2,953	1,807	1,596	1,608	2,260
07	Calhoun	58	47	12	<11	13	37
08	Charlotte	495	441	376	366	498	663
09	Citrus	323	371	483	469	612	327
10	Clay	741	824	816	695	489	603
11	Collier	1,407	1,360	814	612	524	586
12	Columbia	403	380	423	89	61	67
13	Dade	4,406	4,268	2,581	2,382	2,203	490
14	DeSoto	225	223	193	257	313	749
15	Dixie	48	60	12	15	16	12
16	Duval	1,169	947	2,144	1,931	1,663	1,509
17	Escambia	1,091	1,237	1,036	878	709	1,130
18	Flagler	322	246	166	71	<11	41
19	Franklin	160	126	140	110	<11	<11
20	Gadsden	533	713	689	725	555	409
21	Gilchrist	20	27	<11	<11	0	<11
22	Glades	34	18	<11	<11	<11	0
23	Gulf	<11	<11	<11	<11	<11	42
24	Hamilton	326	342	251	236	258	287
25	Hardee	188	146	49	71	91	152
26	Hendry	156	139	74	95	148	<11
27	Hernando	497	242	207	156	265	98
28	Highlands	92	61	37	64	88	117
29	Hillsborough	3,659	3,124	2,054	2,073	2,051	818
30	Holmes	62	24	<11	<11	0	<11
31	Indian River	311	347	349	209	108	80
32	Jackson	158	119	182	139	96	37
33	Jefferson	<11	<11	<11	<11	0	<11
34	Lafayette	196	141	105	89	146	92
35	Lake	2,992	2,162	778	324	195	122
36	Lee	1,282	1,143	1,030	839	638	459
37	Leon	762	523	329	309	284	304
38	Levy	182	263	114	88	14	18
39	Liberty	21	22	23	16	11	12
40	Madison	74	57	89	43	35	28
41	Manatee	1,788	1,684	1,770	1,574	1,778	1,998
42	Marion	1,911	1,691	1,675	1,060	941	715

District	District Name	2010-2011 Homeless	2009-2010 Homeless	2008-2009 Homeless	2007-2008 Homeless	2006-2007 Homeless	2005-2006 Homeless
43	Martin	80	68	48	42	23	39
44	Monroe	328	298	317	243	166	92
45	Nassau	230	145	54	105	53	58
46	Okaloosa	404	482	335	451	28	14
47	Okeechobee	318	203	130	60	147	162
48	Orange	3,887	1,324	2,467	1,811	817	121
49	Osceola	1,923	1,364	1,251	1,213	1,294	978
50	Palm Beach	1,443	1,960	1,339	801	1,479	1,729
51	Pasco	2,230	2,093	1,815	1,599	1,428	1,754
52	Pinellas	2,915	2,462	1,870	962	938	578
53	Polk	2,446	2,219	2,024	1,662	1,552	1,414
54	Putnam	736	720	623	525	615	807
55	St. Johns	493	344	149	86	46	0
56	St. Lucie	348	222	72	27	86	96
57	Santa Rosa	1,467	1,328	943	996	1,229	2,057
58	Sarasota	1,229	872	1,006	1,068	851	762
59	Seminole	1,697	1,322	1,008	632	616	829
60	Sumter	48	124	105	47	<11	<11
61	Suwannee	318	322	387	257	166	72
62	Taylor	89	73	101	75	<11	<11
63	Union	148	121	51	52	15	<11
64	Volusia	2,016	1,89	1,973	1,977	1,384	1,235
65	Wakulla	56	108	283	173	<11	20
66	Walton	114	40	36	316	211	320
67	Washington	168	165	22	0	<11	17
TOTALS		56,680*	49,112*	41,286*	34,375*	30,878*	29,545*

*Number does not include count of homeless students identified in the university developmental research schools (PreK-12).

Source: Survey 5 Student Demographic Format and Federal State Indicator Format, Florida Department of Education, Automated Student Database System

Council Participants
2011-2012

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The electronic version of the report is available on the following internet site:

www.dcf.state.fl.us/programs/homelessness