



**Council on Homelessness
2016 ANNUAL REPORT**

Submitted to:
Governor Rick Scott
Members of the Florida Senate
Members of the Florida House

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Rick Scott
Governor

Mike Carroll
Secretary

Florida's Council On Homelessness

June 30, 2016

Governor Rick Scott
400 S. Monroe St.
Tallahassee, FL 32399-0001

Dear Governor Scott,

On behalf of the Florida Council on Homelessness, its members and state agency partners, I submit the "Council on Homelessness 2016 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 do not have their own home.

I want to thank the Council members for diligently studying this complex issue and identifying targeted solutions. As you will see in the Report, the Council is supporting national goals for ending homelessness among veterans, persons experiencing chronic homelessness, families with children, and setting a path for ending all homelessness.

The 2016 Report shows that the rate of homelessness continues to decline in Florida. This is due to Florida's improving economy; increased use of best practices and enhanced capacity at the local level; and an increase in the supply of housing targeting homeless and special needs households.

Unfortunately, there are still thousands of Floridians without a home. But, the success to date demonstrates that homelessness is not an intractable issue; we can significantly reduce the number of persons without a home.

The recommendations in this report are designed to build upon and expand the success Florida has achieved in recent years. The Council encourages several potential solutions, from providing flexible funding, to supporting local initiatives and helping households with extremely low incomes. The Council places an emphasis on increasing the supply of affordable housing for our homeless neighbors. The lack of an affordable place to live is a root cause of homelessness.

There is no doubt that effective private and public collaboration at the State and local levels combined with strong community participation are key to solving homelessness. The Council appreciates your continued support of these efforts.

Sincerely,

A handwritten signature in blue ink, appearing to read "Shannon Nazworth".

Shannon Nazworth
Chairperson

Cc: Members of the Florida House and Florida Senate

Executive Summary

In 2001, the State of Florida created an interagency Council on Homelessness, implementing what is now a national best practice. The purpose of the Council is to develop policy and make recommendations on how to reduce homelessness throughout the state.

Pursuant to section 420.622(9), Florida Statutes, the Council on Homelessness submits its annual report to the Governor and Florida Legislature summarizing recommended actions to reduce homelessness, plus data concerning those persons currently experiencing homelessness in Florida.

Since the Council's last report, Florida has seen an 8.18 percent reduction in homelessness. This is due in part to the improving economy as well as an increased focus on best practices and an increase in the supply of housing affordable to homeless households.

In 2015, the Council made the following recommendations for reducing homelessness:

1. Support local homeless Continuums of Care (CoCs).
2. Support state funding for community efforts to reduce homelessness.
3. Embrace best practices, sharing them at the state level and incentivizing their adoption at the local level.
4. Increase access to affordable housing through four critical actions:
 - a. Use all Affordable Housing Trust Fund dollars for affordable housing;
 - b. Support rapid re-housing programs;
 - c. Revise the Community Contribution Tax Credit program to increase production of rental housing for homeless and special needs households;
 - d. Incentivize development partners to support best practices in administering affordable housing.
5. Create more affordable and supportive housing for persons with Extremely Low Incomes (ELI), especially homeless households and persons with special needs.
6. Continue to support the Florida Housing's Permanent Supportive Housing Pilot for High Needs/High Cost Chronically Homeless Persons as it transitions from the development to implementation phase.

In the 2016 legislative session, the Governor, the Legislature, and state agencies acted upon these recommendations.

1. \$3 million was appropriated to support local homeless CoCs in the form of staffing grants, which build and support the capacity of CoC Lead Agencies to leverage State support with federal, private, and local funding; build collaborative systems of care; collect and manage data; and implement system-wide practices for effective and efficient work toward ending homelessness.
2. \$5.2 million was appropriated for Challenge Grant funding; of that \$5,000,000 is allocated to local homeless CoCs for local projects and direct services to help end homelessness, and \$200,000 is allocated to training and technical assistance provided to CoCs to support their efforts to implement best practices.
3. The best practice of Rapid Re-housing was recognized in statute. Funding from the Challenge Grant appropriation is used to provide statewide technical assistance and training on best practices for local CoCs. Passage of House Bill 439 and Senate Bill 12 will largely redirect persons experiencing homelessness who have serious mental health issues from reentering the criminal justice system by improving the delivery of comprehensive behavioral health systems and allowing for alternatives to incarceration. The Agency for Health Care Administration (AHCA) Medicaid program was appropriated \$10 million to implement a program to pay for flexible services for persons with severe mental illness or substance use disorders, including, but not limited to, temporary housing assistance

4. Access to affordable housing was increased through a number of actions.
 - a. \$200.1 million was appropriated in Sadowski Affordable Housing Act funds for homeownership and rental housing.
 - i. \$135.5 million was appropriated to the Local Government Housing Trust Fund to be administered through the State Housing Initiatives Partnership Program (SHIP). Senate Bill 1534 included language that allows a county or an eligible municipality to expend a portion of its local distribution for a rapid re-housing type rental assistance program for households that are homeless or special needs.
 - b. \$64.6 million of the Sadowski Affordable Housing Act funds was appropriated to the State Housing Trust Fund for Florida Housing Finance Corporation's (FHFC) State Apartment Incentive Loan (SAIL) rental housing program. SAIL is a primary source of funding to develop affordable rental housing that serves households with low incomes, persons with special needs and homeless individuals and families.
 - c. The best practice of Rapid Re-housing was recognized in statute. In addition, as noted in (4)(a), the Legislature encouraged Florida SHIP communities to use SHIP funding for rehousing-type programs. Rapid Re-housing programs are also supported by state Emergency Solutions Grants and Challenge Grants administered out of the Department of Children and Families (DCF) Office on Homelessness.
 - d. During the 2015 Legislative Session, statutes establishing the Community Contribution Tax Credit Program were amended to support housing opportunities for persons with special needs and for low-income households. While homeless households were not included explicitly by category, homeless households are represented among the special needs and low-income household categories.
 - e. Senate Bill 1534 requires FHFC to reserve a minimum of 5 percent of its annual appropriation from the State Housing Trust Fund for housing projects designed and constructed to serve persons who have a disabling condition, including those who are homeless. The legislation also gave FHFC the ability to forgive indebtedness, in certain circumstances, for SAIL loans provided to nonprofits to create permanent rental housing units for persons who are homeless, or for persons residing in time-limited transitional housing or institutions as a result of a lack of permanent affordable housing.
5. Many of the legislative appropriations and actions described in (4) benefit those with special needs and ELI households. In addition:

Florida will receive an allocation of \$4,598,821 from the National Housing Trust Fund (NHTF) to finance rental housing for extremely-low income households. FHFC has been authorized to administer these new federal funds. The proposed plan will address the housing needs of homeless households and persons with disabilities, with incomes up to 22 percent of Area Median Income.

In 2015, FHFC's Homeless Housing Assistance Loan demonstration project was created to finance small developments to increase the stock of affordable housing for people moving out of homelessness in rural counties up to 250,000 persons.

6. The first site of the State pilot studying the cost effectiveness and benefits of permanent supportive housing for chronically homeless persons that are high utilizers of crisis or institutional services began operations in Jacksonville last August. FHFC provided matches of up to \$50,000 to each of the three pilot sites to assist in financing their cost/benefit studies, as well as contracted with a technical assistance provider to provide each pilot site with assistance in coordinating its pilot and study activities.

Florida continues to make significant progress in reducing the number of persons experiencing homelessness. While this reduction in homelessness is partially due to improved economic conditions, it is also due to local efforts, supported by the State. However, there is still work to be done to make Florida a leading state in addressing the needs of our homeless population. Of particular need throughout the state, and emphasized clearly in this report, is access to affordable housing for individuals and families with

extremely low incomes and the use of best practices to help people move quickly into those affordable housing units.

On one day and one night in January 2016, Florida communities participated in the HUD Point in Time (PIT) counts and counted 33,502 persons who were living on the street or in temporary shelters, including 2,888 homeless veterans and 6,079 who have a disability and are chronically homeless (i.e., homeless for more than a year or for repeated episodes). This data covers all 27 CoCs across the state. Further, for school year 2014-2015, Florida's public schools identified 73,417 students as homeless, including those families that have lost their housing and are staying with family and friends or in motels.

The first section of this report is dedicated to defining and describing the extent and nature of homelessness in Florida. This, along with the PIT data submitted by the 27 CoCs, helps better assess needs, coordinate efforts, and recognize best practices to reduce and end homelessness.

Overview of 2016 Recommendations

The Council on Homelessness submits its recommendations for state action to continue reducing the number of Floridians who are without a home. These recommendations relate to building stronger Continuums of Care; increasing and creating affordable permanent and supportive housing; continuing the support for the state permanent supportive housing pilot and increasing the capacity of the Council to lead state efforts to reduce homelessness.

These inter-related recommendations are:

1. Support the Council's four goals focused on ending homelessness, as well as the Council's Action Plan to meet these goals. The Council has adopted four aspirational goals for Florida, modeled after the goals outlined in the federal strategic plan to end homelessness.
 - a. Prevent and end homelessness among veterans by the end of 2016;
 - b. achieve the goal of ending chronic homelessness by the end of 2017;
 - c. prevent and end homelessness for families, youth, and children by the end of 2020; and
 - d. set a path to ending all types of homelessness in Florida.

For these goals and the related Action Plan to become a true statewide effort, the Council requests that the Governor and the Legislature embrace the Council goals and provide support to implement the Plan. To meet these goals, additional resources will need to be invested in proven solutions.

2. Appropriate 100 percent of affordable housing trust fund monies for affordable housing. The Council recommends utilizing all Sadowski Affordable Housing Trust fund resources for affordable housing, with an increasing focus on the housing needs of extremely-low-income, homeless, and special needs households.
3. Continue strengthening the capacity of homeless Continuums of Care by continuing to appropriate funding for CoC Lead Agency's Staffing Grants and Challenge Grants.
4. Embrace best practices and incentivize the use of best practices at the local level, including: (1) housing first; (2) permanent supportive housing; (3) rapid re-housing; (4) diversion; (5) prevention; (6) coordinated entry; (7) data-driven decision making; and (8) a focus on system-wide performance outcomes. Four critical actions should be pursued toward this end:
 - a. The Legislature should continue funding the DEO homeless training and technical assistance efforts, funded out of the Challenge Grant appropriation.
 - b. The state agencies represented on the Council on Homelessness, as well as the Office on Homelessness, should take a leadership role in modeling and sharing best practices for ending homelessness at the state level to ensure that all entities that utilize state resources are implementing best practices.
 - c. The Office on Homelessness should create a system by which the Office will gather data, assemble performance outcome measures, and accurately measure statewide progress toward the goals adopted by the Council, as well as local CoC efforts to meet those goals.
 - d. The Office on Homelessness should incentivize the adoption of best practices at the local level by incorporating best practices into funding application processes for grants managed by the Office.
5. Support the Office on Homelessness and the Council on Homelessness to implement Senate Bill 1534 and the Council Action Plan to prevent and end homelessness by providing additional resources to the DCF Office on Homelessness toward meeting its legislative mandates and goals.

2015 Council Recommendations: Update

The Council’s 2015 Annual Report included six recommendations. Those recommendations and related 2015-2016 accomplishments are presented below. Significant progress was made during the past year to implement the 2015 recommendations. This progress was made possible by the support of the Governor, the Legislature, Council members, DCF’s Office on Homelessness, and the local homeless CoCs.

	2015 Recommendation	Accomplishments
1	Support local homeless Continuums of Care.	During the 2016 Legislative Session, the Legislature appropriated \$3 million to fund staffing grants for local CoC lead agencies.
2	Support state funding for community efforts to reduce homelessness.	During the 2016 Legislative Session, the Legislature appropriated \$5 million for Challenge Grants for local CoCs.
3	Embrace best practices, sharing them at the state level and incentivizing their adoption at the local level.	During the 2016 Legislative Session, the best practice of Rapid Re-housing was recognized in statute. In addition, funding from the Challenge Grant appropriation is used to provide statewide technical assistance and training on best practices for local CoCs. State funding provided to homeless CoCs by DCF incentivizes best practices at the local level. State and local agencies continue to develop and strengthen relationships to link affordable housing with community-based services to assist households to live stable and independent lives in their communities. Best practices, such as supportive housing models, are now being shared at the state level through workgroups such as the Agency for Health Care Administration Behavioral Health Workgroup, which includes representatives of mental health resource providers, advocates, state policy staff, case management, managed care organizations, and homelessness resources. The passing of House Bill 439 and Senate Bill 12 authorizes counties to form treatment-based mental health court programs and courts to make determinations of involuntary outpatient services as an alternative option to incarceration and improves the delivery and accessibility of behavioral health services. These bills will largely redirect persons experiencing homelessness who have serious mental health issues from recurrently reentering the criminal justice system.

2015 Recommendation	Accomplishments
<p data-bbox="152 537 521 632">Increase access to affordable housing through four critical Actions:</p> <ul style="list-style-type: none"> <li data-bbox="224 646 513 772">a. Use all Affordable Housing Trust Fund dollars for affordable housing. <li data-bbox="224 785 513 848">b. Support Rapid Re-housing programs. <li data-bbox="224 861 513 1171">c. Revise the Community Contribution Tax Credit Program to increase production of rental housing for homeless and special needs households. <li data-bbox="224 1184 513 1535">d. Incentivize development partners to support best practices in administering affordable housing resources toward housing persons with the greatest need. 	<ul style="list-style-type: none"> <li data-bbox="656 260 1341 352">a. The 2016 Legislature appropriated \$200.1 million in Sadowski Affordable Housing Act funds for homeownership and rental housing. <li data-bbox="678 365 1403 869">i. \$135.5 million was appropriated to the Local Government Housing Trust Fund to be administered through the State Housing Initiatives Partnership Program (SHIP). Senate Bill 1534 included language that allows a county or an eligible municipality to expend a portion of its local housing distribution to provide security and utility deposits assistance; eviction prevention, not to exceed six months' rent; and a rent subsidy program for very-low-income households with at least one adult who is a person with special needs or who is homeless. The rental assistance may not exceed a period of 12 months for any eligible household. Senate Bill 1534 also authorized local governments to create certain regional partnerships to address homeless housing needs identified in local housing assistance plans. <li data-bbox="678 882 1403 1772">ii. \$64.6 million of the Sadowski Affordable Housing Act funds was appropriated to the State Housing Trust Fund for FHFC's rental housing program, SAIL. Senate Bill 1534 requires FHFC to reserve a minimum of 5 percent of its annual appropriation from the State Housing Trust Fund for housing projects designed and constructed to serve persons who have a disabling condition, with first priority given to projects serving person who have a developmental disability. Based on the draft 2016 Rental Market Study and the statutory demographic split requirements, 10 percent of the State Housing Trust Fund appropriation will be used to finance rental housing for homeless households and 14 percent will be used to finance rental housing for persons with special needs. The legislation also gave FHFC the ability to forgive indebtedness, in certain circumstances, for SAIL loans provided to nonprofits to create permanent rental housing units for persons who are homeless, or for persons residing in time-limited transitional housing or institutions as a result of a lack of permanent affordable housing. FHFC is working to incorporate in its requests for funding applications scoring incentives or requirements regarding tenant selection plans and approaches to reducing related eligibility barriers for homeless and special needs households, including credit history, income, and evictions.

2015 Recommendation	Accomplishments
	<ul style="list-style-type: none"> b. During the 2016 Legislative Session, the best practice of Rapid Re-housing was recognized in statute. In addition, as noted in (4)(a), the Legislature encouraged Florida SHIP communities to use SHIP funding for rehousing-type programs. Rapid Re-housing programs are also supported by state Emergency Solutions Grants and Challenge Grants administered out of the DCF Office on Homelessness. Further, training and technical assistance for Rapid Re-housing programs was offered through assistance funded by DEO. c. During the 2015 Legislative Session, statutes establishing the Community Contribution Tax Credit Program were amended to support housing opportunities for persons with special needs and for low-income households. While homeless households were included explicitly by category, homeless households are represented among the special needs and low-income household categories. d. As described above in (a), Senate Bill 1534 requires FHFC to reserve a minimum of 5 percent of its annual appropriation from the State Housing Trust Fund for housing projects designed and constructed to serve persons who have a disabling condition, with first priority given to projects serving persons who have a developmental disability. The legislation also gave FHFC the ability to forgive indebtedness, in certain circumstances, for SAIL loans provided to nonprofits to create permanent rental housing units for persons who are homeless, or for persons residing in time-limited transitional housing or institutions as a result of a lack of permanent affordable housing. It also increased the minimum percentage of SAIL to be used to create housing for the homeless and removed the maximum percentage of SAIL to create housing for special needs households.

	2015 Recommendation	Accomplishments
5	Create more affordable and supportive housing for ELI persons, especially homeless households and persons with special needs.	Many of the legislative appropriations and actions described in (4) benefit those with special needs and ELI households. In addition, the National Housing Trust Funds (NHTF) monies are being proposed to address the housing needs of homeless households and persons with disabilities, with incomes up to 22 percent of Area Median Income. FHFC's proposed plan is to use the NHTF funding to add ELI units to the existing 10 percent required ELI units in Low Income Housing Tax Credit financed rental developments. Further, in 2015, FHFC's Homeless Housing Assistance Loan demonstration project was created to finance small developments to increase the stock of affordable housing for people moving out of homelessness in rural counties up to 250,000 persons. The AHCA Medicaid program was appropriated \$10 million to implement a program to pay for flexible services for persons with severe mental illness or substance use disorders, including, but not limited to, temporary housing assistance. The legislation directs AHCA to implement this program under the Managed Medical Assistance program. Council members, including AHCA, DCF, FHFC, and FCH are increasing collaboration around housing coordination between Medicaid Managed Care organizations, DCF-funded Managing Entities, and Homeless CoC Lead Agencies.
6	Continue the Governor's and Legislature's Support of Florida Housing's Permanent Supportive Housing Pilot for High Needs/High Cost Chronically Homeless Persons as it transitions from the development to implementation phase.	FHFC provided matches of up to \$50,000 to each of the three pilot sites to assist in financing their cost/benefit studies, as well as contracted with a technical assistance provider to provide each pilot site with assistance in coordinating its pilot and study activities. The Village on Wiley in Duval County opened August 2015 and is fully occupied. Pinellas Hope V will begin lease-up in June 2016, while the Coalition Lift site in Miami-Dade will begin construction in the summer of 2016.

Steps Forward With Senate Bill 1534

Many of the Council's 2015 recommendations, as well as additional steps forward, were realized through Senate Bill 1534, passed in the 2016 Legislative Session. Below are some of key components of SB 1534.

- DCF's State Office on Homelessness:
 - Requires the office to develop a system to collect and analyze data from CoCs to assess trends and impacts of the work to end homelessness.
 - Requires the office to determine a methodology for assessing performance and outcomes for the local CoCs.
 - Makes certain changes to Challenge Grants, including the requirement that the office work with the Council to establish performance measures and specific objectives by which to evaluate performance and outcomes of the CoC organizations receiving Challenge Grant funding.
 - Requires that Challenge funding be based in part on the CoC lead agencies' overall performance and achievement of specified objectives.
- Rapid Re-housing as a best practice:

- o Establishes that the Legislature finds that Rapid Rehousing is a good and cost-effective practice to reduce lengths of time people are homeless and help move people out of homelessness.
- o Encourages CoCs to adopt Rapid Re-housing practices and include Rapid Re-housing as a component of local plans to end homelessness.
- SHIP funding and SHIP jurisdictions:
 - o Encourages local jurisdictions to use SHIP funding for (1) deposit assistance, (2) eviction prevention, and (3) rent subsidies for up to 12 months when those subsidies are assisting special needs or homeless households that are very low income households.
 - o Allows local SHIP jurisdictions to create regional partnerships to pool SHIP funding to address homeless housing needs.
 - o Requires SHIP jurisdictions to report annually on their efforts to reduce homelessness and requires those jurisdictions to work with other partners, including local CoCs.
- Florida Housing Finance Corporation:
 - o Encourages FHFC to use National Housing Trust Fund monies to reduce homelessness and the risk of homelessness.
 - o Allows for forgivable loans to finance the development of permanent rental housing for people who are homeless in rural counties.
 - o Requires FHFC to reserve a minimum of 5 percent of its annual appropriation from the Housing Trust Fund for projects designed to serve persons who have a disabling condition, which includes people who may be experiencing homelessness.
 - o Increased the minimum percentage of SAIL funds to be used to create housing for the homeless; and removed the maximum percentage of SAIL funds to be used to create housing for special needs households.

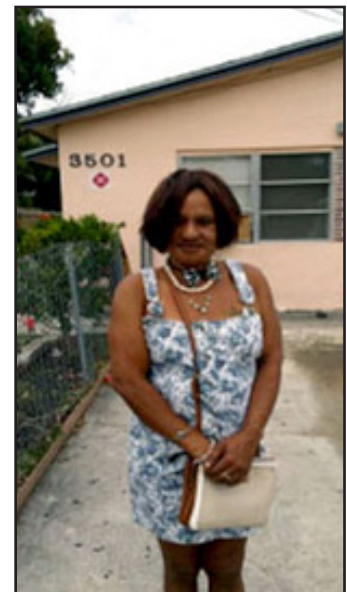
SHIP funding is now being used to help people who are homeless move into their own apartments

The City of West Palm Beach was one of the first local governments to implement a Rapid Re-housing type program using SHIP funding. SHIP funding can assist with eviction prevention, deposits, and rent subsidies up to 12 months for qualified applicants. At the City of West Palm Beach, the SHIP program has assisted 15 households to move out of homelessness and into their own apartments.

Clorine Hallman became homeless in October 2015 and began to live on the streets of West Palm Beach. Due to her minimal income and previous evictions, things looked bleak and hopeless. With assistance from the City of West Palm Beach SHIP Rehousing Program, in collaboration with Vickers House, Ms. Hallman's dreams of having her own place became a reality. With funds from City's SHIP program, Ms. Hallman has been able to regain affordable housing and her independence.

Permanent Supportive Housing pilot project opens in Duval County

Village on Wiley was developed and is managed by Ability Housing. This beautiful new apartment community in Duval County is an enhancement to its neighborhood and a literal life saver for its tenants. Village on Wiley was financed in part by FHFC with State appropriations, and is one of the state pilot developments to demonstrate the efficacy of providing permanent supportive housing to high utilizers of crisis services.



This permanent supportive housing development is home to 43 people who had previously been chronically homeless, in a state hospital, or cycling through costly systems of care due to their housing instability. Wiley's residents are among society's most vulnerable individuals. The housing is deeply affordable and linked with an array of community-based supportive services designed to enhance each resident's quality of life and self-sufficiency. With this housing, residents are stabilized and able to access primary and behavioral healthcare. At the Village on Wiley, they have a home, often for the first time in many, many years.



Consuello and Michael were in and out of shelters for years, often living outdoors, and clinging to survival and one another when they learned about the Village on Wiley.

Now supplied with a safe home at and accessible resources, they began to rebuild their lives.

Today, Consuello and Michael are both working with the Vocational Center and training

for part-time jobs; Consuello has obtained her driver's license and a car for transportation to and from school and work. An education seemed like an unattainable dream when they were homeless, yet both are now enrolled at Edward Waters College, and looking forward to a stable life, in a stable home, and the fulfillment of gainful employment.



Definitions of Homelessness

While we all have in our minds a certain image of what homelessness looks like, homelessness takes many forms. The most common image is that of the most visible form of homelessness – an individual living on the streets. However, people who are homeless, or at risk of homelessness, are found in many types of unstable living arrangements and are of different household compositions. While many are individuals alone, others are couples, or people fleeing domestic violence, or families with children, or youth without a home.

One type of homelessness is “unsheltered,” which refers to people who live on the streets or live in tents, cars, or abandoned buildings. Other people who are homeless are “sheltered,” and stay temporarily in emergency shelters or transitional housing. Although those households are sheltered, those individuals are still considered homeless because they lack their own stable permanent housing.

Still others experience housing crises that result in evictions or involuntary moves, and many of those who are unable to find a place to live because of economic hardship will turn to family or friends who can provide a place to stay, at least temporarily; those households are often referred to as “doubled-up.” Some of these home-sharing arrangements can be relatively stable; other times, people may be “couch surfing” from one place to another, unable to stay in one place for more than a few days at a time. Further, some households – most notably families with children – are living in motels, hotels, or other places that are overcrowded, ill-equipped, and impermanent.

It is difficult to create a definition of homelessness that encompasses all the varied types of homelessness. One source of such a definition are the federal statutes. There are four broad categories of homelessness in the Federal Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act. The full statutory definition of “homeless” is provided in Appendix X; below is a brief summary.

1. An individual or family who lacks a fixed, regular, and adequate nighttime residence – living in a place not meant for human habitation, in a shelter or similar program, or, with specific restrictions, in an institution.

2. An individual or family who will imminently lose housing, under certain circumstances.
3. Under certain circumstances, unaccompanied youth, or families with children, who are consistently unstably housed and likely to continue in that state.
4. People who are fleeing or attempting to flee domestic or intimate violence and lack the resources to obtain other permanent housing.

The HEARTH Act definition of homelessness summarized above applies to all programs funded through the Continuum of Care Homeless Assistance Grants, administered by the U.S. Department of Housing and Urban Development (HUD). This is also the definition used for annual homeless PIT counts required by HUD, discussed further below.

The Florida Statutes and the Florida Department of Education (FDOE) uses an overlapping but broader definition. Each year, school districts report to the FDOE the number of students identified as homeless according to this definition during the school year. This definition defines a person as homeless if they 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, and 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.

In this report, the HUD definition of homelessness is reflected in the PIT count numbers tabulated in Appendix I, while the FDOE definition of

homelessness for children is reflected in Appendix IV. Because these two data sets are based on different definitions, measured at different times, and for different populations, those numbers cannot be combined. Each set of data can, however, be useful each in its own way and for its own purpose.

The Causes of Homelessness

Homelessness is a crisis that personally affects tens of thousands of Floridians at any point in time, and more than 100,000 Floridians over the course of a year. The homeless crisis also affects communities, schools, and business across the state. While the ‘public face’ of homelessness is often that of people experiencing long-term chronic homelessness, the reality is that the experience of homelessness spans demographics and populations – young and old, employed and unemployed, healthy and ill, female and male.

Many people who become homeless have personal issues such as job loss, family crisis, disabilities, and health problems – the same issues that many housed people find challenging. There is no single factor or set of factors that sets apart people who are homeless from people who are housed. Homelessness is a crisis, and not a logical or unavoidable consequence of certain individual characteristics. Further, for those who have serious chronic health problems or other personal issues, years of practice and research have shown that stable permanent housing provides the best platform for effective services and health care, which in turn lead to higher quality of life and wellness.

Understanding homelessness requires consideration of systemic issues, along with individual issues. Such systemic issues include the scarcity of affordable and supportive housing, poverty, access to behavioral and physical health treatment, unemployment and underemployment, as well as a host of other factors.

It is fundamentally true that the primary cause of homelessness is the lack of accessible, adequate, and affordable housing. Since the primary cause of homelessness is the lack of affordable housing, the primary solutions to homelessness are (1) quickly helping people who are homeless move into existing affordable housing, and (2) creating more affordable housing accessible to those who are homeless.

The need for affordable housing for low-income households extends to those who are working

full-time, or even more than full-time. Some of these households are homeless or at risk of homelessness simply because their wages are lower than the survival wage necessary to maintain their households.

This year, Florida's economy has continued to grow, resulting in lower unemployment rates and increasing opportunity. Even so, many Florida citizens facing or experiencing homelessness remain challenged with barriers to stable and accessible housing. The good news is that there are proven methods and interventions that give people the resources and tools to move out of the cycle of homelessness. Those proven methods include the following:

- Increasing the stock of permanent supportive housing for those with disabilities experiencing chronic homelessness;
- Increasing the number of affordable housing units for households with very low income and extremely low income;
- Increasing rapid re-housing programs to quickly move households out of homelessness and into affordable rental housing;
- Building active engagement with all community partners to move toward Housing First practices throughout the state, so that moving into affordable housing is the first priority, followed by services;
- Implementing coordinated entry system within the CoCs to more effectively and efficiently use existing resources by matching the appropriate housing intervention with the household's needs;
- Building and supporting collaborative partnerships among local and state governments, private philanthropy and businesses, community stakeholders, and services and housing providers.

The Cost of Managing Homelessness versus the Cost of Ending Homelessness

Homelessness affects local economies and communities in ways that are not always obvious. Homelessness increases community costs, including the costs of emergency response teams, treatment, incarceration, inpatient hospitalizations, emergency

sheltering, emergency room and crisis stabilization costs, law enforcement, and more.

Chronic homelessness (i.e., long-term homelessness of people with disabilities) presents an especially high cost to our communities. A 2014 study by Gregory Shinn, *The Cost of Long-Term Homelessness in Central Florida*, estimated that the community was spending an average of more than \$31,000 per year per chronically homeless person (see Appendix XI for reference). In comparison, the cost of providing the appropriate housing solution for those who are chronically homeless – permanent supportive housing – costs about \$10,000 per year per person.

The math is simple. By increasing the stock of permanent supportive housing for people who are chronically homeless, the community as a whole can save an average of \$20,000 annually per person. If a community has 100 people who need that housing, the community is spending more than \$2 million annually managing the problem, rather than solving the problem.

Of course most people who are experiencing homelessness are not disabled and long-term homeless. Rather, they are Floridians who have become homeless due to concurrent situations of job loss, family crisis, health crisis, and lack of resources. Even for that group, there are significant cost savings to helping them rapidly move into affordable rental housing.

In *Rapid Re-Housing: A History and Core Component*, the National Alliance to End Homelessness (NAEH) reports that a national study examined the average “cost per exit to housing” (see Appendix XI for reference). The NAEH study compared the costs of helping a household move into a rental unit quickly with short-term assistance, a process known as rapid re-housing, to the costs of that household moving into rental housing following stays in emergency shelter or transitional housing. It was found that rapid re-housing cost about \$4,100 per household, as compared to \$10,000 per household for emergency sheltering or \$22,200 per household in transitional housing. Further, the benefit was not limited to cost savings. That analysis, based on programs in 14 communities located in seven states, also reported that rapid re-housing programs were much more effective at helping households move into permanent housing, as compared to the other types of programs.

Homelessness in Florida – What Data Tells Us

HUD requires that the homeless CoCs conduct annual counts of homeless persons on a single night during the last 10 days of January. For 2016, the state's 27 homeless CoCs carried out these counts, known as PIT counts. In odd years, HUD requires a comprehensive PIT count of people who are sheltered and those who are unsheltered. In even years, HUD requires a PIT count of only those who are sheltered. In 2016, therefore, only sheltered counts were necessary. However, the vast majority of CoCs in Florida conducted full counts in 2016. For those few that conducted only the sheltered count for 2016, the aggregate number was estimated for 2016 by adding the 2016 sheltered count with the 2015 unsheltered count.

The objective is to produce an unduplicated count, or relatively reliable estimate, of the number of homeless people in the community on a single night. The federally approved methods for the count include a report of all homeless persons identified, plus a statistically valid sampling to arrive at an unduplicated estimate. In addition to producing a count of people who are homeless, PIT counts also collect demographic data and information about the person's length of time homeless and other factors.

Many communities extract counts of people in shelters from the local Homeless Management Information System (HMIS). The unsheltered count methods typically are street counts, street counts with interviews, or screening and interviewing persons at supportive service agencies where people who are homeless seek assistance.

Conducting a PIT count is challenging, requiring many volunteers and a great deal of coordination, mapping, and data entry. While PIT counts provide valuable information, it is recognized that they are likely undercounts of homelessness due to the difficulty inherent in locating every homeless person in a community. Further, even with the CoCs' great efforts, the results from year to year can be influenced by many factors, many of which are outside the control of the CoCs. For instance, counts of those who are unsheltered (e.g., in the woods or in cars) are particularly affected by weather. In addition, when CoCs conduct a much more thorough PIT count as compared to a prior year, the count will increase even in the absence of an actual increase in homelessness.

The PIT count provides a one-day snapshot of the persons experiencing homelessness on a

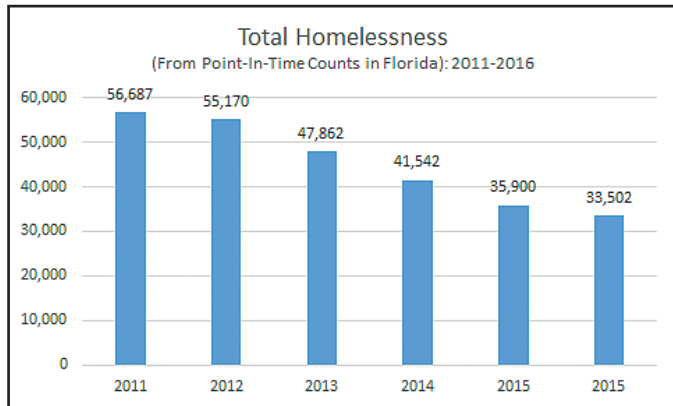
given night, and should not be interpreted as a measure of the number of people who experience homelessness over the course of a year. It is estimated that over the course of a year the number of people who experience homelessness is about four times the number identified in the PIT, because people move in and out of homelessness during the year. Further, while the PIT provides a general barometer measuring trends across years, there are year to year variations that reflect factors other than homelessness, such as changes in methods of counting, volunteer effort, and so on.

Overall Homelessness

For 2016, the 27 CoCs reported the total number of persons identified as homeless persons to be 33,502; compared to 35,900 in 2015. The 2016 count reflects a decrease of 2,398 homeless persons, a reduction of 6.7 percent. A comparison CoC-specific PIT counts in 2015 and 2016 reveals that 15 CoCs reported significant decreases (i.e., in excess of 5 percent), while eight CoCs stayed about the same (the 2015 count plus or minus 5 percent), and four CoCs reflected increases in excess of 5 percent. For the reasons mentioned above, the PIT count should not be used as a measure of CoC performance or a completely accurate count. However, the annual PIT counts provide insight into overall trends and shifts in homelessness. PIT count data by CoC is presented in Appendix I and PIT count data by County is presented in Appendix II. Additionally, homeless population characteristics are captured in Appendix III.

The graph below reflects the change in total homelessness over the years 2011 through 2016, according to PIT counts. Homelessness in Florida has decreased dramatically since 2011 – a 41 percent decrease when comparing 2011 to 2016. Further, the decreases have been consistent over the past five years, with each year better than the previous year. The data reflects sure and steady progress in the effort to end homelessness in Florida. In raw numbers, Florida is ranked third nationally in numbers of homeless persons, behind New York and California. An alternative measure is that the rate of homelessness in Florida is on par with the national rate measured on a per capita basis. According to The State of Homelessness in America, a 2016 report by the National Alliance to End Homelessness, in 2015 there were 17.7 people experiencing homelessness per 10,000 people nationally, and in Florida there were 18

homeless per 10,000 residents (see Appendix XI for reference).



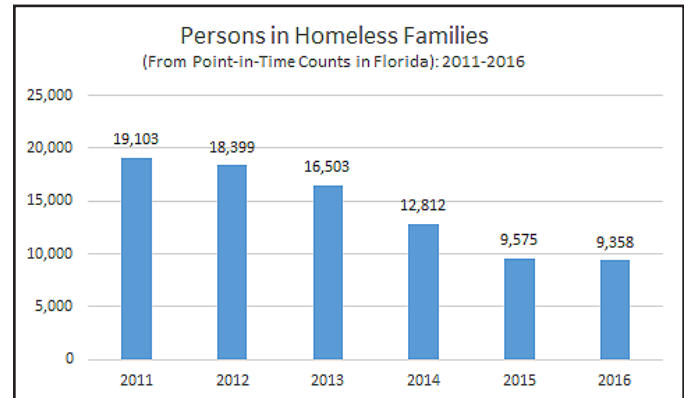
Homelessness Among Families With Children

Delving into the PIT count numbers further, the data shows that the number of homeless families with children has also decreased significantly over the past five years. The graph below reflects the number of people in households with minor children in the household. This count is limited to the number of people who are “literally homeless,” and does not include those who are staying temporarily with other households or in motels due to economic reasons. That difference in homeless definition explains why FDOE’s Homeless Education Program school reports of homelessness (see Appendix IV) are significantly higher than the PIT count data reported below.

As shown below, the number of homeless families with children has been reduced by more than 50 percent in the last five years. However, after three years of double-digit percentage decreases, in 2016, the reduction compared to 2015 was only 2.3 percent. This leveling off may indicate that many families were able to move out of homelessness due to the improving economic climate the past few years. It is likely that the current relatively static level of family homelessness can be addressed only by a combination of rapid re-housing resources and increasing the stock of affordable housing for extremely low income households.

Increases in rapid re-housing funding and units affordable for ELI households will dramatically affect the lives of thousands of homeless children in Florida. As discussed in the American Institute for Research publication America’s Youngest Outcasts: A Report Card on Child Homelessness, “The impact of homelessness on the children . .

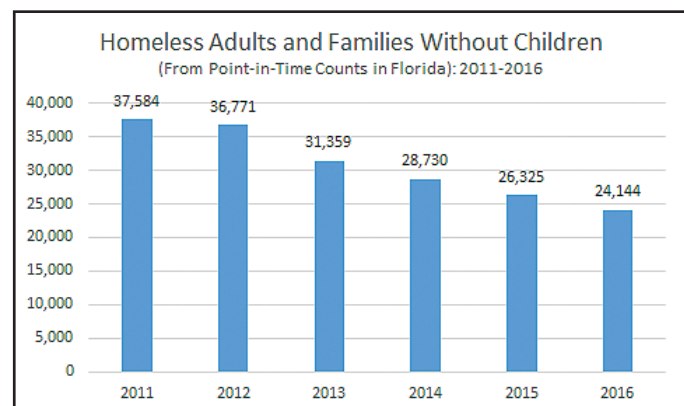
. is devastating and may lead to changes in brain architecture that can interfere with learning, emotional self-regulation, cognitive skills, and social relationships” (see Appendix XI for reference). The children in the households represented in the graph below are the tip of the iceberg, since thousands more children are in motels or doubled-up due to lack of resources and affordable housing.



Homelessness Among Individuals and Families Without Minor Children

While homelessness among families with children is a serious concern, more than 72 percent of people experiencing homelessness in Florida are single adults or households without minor children, according to the 2016 PIT counts. As with total homelessness and family homelessness, the chart below shows equally significant reductions in homelessness among individuals and families without children.

As in the other graphs, the reduction in homelessness among this sub-population is steady and sure. Between 2011 and 2016, there was an overall reduction of 36 percent and in 2016, a one-year decrease of over 8 percent was realized. While



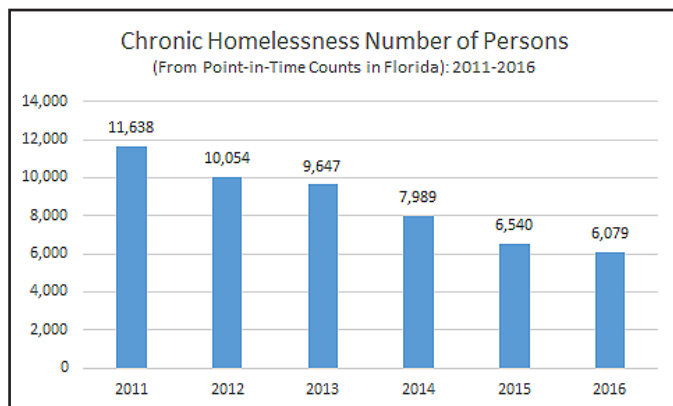
some of these individuals are long-term homeless, the vast majority are not. These individuals would be able to move out of homelessness with a combination of rapid re-housing assistance and access to deeply affordable housing.

Chronic Homelessness

A subset of the groups described above are those who are chronically homeless, meaning they have been homeless more than a year and/or on multiple occasions, and they are living with a disability of some type. Many of those who are chronically homeless either have disability income (\$733 per month) or no income. For these households, there is a need for a combination of financial assistance and support services geared toward their disability.

Generally, those who are chronically homeless are able to move out of homelessness very successfully into permanent supportive housing. Permanent supportive housing combines rental housing that is affordable to the person with services to assist each resident access and keep person-centered community-based supportive and healthcare services. Permanent supportive housing helps individuals and families reach and maintain stability and self-sufficiency in their communities. Research consistently demonstrates that, with the right mix of housing and services, more than 90 percent of those who were chronically homeless will reside stably and successfully in permanent supportive housing.

The graph below demonstrates the consistent reductions in chronic homelessness in Florida over the past five years. Across the state, chronic homelessness has dropped 48 percent since 2011, and over 7 percent from 2015 to 2016. While chronic homelessness has decreased significantly,



we are far from meeting the Council’s goal of ending chronic homelessness by the end of 2017.

A significant investment in permanent supportive housing is needed to meet that goal. Although only about 18 percent of the total homeless population, those who are chronically homeless are the most frequent utilizers of systems of care. At an estimated \$30,000 per year of emergency services and other care, this group costs Florida communities more than \$182 million annually. A wealth of studies show that these costs will decrease dramatically when those who are disabled and long-term homeless have access to deeply affordable, permanent supportive housing.

Using Permanent Supportive Housing to help formerly chronically homeless households live successfully in their own apartments

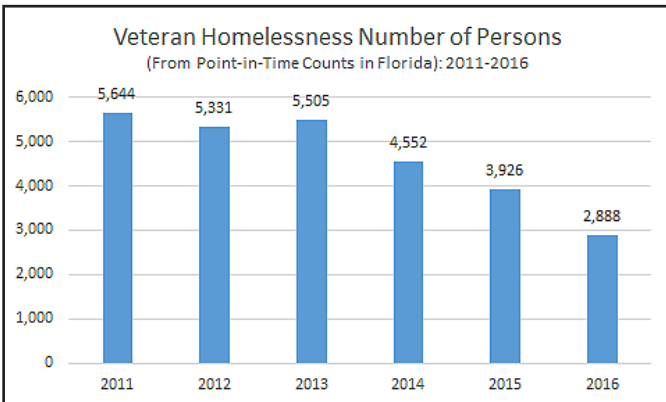
Pinellas Hope II and III were developed by Catholic Charities Housing to provide permanent homes to former chronically homeless individuals. Pinellas Hope II has been open and operating since 2011, and was developed with funding from the FHFC and the Pinellas County Housing Trust Fund. Pinellas Hope III (shown here) was recently completed, with the assistance of Pinellas County and other funders.

Those two developments provide homes for 96 former chronically homeless individuals in efficiency units. Catholic Charities sets aside 100 percent of the units for homeless individuals with incomes of 30 percent of area median income or less. Without this housing, these individuals would be on the streets or in the shelters of Pinellas County, unable to achieve wellness and a higher quality of life.

Homelessness Among Veterans

There is good news on the veteran front. Homelessness among veterans has been effectively cut in half since 2011, as reflected in the graph below. In particular, there was a huge decrease in veteran homelessness in just the past year, with a reduction of more than 26 percent. The PIT counts summarized in the graph are based on self-reported veteran homelessness, and likely overstates the number of veterans identified in the PIT data. For instance, one CoC surveyed 117 individuals who identified themselves as homeless veterans, whereas, upon further investigation, only 83 had veteran status according to the Veterans Administration. On the other hand, veterans move

in and out of homelessness during the year and are not always identified in the PIT counts, so the exact number of homeless veterans is not known across the state of Florida.



A significant cause for Florida’s substantial decrease in the rate of homelessness among veterans are national initiatives to end veteran homelessness. In the federal strategic plan to end homelessness, Opening Doors: Federal Strategic Plan to Prevent and End Homelessness, the first goal is to end homelessness among veterans (see Appendix XI for reference). As a means to moving toward that goal, HUD and the Veterans Administration (VA) have devoted increased resources devoted to housing homeless veterans. In Florida, millions of dollars have been invested through VA Supportive Services for Veteran Families grants, as well as HUD VA Supportive Housing (VASH) vouchers that provide long-term rental assistance to help homeless veterans with high needs obtain and sustain permanent housing. This success demonstrates that, with adequate resources, homelessness can be reduced and ultimately ended.

In addition, two important national initiatives have focused local communities’ attention on veteran homelessness. The Zero: 2016 initiative, organized by Community Solutions, has two goals: (1) to end veteran homelessness by the end of 2015; and (2) to end chronic homelessness by the end of 2016. The Zero: 2016 initiative provides proven strategies and data-driven processes, along with training and technical assistance, to help CoCs address veteran homelessness. Six Florida CoCs have signed on to this effort and are making substantial progress in their communities.

Zero: 2016 Continuums of Care in Florida

- Big Bend CoC (Wakulla, Franklin, Leon, Liberty, Madison, Gadsden, Taylor, Jefferson counties)
- Broward County CoC
- Duval, Nassau, and Clay Counties CoC
- Miami-Dade CoC
- Lee County CoC
- Palm Beach County CoC

In support of the federal plan Opening Doors, a second initiative to focus communities on veteran homelessness is the “Mayors Challenge to End Veteran Homelessness.” Elected officials across Florida have made a commitment to work to help CoCs address homelessness locally.

Florida Communities signed on to the “Mayors Challenge to End Veteran Homelessness:”

- | | |
|-------------------|-------------------|
| Alachua County | Lake Alfred |
| Apopka | Lake Hamilton |
| Belleair Bluffs | Lauderdale Lakes |
| Bradenton | Miami |
| Broward County | Miami Beach |
| Cape Coral | Miami-Dade County |
| Charlotte County | Miami Gardens |
| Clearwater | North Miami |
| Lake Wales | Ocala |
| Lakeland | Ocean Breeze |
| Punta Gorda | Ocoee |
| Dade City | Orange City |
| DeFuniak Springs | Orange County |
| Deland | Orlando |
| Destin | Palatka |
| Doral | Palm Beach County |
| Fort Lauderdale | Pembroke Pines |
| Fort Walton Beach | Port St. Joe |
| Fort Myers | Sanford |
| Gainesville | Sanibel |
| Green Acres | St. Petersburg |
| Hallandale Beach | Tampa |
| Hawthorne | Tarpon Springs |
| Hillsborough Co. | West Palm Beach |
| Homestead | West Park |
| Jacksonville | Wilton Manor |
| Jay | Windermere |
| Keystone Heights | |

The attention and effort focused on ending veteran homelessness are reaping results across Florida. As shown in Appendix I, homelessness among veterans is decreasing in virtually every CoC. One Florida CoC, Volusia-Flagler, has, in fact, been officially certified by the federal government as having effectively ended veteran homelessness by reaching “functional zero.” The certification – from the United States Interagency Council on Homelessness (USICH), the VA, and the HUD – indicates that the system Volusia-Flagler has in place has been and will continue to be effective in reaching functional zero. Reaching functional zero means, in general, that there are adequate systems in place to house every homeless veteran within 30 days of becoming homeless. More Florida CoCs are poised to achieve this goal in 2016. For example, Lee County, one of the Zero: 2016 communities, reports fewer than 20 homeless veterans awaiting an opportunity to move into affordable housing.

Volusia and Flagler Counties reach “Functional Zero” for homeless Veterans in their CoC in 2015

The Salvation Army in Volusia and Flagler counties declared Functional Zero for Homeless Veterans in Volusia and Flagler on Veterans Day, Nov. 11, 2015. The Volusia-Flagler CoC is the first in the state to be recognized by the federal government as having created a successful system that has effectively ended veteran homelessness in the area. What this means for Volusia County is that they will have no more than 24 homeless veterans in the county at any given time, and in Flagler County no more than four homeless veterans on any day. The CoC and partners commit that they will shelter any homeless veterans within 48 hours and house them within 21 days.

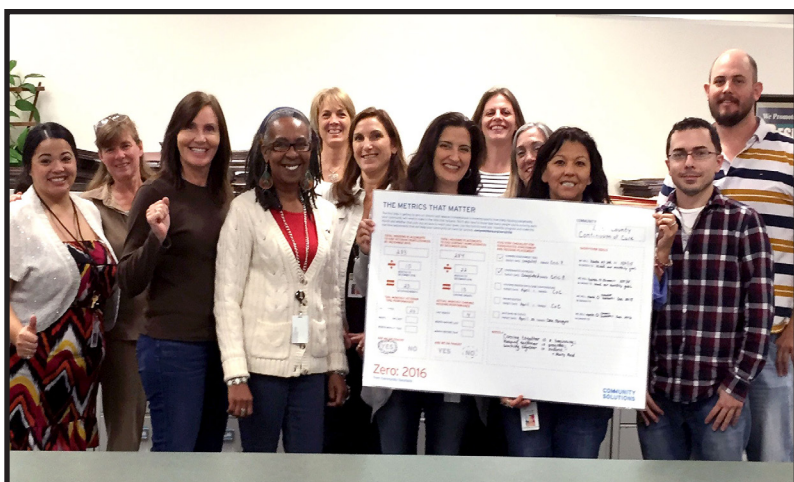
Over the course of four years, The Salvation Army’s Supportive Services for Veteran Family (SSVF) Program helped more than 969 Veteran households (over 1,730 individuals) who were homeless or at risk of losing their housing. A key component in this success was the implementation of the Housing First model, which provides housing first, followed by supportive services. Putting an end to veteran homelessness is essential for one simple reason: veterans fought for our freedom and our way of life, and it is now our turn to fight for them.

Cindy McDaniel is an Army Veteran whose life has been punctuated by a series of personal tragedies, including losing a restaurant she ran and owned in Nebraska, almost becoming paralyzed after a car accident, and being homeless in Daytona Beach. She was living in her truck when she learned from a fellow veteran about The Salvation Army’s SSVF program in Volusia County. The program helped Ms. McDaniel move into a studio apartment and get back on her feet. She is now enrolled in Daytona State College and hoping to become a social worker helping veterans struggling with addiction and post-traumatic stress disorder. About her apartment and The Salvation Army, she said, “It’s my castle. I could not thank them enough.”



Lee County is one of the Zero: 2016 communities at work to end veteran homelessness

The Lee County CoC is one of six Zero: 2016 communities in Florida. The Zero: 2016 communities have made a commitment to ending veteran homelessness and chronic homelessness by the end of 2016. As a component of the Zero: 2016 commitment, the CoC stakeholders meet to develop data-driven strategies, establish benchmarks, and track progress toward the goals. Lee County CoC stakeholders meet in a Zero: 2016 Action Camp to solidify their plan to end veteran homelessness in Lee County.



Treasure Coast CoC uses Challenge Grant funding to leverage other funding and work with collaborative partners to build bridge housing for homeless Veterans

The Treasure Coast Homeless Services Council partnered with a private nonprofit agency, Every Dream Has A Price, to create a 10-bed duplex, which is the first bridge housing in the CoC exclusively for homeless veterans. The duplex, with three bedrooms and two baths in each unit, is designed to create a temporary home for homeless veterans who are awaiting VA benefits and placement into permanent housing. Many homeless veterans become discouraged by the sometimes lengthy benefits and housing process when they are still living in the woods.



This Challenge Grant funded project in the CoC overcomes many of the barriers to successfully housing homeless veterans, improving the opportunity for consistent case management and other supportive services while veterans await a permanent housing placement. The duplex is expected to open by June 30, 2016. It would not have happened without Challenge Grant funding in the amount of \$180,000. The state Challenge Grant helped leverage investments by the John's Island Foundation, private sector involvement, and the land donation by Indian River County.

Local Homeless Continuums of Care

The term "Homeless Continuum of Care" is used in various ways. Generally speaking, a Continuum of Care (CoC) is a diverse group of stakeholders who are working together within a particular geographic area to prevent and end homelessness. Those stakeholders might include local government, homeless housing/services providers, foundations, businesses, the faith community, people who have experienced homelessness, school districts, and many more.

The term Continuum of Care (CoC) is also often used to denote the governing or oversight body that, for a geographically-defined area, is typically responsible for overall planning to prevent and end homelessness, funding recommendations, designating a CoC Lead Agency, ensuring an effective HMIS and coordinated entry process, etc.

Each CoC has a local homeless assistance plan, providing a framework for a comprehensive and seamless array of housing and services programs to work toward preventing and ending homelessness. The scope of authority of the CoC governing body is determined by the CoC as a whole.

The CoC Lead Agency is the entity that serves as the backbone agency of the CoC, coordinating and implementing the decisions and plans of the CoC. In Florida, the CoC Lead Agency typically serves as the entity, referred to as the Collaborative Applicant, which applies for federal HUD CoC funding on behalf of its respective geographic area. The CoC Lead Agency is also designated to apply for funding from the Office on Homelessness for use in the geographic area. A map of the CoCs, along with a list of CoC Lead Agencies, can be found in Appendices IV and V, respectively.

Best Practices Training and Technical Assistance

A portion of the Challenge Grant funding appropriated by the 2016 Legislature was set aside to provide training and technical assistance for the CoCs around the state. The objectives of this assistance are to strengthen and build capacity in nonprofits, local governments, CoCs, and other stakeholders working to end homelessness in Florida. In the 2015-2016 fiscal year, the Florida Housing Coalition (FHC), under a contract with the Department of Economic Opportunity (DEO), provided webinars, workshops, and site visits to communities throughout the state. The training and technical assistance provided guidance to local CoCs in a variety of areas, including system redesign, rapid re-housing, housing first, outreach, diversion, increasing the stock of permanent supportive housing, and working with local elected officials, public housing authorities, and other stakeholders.

Florida Department of Education Homeless Education Program

The Federal McKinney-Vento Homeless Education Assistance Improvements Act requires that state educational agencies and school districts ensure

that homeless children and youth have equal access to the same free, appropriate public education as provided to other students; including the removal of barriers to enrollment and attendance.

In Florida, the Homeless Education Program (HEP), through FDOE, is designed to address the problems that homeless children and youth face in enrolling, attending, and succeeding in school, and to work with school districts to resolve those problems. The FDOE HEP program provides leadership, technical assistance, educational funding, and support to school districts to ensure that homeless students are identified, enrolled, attend school, and have access to resources to help them achieve academically.

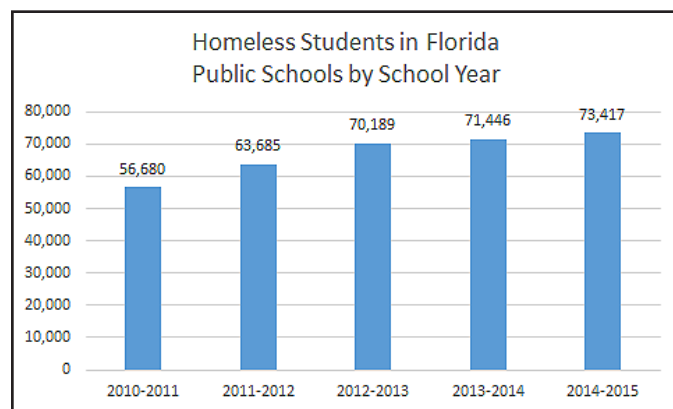
In 2015-2016, 52 school districts received federally funded awards ranging from \$25,000 to \$125,000, for a total of \$3,878,550, to serve more than 70,000 homeless students in prekindergarten through twelfth grade. Over the years, funds within this program have been used to provide case management and outreach services; to offer tutoring, supplemental instruction, and other educational services, including mentoring and summer educational programs; to refer students and their families to medical, dental, mental, and other health services; and to offer student and parental engagement activities, among many others. In addition to the funding support and resources from the FDOE through this federally funded program, every school district in Florida employs a homeless education liaison. These liaisons assist homeless students and their families in many ways, including collaboration with their local community partners and CoC groups.

The school districts in the state capture and report the number of students identified as homeless by district. These numbers are reported annually to FDOE; Appendix IV presents counts of homeless students reported by each school district. Unlike the PIT count numbers, which represent homeless counts for a particular day in January, the school districts' reports are cumulative, reporting the number of students who were homeless at any point during the school year.

During the 2014-2015 school year, Florida school districts identified 73,417 children and youth experiencing homelessness, including those who were literally homeless and those who were doubled-up and/or living in motels due to economic issues. In the past two school years, increases of homeless student counts have been less than 3

percent, following a period of double-digit increases the prior several years.

The majority of students identified as homeless, 74 percent, were temporarily sharing the housing of other persons due to the loss of their housing or economic hardship. Additionally, of those identified, ten percent were "unaccompanied youth." A homeless "unaccompanied youth" is defined as one who is not in physical custody of a parent or legal guardian, but may be living with another adult. These percentages are stable, with no change from the 2014-2015 percentages of doubled-up families and unaccompanied youth. As with PIT counts, it is recognized that the number of homeless children and youth identified is likely an undercount due to the difficulty in obtaining complete and accurate information.



Homeless Students Reported in Florida Public Schools

School Year	Homeless Students	Change
2010-2011	56,680	+15%
2011-2012	63,685	+12%
2012-2013	70,189	+10%
2013-2014	71,446	+2%
2014-2015	73,417	+3%

Stories from the field: Homeless Education Program liaisons help homeless families stabilize

Sarasota County Schools

The Sarasota County Schools' Homeless Education Program (Schoolhouse Link), in addition to helping students with educational needs, helps homeless families connect with local resources such as the Sarasota Housing Authority (SHA). In 2014, the SHA Board voted to annually set aside 15 Section 8 Housing Vouchers for chronically homeless families selected by Schoolhouse Link. Their goal was to improve educational outcomes and create opportunities for families by providing stable housing.

One participant in this program is single mom Amber. She and her four school-age daughters were one of the first families selected for this program. The family experienced homelessness for years but now are safely housed. Amber stated, "I feel like we are finally winning. We were able to celebrate the holidays for the first time in our own home and all of my girls have good school attendance and are on the honor roll now."

Miami-Dade County Public Schools

The Homeless Education Program (Project UP-START), at Miami-Dade County Public Schools (M-DCPS), provides support and resources to homeless students in the district. One of these students, Price Destinobles, recently graduated from North Miami Senior High School. Since eighth grade, he has been living with many different families due to family difficulties. Despite a lack of stability or income, Price achieved academically in school, served as president of his school's 5000 Role Models program, participated in sports (basketball, volleyball, and cross country), and was a member of the school's culinary club. Due to his perseverance, he has been accepted to Florida International University's (FIU) prestigious Institute of Hospitality and Tourism Education and Research, and is part of FIU's Fostering Panther Pride program that serves homeless and foster youth at FIU. This summer, he will participate in FIU's Golden Scholars Summer Bridge Program.

2016 COUNCIL RECOMMENDATIONS

Summary of Council Support of Federal Goals

Opening Doors is America's comprehensive federal strategic plan to prevent and end homelessness. The plan was first released in 2010 to provide guidance and goals for the nation, individual states, and local communities working to end homelessness. Opening Doors, a working document of USICH, is regularly revised to reflect best research and practices, and report on shared progress in the work to end homelessness. Opening Doors' vision is that "no one should experience homelessness – no one should be without a safe, stable place to call home." To that end, Opening Doors embraces four goals to prevent and end homelessness among those who are (1) veterans, (2) chronically homeless, (3) families, youth, and children, and (4) all who become homeless.

In 2015-2016, Florida's Council on Homelessness voted to support those general federal goals, and establish state goals and an action plan broadly consistent with Opening Doors. The four goals adopted by the Council are as follows.

1. Prevent and end homelessness among veterans by the end of 2016;
2. Finish the job of ending chronic homelessness by the end of 2017;
3. Prevent and end homelessness for families, youth, and children by the end of 2020; and
4. Set a path to ending all types of homelessness.

By establishing aspirational timelines for specific categories of homelessness, the Council's goals are intended to provide direction and focus as state leaders and local leaders work together to end homelessness.

Of course, to prevent and end homelessness does not mean that no one will ever become homeless again. Rather, an end to homelessness in Florida would mean that each community has in place a systematic, effective, and predictable approach to ensure that (1) homelessness is prevented when possible, and (2) when it does occur, homelessness is rare, is brief (generally less than 30 days), and does not recur.

Goals and Veterans/Chronic Homelessness Statewide

The first two goals are to end veteran homelessness in 2016 and end chronic homelessness in 2017. To meet these goals, the state, local jurisdictions, CoCs, the private sector, and other stakeholder groups must immediately create realistic and thoughtful action plans to achieve the goals.

The use of best practices will be necessary. Collaboration will be necessary. It will be necessary for state agencies to increase flexibility in the use of resources and prioritize homeless veterans and those who are chronically homeless. Perhaps most importantly, increased resources will be necessary.

Currently, there are an estimated 2,900 homeless veterans in Florida on a given day. As discussed previously, CoCs have made and continue to make great progress in helping veterans move into permanent housing. With the investments of the VA and HUD, extensive progress has been made. Meeting the 2016 goal, however, will require additional state and local resources and a concerted collaborative effort. Further, CoCs must embrace best practices for the disabled and long-term population, including housing first, effective outreach, and low-barrier low-requirement deeply affordable housing and services.

While an end to veteran homelessness is in sight for many communities, the goal of ending chronic homelessness is currently out of reach. Those who are chronically homeless have disabilities and have been homeless a long time and/or often. While this group is a relatively small percentage of those who are homeless in Florida, there is a solution to chronic homelessness. According to USICH's Ending Chronic Homelessness in 2017:

“There is a proven solution to chronic homelessness: Supportive Housing. Supportive housing has been shown to help people permanently stay out of homelessness, improve health conditions, and, by reducing their use of crisis services, lower public costs. Numerous studies have shown that it is cheaper to provide people experiencing chronic homelessness with supportive housing than to have them remain homeless” (see Appendix XI for reference).

For Florida, the path to ending chronic homelessness includes four steps: (1) implement the housing first model, (2) invest in permanent housing for extremely low income households,

including accessibility to those who are chronically homeless, (3) provide adequate behavioral and physical health services for those with no income or health insurance, and (4) invest in permanent supportive housing targeted specifically to those who are chronically homeless and the most vulnerable.

Although only about 18 percent of the total homeless population, those who are chronically homeless are the most frequent utilizers of systems of care. At an estimated \$30,000 per year of emergency services and other care, this group may be costing Florida communities more than \$180 million annually. A wealth of studies show that these costs will decrease dramatically when those who are disabled and long-term homeless have access to deeply affordable permanent supportive housing.

Overview of Action Plan

The Council is adopting an Action Plan to meet four aspirational goals for Florida. The goals are modeled after the goals outlined in Opening Doors.

The goals adopted by the Council are as follows.

1. Prevent and end homelessness among veterans by the end of 2016;
2. End chronic homelessness by the end of 2017;
3. Prevent and end homelessness for families, youth, and children by the end of 2020; and
4. (Set a path to ending all types of homelessness in Florida.

As in the federal plan, an end to homelessness means that every community will have a systematic response in place that ensures homelessness is prevented whenever possible; if it cannot be prevented, then the episode of homelessness is (1) rare, (2) brief, and (3) does not recur.

To that end, every Florida community should create a system that has the capacity to:

- Identify and engage: Quickly identify and engage people at risk of and experiencing homelessness.
- Prevention and diversion: Intervene to prevent the loss of housing and divert people from entering the homelessness services system.

- Quickly shelter with no barriers and rapidly connect to stable permanent housing: When homelessness does occur, provide immediate access to shelter and crisis services, without barriers to entry while permanent stable housing and appropriate supports are being secured, and quickly connect people to housing assistance and services—tailored to their unique needs and strengths—to help them achieve and maintain stable housing.

The overall themes, like those in Opening Doors, are to:

1. Increase leadership, collaboration, and civic engagement;
2. Increase access to stable and affordable housing;
3. Increase economic security;
4. Improve health and stability; and
5. Retool the homeless crisis response system.

2016 Recommendations

The Council on Homelessness submits five recommendations of critical actions necessary to work toward ending homelessness in the state.

Recommendation One: Support the Council's four goals focused on ending homelessness, as well as the Council's Action Plan to meet these goals.

The Council has adopted four aspirational goals for Florida, modeled after the goals outlined in the federal strategic plan to end homelessness, as stated in the Overview of the Action Plan.

By establishing these goals, along with the Action Plan to meet the goals, the Council intends to provide a platform from which to support best practices, assist state partners to connect the value of stable housing to their organizational goals, incentivize local work to address the four goals, support the CoCs as they work toward meeting the goals, and recognize the CoCs that are performing especially well on reaching these broad goals in their local geographic areas.

For the goals and Action Plan to become a true statewide effort, the Council requests that the Governor and the Legislature embrace the Council goals and provide support to implement the Plan.

Additional resources will be needed to achieve these goals.

Recommendation Two: Appropriate 100 percent of affordable housing trust fund monies for affordable housing.

The Council recommends utilizing all Sadowski Affordable Housing Trust fund resources for affordable housing, with an increasing focus on the housing needs of extremely-low-income, homeless, and special needs households.

The housing trust fund monies have been utilized successfully in the past to create new permanent supportive housing units for those who have been chronically homeless, those who are disabled, and others with special needs.

Along with increasing permanent supportive housing for target populations, appropriating all the Sadowski Fund resources, especially rental housing affordable to homeless and at risk households, will help achieve these goals. The increasingly tight rental markets in many communities have resulted in many households being priced out of safe, decent rental units.

Housing is considered affordable when a household pays 30 percent or less of their income for housing costs. A household is considered housing cost-burdened when more than 30 percent of income is used for housing, and severely cost-burdened when housing accounts for 50 percent or more of their income. According to the University of Florida's Shimberg Center for Housing Studies, there were more than 2.9 million low-income households with incomes less than 50 percent of Area Median Income (AMI). Of those households, 66 percent (almost 2 million), were housing cost-burdened. Further, almost 1.2 million paid more than 50 percent of their gross income for housing.

According to The Gap: The Affordable Housing Gap Analysis 2016, published by the National Low Income Housing Coalition, Florida has an extreme scarcity of affordable housing (see Appendix XI for reference). For extremely low-income (ELI) households, with incomes less than 30 percent of the area median income, only 22 units of affordable rental housing are available for every 100 ELI families. The GAP report estimates that there is an affordable housing deficit in Florida of 392,474 units.

A comprehensive plan to prevent and end homelessness, meeting the four goals established

by the Council, requires increasing investments in affordable housing. Fully appropriating housing trust fund dollars to be used for affordable housing will help increase and preserve affordable housing in our communities, create more permanent supportive housing for those who are chronically homeless, and provide rapid re-housing options for those who are struggling and either homeless or at risk of homelessness.

Recommendation Three: Continue strengthening the capacity of homeless Continuums of Care

Homeless CoCs are responsible for creating a local homeless assistance plan, implementing that plan, collecting and using data to assess needs and responses, bringing resources into the local communities, and coordinating effective and efficient housing and services to work toward ending homelessness. This important and challenging work cannot be done without the support of the State of Florida.

Thankfully, for the past several years the State of Florida has provided support to local homeless CoCs in two primary ways – Challenge Grants and Staffing Grants. The Council recommends that the state continue these two programs, both of which are instrumental in addressing homelessness in local communities.

Without funding for lead agencies, the collaborative progress in ending homelessness would decelerate. These organizations are critical for bringing more funding into the community to end homelessness, building collaborations, and preventing and ending homelessness. In terms of HUD funding alone, lead agencies bring more than \$80 million a year into the state – an excellent return on investment.

The Council recommends that the state continue to appropriate funding for lead agency's Staffing Grants and Challenge Grants.

Recommendation Four: Embrace best practices and incentivize the use of best practices at the local level.

We know now how to end and prevent homelessness in Florida, based on a large body of research, best practices models, and evidence-based guidance. Best practices that need to be brought to scale in Florida include the following.

- Housing First policies and practices to prioritize housing before services, combined with lower barriers and program requirements for housing and programs;
- Permanent Supportive Housing for those who are chronically homeless and disabled, with high barriers to stable housing, including high-needs families and individuals;
- Rapid Re-housing into affordable rental units for households with moderate barriers to stable housing who are not chronically homeless;
- Diversion for those the homeless response system does not offer the most effective and efficient solution;
- Prevention for those who are at imminent risk of homelessness and have no other resources to maintain housing without prevention assistance;
- Coordinated entry systems to prioritize and match the person who is homeless with the optimal housing solutions;
- Data-driven decision making to effectively and efficiently assess and respond to the community needs;
- A focus on system-wide performance outcomes, such as percentage of persons moved into permanent rental units, increases in household income, and reducing the average length of time of homeless episodes in the CoC.

Four critical actions should be pursued toward this end:

- The Legislature should continue funding the DEO homeless training and technical assistance efforts, funded by the Challenge Grant appropriation.

- The state agencies represented on the Council on Homelessness, as well as the Office on Homelessness, should take a leadership role in modeling and sharing best practices for ending homelessness at the state level to ensure that all entities that utilize state resources are implementing best practices; such entities include homeless CoCs, child welfare agencies, community-based care organizations, Managing Entities, Managed Care Organizations, and criminal justice contractors. Efforts should include assisting state partners connect the value of stable housing to organizational goals, such as reducing unnecessary or inappropriate utilization of social services and recent legislation, such as Senate Bill 12 and the mental health court bill, intended to coordinate mental health and substance abuse services.
- The Office on Homelessness should create a system by which the Office will gather data, assemble performance outcome measures, and accurately measure statewide progress toward the goals adopted by the Council, as well as local CoC efforts to meet those goals.
- The Office on Homelessness should incentivize the adoption of best practices at the local level by incorporating best practices into funding application processes for grants managed by the Office.

agencies that receive grant funding. The Office, in consultation with the Council must develop a plan and methodology for assessing these performance measures and outcomes. This plan must include the reporting of data (SB 1534, Sections 5 and 6).

The Office will also implement and monitor the progress of the Council's Action Plan to End Homelessness. This is an interagency and statewide effort requiring significant resources in staffing and services in order to achieve these goals. The Office and the Council are already at capacity in accomplishing its ongoing statutory roles and programs.

Toward this end, the Council recommends providing additional resources to the Office on Homelessness toward meeting this legislative mandate. This recommendation may be met through additional staffing resources or through additional funding toward contracted services.

Recommendation Five: Support the Office on Homelessness and the Council on Homelessness to implement Senate Bill 1534 and the Action Plan.

DCF's Office on Homelessness staffs the Council on Homelessness (s. 420.622, FS) and assists the CoCs across the state in achieving the goals of preventing and ending homelessness in Florida. In the 2016 Legislative session, Senate Bill 1534 was passed, tasking the Office on Homelessness and the Council to develop a system and process for the collection and analysis of data related to homelessness across the state.

Along with this task, language in SB 1534 requires the Office to establish performance measures and specific objectives by which it may evaluate the effective performance and outcomes of lead

Appendices

Appendix I — Point in Time Counts by Continuum of Care 2011-2016: Total Homeless

CoC #	CoC Name	2016	2015	2014	2013	2012	2011
FL-500	Manatee and Sarasota Counties CoC	1,468	1,198	1,377	1,049	921	1,152
FL-501	Hillsborough County CoC	1,817	1,931	1,944	1,909	7,419	7,336
FL-502	Pinellas County CoC	2,777	3,387	3,391	3,913	3,971	3,890
FL-503	Polk County CoC	635	464	536	520	881	1,100
FL-504	Volusia and Flagler Counties CoC	1,005	1,325	1,633	2,176	2,384	2,210
FL-505	Okaloosa and Walton Counties CoC	629	683	1,577	1,658	2,438	2,764
FL-506	Big Bend (Franklin, Wakulla, Leon, Gadsden, Liberty, Taylor, Jefferson, and Madison Counties) CoC	869	863	805	974	797	787
FL-507	Orange, Osceola, and Seminole Counties CoC	1,613	2,112	2,254	4,378	3,661	4,515
FL-508	Alachua, Putnam, Bradford, Levy, and Gilchrist Counties CoC	844	870	1,256	1,718	1,814	1,179
FL-509	Treasure Coast (St Lucie, Indian River, and Martin Counties) CoC	2,382	2,412	2,591	2,240	1,724	1,683
FL-510	Duval, Clay, and Nassau Counties CoC	1,959	1,853	2,049	2,768	2,861	3,025
FL-511	Escambia and Santa Rosa Counties CoC	798	1,014	843	945	792	733
FL-512	Saint Johns County CoC	1,064	1,161	1,401	1,437	1,385	1,391
FL-513	Brevard County CoC	827	1,072	1,477	1,567	2,062	1,907
FL-514	Marion County CoC	823	787	918	530	911	1,032
FL-515	Bay, Calhoun, Gulf, Holmes, Washington, and Jackson Counties CoC	310	317	268	301	322	411
FL-517	Desoto, Glades, Okeechobee, Hendry, Hardee, and Highlands Counties CoC	1,071	1,218	1,346	3,847	1,319	1,319
FL-518	Columbia, Hamilton, Lafayette, and Suwannee Counties CoC	1,145	1,115	1,070	1,278	1,180	1,179
FL-519	Pasco County CoC	1,055	1,019	3,356	3,305	4,351	4,502
FL-520	Citrus, Hernando, Lake, and Sumter Counties CoC	595	731	511	709	1,788	1,715
FL-600	Miami-Dade County CoC	4,235	4,152	4,156	3,802	3,976	3,817
FL-601	Broward County CoC	2,302	2,615	2,766	2,810	3,183	3,801
FL-602	Charlotte County CoC	388	562	511	573	756	828
FL-603	Lee County CoC	439	614	871	848	781	969
FL-604	Monroe County CoC	575	615	678	652	922	904
FL-605	Palm Beach County CoC	1,332	1,421	1,596	1,559	2,116	2,148
FL-606	Collier County CoC	545	389	361	396	455	390
Totals		33,502	35,900	41,542	47,862	55,170	56,687

Point in Time Counts by Continuum of Care 2011-2016: Homeless Veterans

CoC #	CoC Name	2016	2015	2014	2013	2012	2011
FL-500	Manatee and Sarasota Counties CoC	161	152	170	101	96	64
FL-501	Hillsborough County CoC	181	313	236	170	800	792
FL-502	Pinellas County CoC	380	589	550	618	468	431
FL-503	Polk County CoC	42	44	40	45	57	78
FL-504	Volusia and Flagler Counties CoC	36	110	135	380	83	153
FL-505	Okaloosa and Walton Counties CoC	37	117	211	265	318	246
FL-506	Big Bend (Franklin, Wakulla, Leon, Gadsden, Liberty, Taylor, Jefferson, and Madison Counties) CoC	117	113	108	160	121	63
FL-507	Orange, Osceola, and Seminole Counties CoC	231	320	299	611	574	690
FL-508	Alachua, Putnam, Bradford, Levy, and Gilchrist Counties CoC	123	217	229	300	263	331
FL-509	Treasure Coast (St Lucie, Indian River, and Martin Counties) CoC	50	68	118	94	74	95
FL-510	Duval, Clay, and Nassau Counties CoC	130	184	224	324	292	345
FL-511	Escambia and Santa Rosa Counties CoC	112	167	100	168	104	158
FL-512	Saint Johns County CoC	40	24	48	49	43	41
FL-513	Brevard County CoC	160	193	333	262	352	355
FL-514	Marion County CoC	108	95	71	120	136	144
FL-515	Bay, Calhoun, Gulf, Holmes, Washington, and Jackson Counties CoC	39	40	31	27	53	46
FL-517	Desoto, Glades, Okeechobee, Hendry, Hardee, and Highlands Counties CoC	12	0	50	257	10	10
FL-518	Columbia, Hamilton, Lafayette, and Suwannee Counties CoC	140	139	209	177	241	244
FL-519	Pasco County CoC	100	114	369	368	98	140
FL-520	Citrus, Hernando, Lake, and Sumter Counties CoC	49	62	27	49	31	35
FL-600	Miami-Dade County CoC	157	236	317	253	265	308
FL-601	Broward County CoC	210	247	229	225	370	393
FL-602	Charlotte County CoC	50	65	63	109	97	100
FL-603	Lee County CoC	18	62	120	70	82	88
FL-604	Monroe County CoC	87	93	92	108	92	96
FL-605	Palm Beach County CoC	114	157	151	168	186	181
FL-606	Collier County CoC	4	5	22	27	25	17
Totals		2,888	3,926	4,552	5,505	5,331	5,644

Point in Time Counts by Continuum of Care 2011-2016: Chronic Homelessness

CoC #	CoC Name	2016	2015	2014	2013	2012	2011
FL-500	Manatee and Sarasota Counties CoC	311	219	270	301	151	222
FL-501	Hillsborough County CoC	254	315	409	506	740	679
FL-502	Pinellas County CoC	607	633	489	375	437	466
FL-503	Polk County CoC	88	100	114	172	83	32
FL-504	Volusia and Flagler Counties CoC	210	301	198	259	289	202
FL-505	Okaloosa and Walton Counties CoC	306	305	436	352	492	367
FL-506	Big Bend (Franklin, Wakulla, Leon, Gadsden, Liberty, Taylor, Jefferson, and Madison Counties) CoC	81	134	220	259	175	112
FL-507	Orange, Osceola, and Seminole Counties CoC	106	212	125	1,577	1,030	2,363
FL-508	Alachua, Putnam, Bradford, Levy, and Gilchrist Counties CoC	265	395	471	528	692	363
FL-509	Treasure Coast (St Lucie, Indian River, and Martin Counties) CoC	77	131	131	196	182	171
FL-510	Duval, Clay, and Nassau Counties CoC	337	353	431	365	439	1,104
FL-511	Escambia and Santa Rosa Counties CoC	216	219	184	243	232	200
FL-512	Saint Johns County CoC	35	121	65	56	79	75
FL-513	Brevard County CoC	193	159	120	115	138	136
FL-514	Marion County CoC	201	66	95	91	88	122
FL-515	Bay, Calhoun, Gulf, Holmes, Washington, and Jackson Counties CoC	30	25	36	38	56	68
FL-517	Desoto, Glades, Okeechobee, Hendry, Hardee, and Highlands Counties CoC	335	227	117	681	412	412
FL-518	Columbia, Hamilton, Lafayette, and Suwannee Counties CoC	279	209	621	289	255	236
FL-519	Pasco County CoC	404	433	1,204	1,200	1,540	1,830
FL-520	Citrus, Hernando, Lake, and Sumter Counties CoC	23	38	10	46	26	23
FL-600	Miami-Dade County CoC	472	526	732	618	601	529
FL-601	Broward County CoC	430	444	525	411	760	816
FL-602	Charlotte County CoC	76	156	156	211	204	193
FL-603	Lee County CoC	90	180	281	180	182	206
FL-604	Monroe County CoC	125	148	116	173	274	261
FL-605	Palm Beach County CoC	455	452	396	373	456	423
FL-606	Collier County CoC	73	39	37	32	41	27
Totals		6,079	6,540	7,989	9,647	10,054	11,638

Appendix II — Point in Time Counts by County

2009-2016: Total Homeless Population

County	2009	2010	2011	2012	2013	2014	2015	2016
Alachua	1,596	879	1,034	1,034	1,745	1,516	636	777
Baker	N/C	12	2	N/C	N/C	N/C	N/C	N/C
Bay	352	317	378	287	284	253	308	310
Bradford	78	5	39	36	50	N/C	0	N/C
Brevard	1,207	1,221	1,889	1,907	1,567	1,567	1,178	827
Broward	4,154	4,154	3,801	3,801	2,820	2,738	2,624	2,302
Calhoun	N/C	N/C	1	1	1	N/C	6	N/C
Charlotte	541	598	716	828	573	511	548	388
Citrus	297	405	502	507	243	188	180	224
Clay	N/C	7	113	244	35	102	147	76
Collier	329	401	390	390	375	361	389	545
Columbia	554	554	462	458	491	473	538	596
DeSoto	319	761	15	176	330	340	333	270
Dixie	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C
Duval	3,244	3,910	4,284	2,533	2,594	1,801	1,566	1,784
Escambia	713	713	549	572	830	862	884	745
Flagler	39	79	98	128	154	188	105	104
Franklin	N/C	N/C	N/C	N/C	N/C	N/C	23	4
Gadsden	N/C	N/C	N/C	N/C	N/C	N/C	9	42
Gilchrist	N/C	1	6	32	0	N/C	0	N/C
Glades	220	220	N/C	N/C	N/C	96	96	85
Gulf	N/C	N/C	N/C	N/C	N/C	2	0	N/C
Hamilton	123	343	103	103	107	102	114	114
Hardee	1,410	1,410	104	17	61	124	124	96
Hendry	727	727	16	N/C	N/C	138	138	107
Hernando	185	136	148	209	147	77	218	143
Highlands	1,782	1,782	105	55	215	495	483	385
Hillsborough	7,473	7,473	7,336	7,336	*	2,291	1,931	1,817
Holmes	N/C	N/C	N/C	N/C	2	N/C	0	N/C
Indian River	662	648	606	774	837	1,048	812	756
Jackson	N/C	11	34	34	14	13	3	N/C
Jefferson	N/C	N/C	N/C	N/C	N/C	N/C	4	8
Lafayette	69	69	57	58	63	60	68	68
Lake	491	796	1,008	1,019	282	187	265	198
Lee	931	1,041	1,054	969	848	871	638	439

County	2009	2010	2011	2012	2013	2014	2015	2016
Leon	437	437	683	783	1,072	805	808	768
Levy	115	15	0	98	13	N/C	13	14
Liberty	N/C	N/C	N/C	N/C	N/C	N/C	2	1
Madison	N/C	N/C	N/C	N/C	N/C	N/C	1	8
Manatee	558	528	528	612	820	494	308	497
Marion	678	356	941	1,032	530	918	787	823
Martin	211	517	306	314	486	567	504	610
Miami-Dade	4,333	3,832	3,777	3,817	3,734	4,156	4,152	4,235
Monroe	1,040	1,040	926	904	658	678	615	575
Nassau	N/C	61	165	84	138	93	140	99
Okaloosa	2,361	1,842	2,145	1,962	1,108	904	592	464
Okeechobee	383	383	32	190	78	158	158	128
Orange	1,279	1,494	2,872	2,281	2,937	1,701	1,396	1,228
Osceola	374	443	833	722	599	278	372	175
Palm Beach	2,147	2,147	2,148	2,148	1,559	1,559	1,421	1,332
Pasco	4,527	4,527	4,442	4,502	3,305	3,305	1,045	1,055
Pinellas	4,163	3,948	3,890	3,971	3,913	3,391	3,387	2,777
Polk	820	820	1,095	1,100	404	536	464	635
Putnam	911	288	141	164	89	49	26	53
St. Johns	1,237	1,237	1,386	1,391	1,437	1,401	1,161	1,064
St. Lucie	788	995	771	636	915	976	1,096	1,016
Santa Rosa	317	317	72	70	151	N/C	130	53
Sarasota	787	787	787	890	1,234	891	943	971
Seminole	368	397	810	658	842	275	344	210
Sumter	52	48	57	77	37	59	68	30
Suwannee	343	123	280	284	318	308	350	367
Taylor	N/C	N/C	N/C	14	6	N/C	N/C	28
Union	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C
Volusia	1,874	2,076	2,215	2,276	1,967	1,445	1,222	901
Wakulla	N/C	N/C	N/C	N/C	N/C	N/C	N/C	10
Walton	85	420	619	484	453	Okaloosa-Walton combined	91	165
Washington	3	N/C	N/C	N/C	N/C	N/C	0	N/C
Totals	57,687	57,751	56,771	54,972	43,455	41,335	35,964	33,502

N/C = No Count provided for the county during the indicated year

Source: Point-In-Time Count, Department of Children and Families, Office on Homelessness

Appendix III — Homeless Population Characteristics

The 27 local Continuum of Care planning agencies have reported the following information on the makeup of the homeless population in Florida. They captured this information from direct interviews or from agency data on persons experiencing homelessness served as entered into the HMIS. The current 2016 data is compared to reported 2015 data.

Gender

In 2016, men made up the majority of persons experiencing homelessness. Of 30,069 persons surveyed, 19,326 were men, 10,707 were women, and 36 were transgender persons. The data for 2016 remains consistent with last year's results.

Year	Male	Female	Transgender
2016	64.3%	35.6%	0.1%
2015	63.6%	35.5%	N/C

Age

The age ranges of the 2016 homeless population were reported as follows:

Age			
Age Ranges	Number of Persons	2015 Percentage	2016 Percentage
Under 18	5,641	18.9%	18.8%
18-24	1,728	7.1%	5.8%
24-60	20,502	68.1%	68.4%
Over 60	2,095	5.2%	7%
Total	29,966		

These results are consistent with the focus of the count – those persons living in shelters or staying on the streets. Families with children are more likely to be sharing the housing of others, and are not allowed to be included in the federal counts, due to this living arrangement.

Ethnicity

In 2016, 6,602 persons experiencing homelessness out of 29,841 responding to the survey indicated that they were either Hispanic or Latino. At 22.1 percent of the homeless population, this is up from the 2015 level of 14.1 percent.

Race

The reported race of the homeless population reflects more White and Black/African Americans than other races.

Population Category	2016 Number	2016 Percentage	2015 Percentage
American Indian/Alaska Native	257	0.9%	1.1%
Asian	100	0.33%	0.33%
Black/African American	11,491	38.2%	36.4%
Native Hawaiian/Pacific Islander	56	0.19%	0.30%
Multiple Races	959	3.2%	3.3%
White	17,080	56.8%	57.4%
Total	29,943		

Household Type

In 2016, the great majority, 23,606, of the unsheltered and sheltered homeless population are single adults or households without children. For 2016, the breakdown of persons experiencing homelessness by household type was reported as follows:

Household Type	Number Reporting	Percent of Total
One adult and one child	2,837	12%
No children in household	20,383	86.3%
Only children in household	386	1.6%
Total	23,606	

Military Veterans

Of the persons experiencing homelessness responding to the question on active duty in the U.S. military, 9.7% indicated that they were veterans.

Military Veterans				
Served/Active Duty	2016 Numbers	2016 Percentage	2015 Numbers	2015 Percentage
Yes	2,486	9.7%	5,100	16.3%
No	23,054	90.3%	25,855	83.7%
Total	25,540		30,955	

Disabling Conditions

The breakdown by type of disability indicates once again that the greatest issues are substance abuse and mental illness. In the survey, respondents may report more than one disabling condition.

Disabling Condition			
Condition	2016 Number	2016 Percentage	2015 Percentage
Physical	4,060	26%	28%
Substance Abuse	5,185	33.2%	32.6%
Mental Illness	5,352	34.2%	33.6%
HIV/AIDS	507	3.2%	2.6%
Developmental	536	3.4%	3.1%
Total	15,640		

Foster Care History

When asking whether the individual experiencing homelessness had been in foster care, 1,190 persons out of the 22,242 responding to the question indicated that they had been in foster care. This figure represents 5.4 percent of the 2016 respondents.

Causes and Length of Time Homeless

The data collected upon entry to shelters seeks to identify the major causes contributing to a person becoming homeless, whether the person has had previous episodes of homelessness, and how long the person has lived in the community before becoming homeless. The 2016 survey results are as follows:

Cause of Homelessness			
Type of Cause	2016 Number	2016 Percentage	2015 Percentage
Employment/Financial	8,393	44.5%	41.5%
Medical Disability	4,111	21.8%	17.5%
Family Problems	3,306	17.5%	19.6%
Forced to Relocate	2,714	14.4%	19.6%
Recent Immigration	109	0.6%	1%
Natural Disaster	212	1.1%	0.8%

Prior Episodes of Homelessness in the last 3 years			
Number of Prior Episodes	2016 Number	2016 Percentage	2015 Percentage
No prior/First time	5,200	20.8%	29.6%
One prior episode	8,673	34.6%	27.5%
Two or three prior episodes	6,642	26.5%	24%
Four or more prior episodes	4,545	18.1%	19%
Total	25,060		

Length of Time in Community Before Becoming Homeless			
Length of Time	2016 Number	2016 Percentage	2015 Percentage
Less than one week	1,704	10.3%	8.1%
1 to 4 weeks	1,040	6.3%	4.4%
1 to 3 months	1,346	8.2%	7.9%
3 to 12 months	2,143	13.0%	11.1%
More than 1 year	10,231	62.1%	68.4%
Total	16,464		

Appendix IV — Homeless Students Reported in Florida Public Schools by Florida County 2014-2015

District Number	District Name	Homelessness Student Living Situation When Identified					Total Homelessness	Total Non-Homelessness	Unaccompanied?	
		Shelters	Sharing	Other	Motels	AFC			Yes	No
01	ALACHUA	119	484	21	49	12	685	29,041	587	98
02	BAKER	0	91	<11	<11	0	93	5,217	90	<11
03	BAY	47	1,152	28	162	48	1,437	28,510	1,359	78
04	BRADFORD	<11	220	<11	28	<11	255	3,494	246	<11
05	BREVARD	131	1,425	44	226	19	1,845	75,954	1,723	122
06	BROWARD	481	1,424	59	267	38	2,269	284,700	1,858	411
07	CALHOUN	0	72	<11	0	<11	76	2,503	52	24
08	CHARLOTTE	58	376	12	55	<11	508	17,152	417	91
09	CITRUS	57	226	25	16	17	341	16,428	286	55
10	CLAY	82	895	16	105	<11	1,102	37,380	961	141
11	COLLIER	90	551	<11	56	75	779	47,968	514	265
12	COLUMBIA	64	447	16	52	<11	588	10,517	565	23
13	DADE	1,086	2,571	162	212	0	4,031	373,489	3,779	252
14	DESOTO	0	316	44	<11	<11	368	4,971	361	<11
15	DIXIE	0	59	0	<11	0	62	2,324	62	0
16	DUVAL	352	1,536	19	166	93	2,166	136,522	1,761	405
17	ESCAMBIA	152	1,621	10	155	0	1,938	43,596	1,877	61
18	FLAGLER	23	513	24	52	<11	616	13,688	570	46
19	FRANKLIN	<11	194	25	<11	0	225	1,243	192	33
20	GADSDEN	27	468	<11	19	<11	530	5,999	528	<11
21	GILCHRIST	<11	<11	<11	<11	0	<11	2,957	<11	<11
22	GLADES	<11	56	<11	0	0	61	1,748	61	0
23	GULF	<11	13	0	0	0	15	2,058	15	0
24	HAMILTON	<11	215	0	34	<11	251	1,676	248	<11
25	HARDEE	<11	189	0	<11	0	200	5,756	170	30
26	HENDRY	18	281	<11	<11	<11	309	8,052	275	34
27	HERNANDO	52	408	19	26	<11	510	23,653	433	77
28	HIGHLANDS	<11	425	11	<11	<11	461	12,766	439	22
29	HILLSBOROUGH	421	2,988	100	386	<11	3,904	226,275	3,676	228
30	HOLMES	0	98	<11	<11	<11	106	3,622	92	14
31	INDIAN RIVER	122	210	<11	28	<11	366	19,345	354	12
32	JACKSON	<11	121	13	<11	0	143	7,259	134	<11
33	JEFFERSON	0	<11	0	0	0	<11	993	0	<11
34	LAFAYETTE	0	104	104	0	0	208	1,128	200	<11
35	LAKE	62	2,047	24	208	75	2,416	45,748	2,254	162
36	LEE	262	742	33	183	36	1,256	97,522	954	302
37	LEON	193	539	<11	47	<11	797	35,250	723	74
38	LEVY	23	186	<11	<11	<11	217	5,945	213	<11
39	LIBERTY	0	50	0	0	0	50	1,656	46	<11
40	MADISON	0	177	65	<11	<11	244	2,741	236	<11
41	MANATEE	98	1,493	37	203	33	1,864	49,512	1,678	186
42	MARION	244	2,112	38	274	17	2,685	45,742	2,326	359
43	MARTIN	123	34	<11	21	0	179	20,593	133	46
44	MONROE	119	301	19	13	<11	456	8,982	441	15
45	NASSAU	25	407	36	16	0	484	11,499	408	76
46	OKALOOSA	73	362	11	38	<11	487	33,647	443	44
47	OKEECHOBEE	0	465	<11	0	0	468	6,840	457	11
48	ORANGE	414	4,741	64	1,542	39	6,800	198,506	6,510	290
49	OSCEOLA	86	3,414	117	1,027	28	4,672	61,726	4,557	115
50	PALM BEACH	352	2,492	113	275	518	3,750	202,423	3,292	458
51	PASCO	264	1,588	59	208	71	2,190	73,208	1,779	411

District Number	District Name	Homelessness Student Living Situation When Identified					Total Homelessness	Total Non-Homelessness	Unaccompanied?	
		Shelters	Sharing	Other	Motels	AFC			Yes	No
52	PINELLAS	631	2,547	45	481	60	3,764	109,885	3,264	500
53	POLK	359	2,793	204	428	<11	3,790	104,910	3,283	507
54	PUTNAM	71	562	26	15	0	674	11,275	580	94
55	ST. JOHNS	114	589	16	90	0	809	36,204	595	214
56	ST. LUCIE	65	505	23	60	<11	663	42,655	520	143
57	SANTA ROSA	33	1,567	14	36	46	1,696	26,632	1,610	86
58	SARASOTA	116	599	<11	133	29	885	44,361	807	78
59	SEMINOLE	136	1,417	29	401	11	1,994	69,324	1,844	150
60	SUMTER	22	123	<11	<11	0	154	9,356	154	0
61	SUWANNEE	61	266	16	11	0	354	6,515	259	95
62	TAYLOR	<11	72	12	<11	0	94	3,195	88	<11
63	UNION	0	121	0	0	0	121	2,541	121	0
64	VOLUSIA	180	1,791	38	304	<11	2,322	66,074	2,109	213
65	WAKULLA	0	37	<11	0	0	40	5,436	38	<11
66	WALTON	<11	259	<11	13	11	294	9,133	278	16
67	WASHINGTON	<11	172	<11	<11	<11	190	3,517	181	<11
68	DEAF/BLIND	<11	17	<11	<11	0	20	653	14	<11
69	WASH SPECIAL	0	0	0	0	0	0	290	0	0
71	FL VIRTUAL	<11	29	<11	24	0	61	6,836	60	<11
72	FAU LAB SCH	<11	<11	0	<11	0	<11	2,473	<11	0
73	FSU LAB SCH	0	<11	0	0	0	<11	2,443	0	<11
74	FAMU LAB SCH	0	<11	0	0	0	<11	482	<11	0
75	UF LAB SCH	0	0	0	0	0	0	1,170	0	0
	TOTAL	7,556	54,388	1,874	8,213	1,386	73,417	2,924,884	66,160	7,257

***LEGEND**

Shelters = Living in emergency or transitional shelters

Sharing = Sharing the housing of other persons due to loss of housing, economic hardship or a similar reason; “doubled-up”

Other = Living in cars, parks, campgrounds, public spaces, abandoned buildings, substandard housing, bus or train stations

Motels = Living in hotels or motels.

AFC = Awaiting foster care placement

Unaccompanied No = Homeless and in the physical custody of a parent or legal guardian

Unaccompanied Yes = Homeless AND NOT in the physical custody of a parent or legal guardian, i.e., an Unaccompanied Homeless (Child or) Youth

*The total number of homeless students identified in the state may differ slightly from the number reported to the US Department of Education, because a small number of students moved temporarily to another school district due to their homeless situation and are thus counted as homeless by both districts. The report to the US Department of Education requires an unduplicated count for the state.

Number of Student Homeless by District for School Years 2010-2011 through 2014-2015

Florida Department of Education (FDOE)

DISTRICT NAME	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
ALACHUA	594	632	551	809	685
BAKER	249	304	262	112	93
BAY	1,175	1,477	1,626	1,184	1,437
BRADFORD	154	215	143	194	255
BREVARD	1,165	1,350	1,645	1,690	1,845
BROWARD	2,101	2,158	2,185	2,323	2,269
CALHOUN	58	84	57	60	76
CHARLOTTE	495	488	493	519	508
CITRUS	323	328	303	312	341
CLAY	741	862	1,379	1,110	1,102
COLLIER	1,407	1,281	1,123	849	779
COLUMBIA	403	567	578	549	588
DADE	4,406	5,773	6,475	3,252	4,031
DESOTO	225	278	367	402	368
DIXIE	48	31	29	28	62
DUVAL	1,169	1,422	1,896	2,111	2,166
ESCAMBIA	1,091	1,423	1,621	2,054	1,938
FLAGLER	322	367	517	522	616
FRANKLIN	160	205	230	279	225
GADSDEN	533	556	586	699	530
GILCHRIST	20	17	<11	14	<11
GLADES	34	26	17	24	61
GULF	<11	<11	35	20	15
HAMILTON	326	343	218	234	251
HARDEE	188	183	128	125	200
HENDRY	156	200	195	450	309
HERNANDO	497	645	521	443	510
HIGHLANDS	92	429	385	461	461
HILLSBOROUGH	3,659	3,559	3,170	3,233	3,904
HOLMES	62	90	96	102	106
INDIAN RIVER	311	273	278	434	366
JACKSON	158	177	152	113	143
JEFFERSON	<11	<11	<11	<11	<11
LAFAYETTE	196	195	217	207	208
LAKE	2,992	3,541	2,908	3,229	2,416
LEE	1,282	1,392	1,446	1,313	1,256
LEON	762	650	470	702	797
LEVY	182	128	217	157	217

DISTRICT NAME	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
LIBERTY	21	41	52	52	50
MADISON	74	103	263	534	244
MANATEE	1,788	1,641	1,791	1,854	1,864
MARION	1,911	2,223	2,421	2,373	2,685
MARTIN	80	115	125	157	179
MONROE	328	343	343	382	456
NASSAU	230	210	331	428	484
OKALOOSA	404	573	538	533	487
OKEECHOBEE	318	396	495	573	468
ORANGE	3,887	4,844	7,234	6,736	6,800
OSCEOLA	1,923	2,825	3,156	4,941	4,672
PALM BEACH	1,443	1,636	3,107	2,991	3,750
PASCO	2,230	1,997	1,904	2,071	2,190
PINELLAS	2,915	3,085	3,076	3,038	3,764
POLK	2,446	2,304	2,547	3,767	3,790
LAKE WALES	N/A	136	187	246	N/A
PUTNAM	736	885	734	808	674
ST. JOHNS	493	584	679	803	809
ST. LUCIE	348	324	466	543	663
SANTA ROSA	1,467	1,651	1,703	1,776	1,696
SARASOTA	1,229	877	917	924	885
SEMINOLE	1,697	1,865	2,235	2,034	1,994
SUMTER	48	155	156	174	154
SUWANNEE	315	346	344	298	354
TAYLOR	89	96	88	123	94
UNION	148	157	124	130	121
VOLUSIA	2,016	2,228	2,195	2,261	2,322
WAKULLA	56	99	56	56	40
WALTON	114	175	230	313	294
WASHINGTON	168	79	121	138	190
SCHOOL DEAF/BLIND	0	<11	14	12	20
FL VIRTUAL SCHOOL	0	<11	38	34	61
FAU - LAB SCHOOL	<11	<11	<11	<11	<11
FSU - LAB SCHOOL	<11	<11	<11	<11	<11
FAMU - LAB SCHOOL	0	11	<11	<11	<11
TOTALS	56,680	63,685	70,189	71,446	73,417

Appendix V — Continuum of Care Funding – State and Federal

Overview of Funding – State Office on Homelessness

For the 2016-17 fiscal year, the Department anticipates receiving funding for four (4) grant categories. The categories include: HUD Emergency Solutions Grant, Homelessness Prevention Grant (Temporary Assistance for Needy Families - TANF), Challenge Grants, and Staffing Grants. Below is a description of each grant award and the funding information.

Grant	2015 Award	2016 Award
HUD Emergency Solutions Grant	\$5,019,268	\$5,098,790
Homelessness Prevention (TANF)	\$900,000	\$852,507
Challenge Grant	\$3,800,000	\$5,000,000
Staffing Grant	\$2,000,000	\$3,000,000
Total	\$11,719,268	\$13,951,297

Emergency Solutions Grant

The Emergency Solutions Grant (ESG) program was established through the Stewart B. McKinney Act of 1987, as amended by the Homeless Emergency Assistance and Rapid Transition to Housing of 2009 (HEARTH Act).

The purpose of the Federal ESG Program is to help improve the quality and quantity of emergency shelters for homeless persons, to help cover the costs of operating emergency shelters, and to fund essential supportive services to homeless individuals so they may have access to safe and sanitary shelter and the services and assistance they need. In addition, the ESG Program is used to fund short-term rental assistance to prevent homelessness, as well as rapid re-housing programs, which help move homeless households back into permanent rental housing. Finally, the program can assist street outreach programs to connect unsheltered homeless persons with local housing and supportive services.

Funds are available annually and are awarded by the Department of Children and Families through a grant application process. Continuum of Care (CoC) Lead Agencies are eligible to apply on behalf of their CoC geographic area.

Homelessness Prevention Grant (TANF)

The Homelessness Prevention Grant program provides emergency financial assistance to families with children facing the loss of their housing due to a financial or other crisis. The Office on Homelessness provides these grants annually to the CoC Lead Agencies for the local homeless assistance CoC geographic areas in the state. The intent of the program is to provide case management and financial assistance for overdue rent or mortgage payments, as well as overdue utility bills, to enable the family to remain stably housed after receiving the assistance. The source of this program funding is Temporary Assistance for Needy Families (TANF).

Challenge Grant

The Challenge Grant program is authorized by section 420.622(4), Florida Statutes, to provide grant funding to Lead Agencies for homeless assistance CoCs. The Challenge Grants must be used to assist the local homeless CoC Lead Agencies and local providers to implement local homeless assistance plans to reduce homelessness in their communities. The CoC Lead Agencies allocate the Challenge Grant funds to programs, services, and/or housing providers that support the implementation of the local CoC plan. Challenge Grants are intended to be flexible, so they can be responsive to the specific needs of the local continuum.

Staffing Grant

This funding is a recurring appropriation from the Legislature that began in 2013. The purpose of Staffing Grants is to enable the CoC Lead Agencies to collect homelessness data, plan for homeless services and housing, write funding applications, collaborate with local governments and other stakeholders, and coordinate services within the CoC area. The Staffing Grants help improve the overall quality of life for the community and for people who are facing or experiencing homelessness, by supporting the CoC Lead Agencies as they access funding, gather data, and collaborate with community agencies and the community as a whole. This grant funding is available to the homeless CoC Lead Agencies only.

Overview of Federal Funding – Department of Housing and Urban Development

HUD CoC Funding

The state's CoC Lead Agencies compete annually for federal CoC funding from the Department of Housing and Urban Development. The HUD CoC funding is used primarily for permanent supportive housing, rapid re-housing, planning, coordinated entry, and Homeless Management Information Systems (HMIS).

HUD's funding priorities reflect established best practices. Recently Florida, like the entire country, has seen the defunding of existing transitional housing programs to provide more resources to create new rapid re-housing and permanent supportive housing programs. HUD also reward CoCs that are implementing housing first, low barriers to entry, system-wide performance measures, coordinated entry, and working with mainstream systems.

In the most recent grant cycle, FY 2015, Florida's 27 CoCs have received grant awards totaling \$82,307,340 to help fund several hundred local projects in Florida. The HUD CoC grant funding being secured to help serve Florida's homeless is reflected in the following table of awards. Overall, Florida's HUD CoC funding award in the 2015 competition is 2.3 percent lower than the award in the previous year. For individual CoCs the increases/decreases varied widely, from the highest percentage increase of 42 percent to the most extreme percentage decrease of 15 percent.

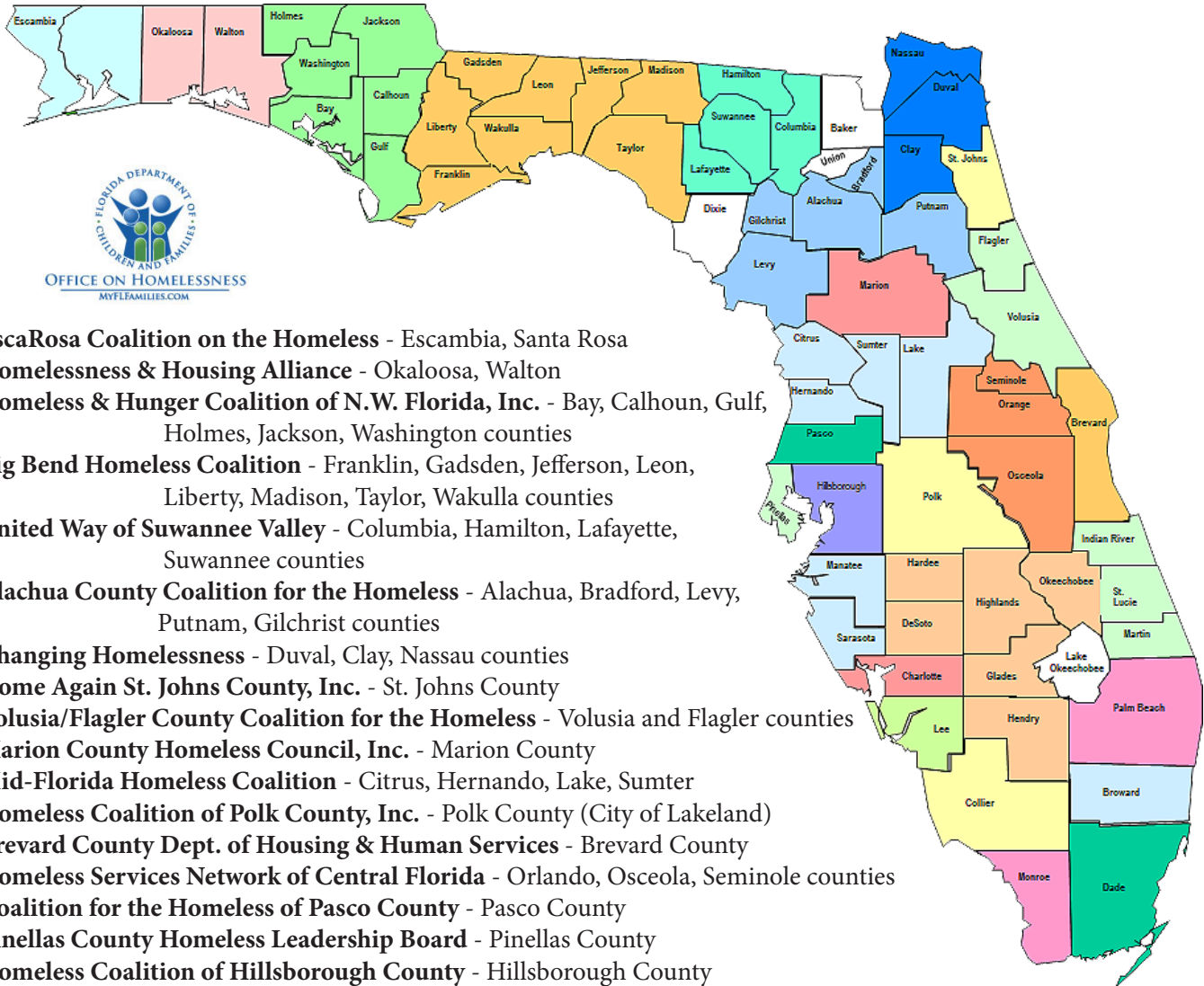
The HUD CoC funding awards are competitive and the application process is very labor intensive. The funding application process is one of the many activities of CoC Lead Agencies that are supported by the staffing grants. The \$82million in federal funding is an excellent return on investment for the State's investment of \$2million in CoC staffing grants last year.

Continuum of Care	2014 Competition for 2015 Funding	2015 Competition for 2016 Funding
Suncoast	\$ 785,655	\$ 1,113,950
Hillsborough	\$ 6,243,959	\$ 6,240,062
Pinellas	\$ 3,914,556	\$ 4,036,255
Polk	\$ 1,600,153	\$ 1,614,059
Volusia Flagler	\$ 1,049,538	\$ 1,090,050
Okaloosa Walton	\$ 628,910	\$ 576,097
Big Bend	\$ 1,325,497	\$ 1,341,674
Central FL	\$ 7,159,105	\$ 7,444,936
North Central	\$ 677,341	\$ 587,300
Treasure Coast	\$ 1,381,491	\$ 1,514,817
Northeast	\$ 4,569,262	\$ 4,597,556
EscaRosa	\$ 948,354	\$ 836,821
St Johns	\$ 152,400	\$ 139,559
Brevard	\$ 817,332	\$ 719,252
Marion	\$ 241,997	\$ 243,373
Northwest	\$ 49,162	\$ 42,952
Highlands	\$ 205,915	\$ 190,199
Suwanee Valley	\$ 279,172	\$ 357,005
Pasco	\$ 758,924	\$ 763,038
MidFlorida	\$ 370,361	\$ 396,759
Miami Dade	\$ 32,258,225	\$ 29,730,926
Broward	\$ 10,256,442	\$ 10,376,919
Charlotte	\$ 218,035	\$ 189,503
Lee	\$ 2,061,821	\$ 1,762,276
Monroe	\$ 528,073	\$ 448,854
Palm Beach	\$ 5,461,193	\$ 5,682,950
Collier	\$ 312,296	\$ 270,198
TOTAL	\$ 84,255,169	\$ 82,307,340

Appendix VI — Map of Continuum of Care Geographic Areas

Continuum of Care Designated Lead Agencies with Catchment Areas by County

(Counties in white are not part of a continuum of care.)



- **EscaRosa Coalition on the Homeless** - Escambia, Santa Rosa
- **Homelessness & Housing Alliance** - Okaloosa, Walton
- **Homeless & Hunger Coalition of N.W. Florida, Inc.** - Bay, Calhoun, Gulf, Holmes, Jackson, Washington counties
- **Big Bend Homeless Coalition** - Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla counties
- **United Way of Suwannee Valley** - Columbia, Hamilton, Lafayette, Suwannee counties
- **Alachua County Coalition for the Homeless** - Alachua, Bradford, Levy, Putnam, Gilchrist counties
- **Changing Homelessness** - Duval, Clay, Nassau counties
- **Home Again St. Johns County, Inc.** - St. Johns County
- **Volusia/Flagler County Coalition for the Homeless** - Volusia and Flagler counties
- **Marion County Homeless Council, Inc.** - Marion County
- **Mid-Florida Homeless Coalition** - Citrus, Hernando, Lake, Sumter
- **Homeless Coalition of Polk County, Inc.** - Polk County (City of Lakeland)
- **Brevard County Dept. of Housing & Human Services** - Brevard County
- **Homeless Services Network of Central Florida** - Orlando, Osceola, Seminole counties
- **Coalition for the Homeless of Pasco County** - Pasco County
- **Pinellas County Homeless Leadership Board** - Pinellas County
- **Homeless Coalition of Hillsborough County** - Hillsborough County
- **Suncoast Partnership to End Homelessness** - Manatee and Sarasota counties
- **Charlotte County Homeless Coalition** - Charlotte County
- **Collier County Hunger & Homeless Coalition** - Collier County
- **Lee County Department of Human Services** - Lee County
- **Highlands County Coalition for the Homeless** - DeSoto, Glades, Hardee, Hendry, Highlands, Okeechobee counties
- **Treasure Coast Homeless Services Council, Inc.** - Indian River, Martin, St. Lucie counties
- **Division of Human Services of Palm Beach County** - Palm Beach County
- **Broward County Homeless Initiative Partnership Administration** - Broward County
- **Miami-Dade County Homeless Trust** - Miami-Dade County
- **Monroe County Homeless Services CoC** - Monroe County

Appendix VII — Continuum of Care Lead Agency Contacts

Theresa Lowe, Executive Director
North Central Florida Coalition for the Homeless and Hungry
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Appendix VIII — Members of the Council on Homelessness

Agencies	Represented by
Department of Children and Families	Ute Gazioch
Department of Economic Opportunity	Isabelle Potts
Department of Health	Laura Reeves
Department of Corrections	Chris Southerland and Amy Datz
Department of Veterans' Affairs	Alene Tarter
CareerSource Florida, Inc.	Carmen Mims
Florida Department of Education	Skip Forsyth
Agency for Health Care Administration	Molly McKinstry
Florida Housing Finance Corporation	Bill Aldinger
Florida Coalition for the Homeless	Angela Hogan
Florida Supportive Housing Coalition	Shannon Nazworth
Florida League of Cities	Rick Butler
Florida Association of Counties	Claudia Tuck
Governor's Appointees	Steve Smith, Frank Diaz, Bob Dickinson and Andrae Bailey
Ex Officio	Lindsey Cannon, Tom Bilodeau, Nikki Barfield and Col. Washington Sanchez, Jr.

Appendix IX — Glossary

Glossary

Coalition – A group of service providers, interested citizens, local government officials and others who work together on affordable housing and homelessness issues in their communities. Generally, a coalition is not to be confused with a Continuum of Care Lead Agency (see below).

Collaborative Applicant – The organization that is designated by the Continuum of Care to facilitate the Continuum of Care’s application for funding from the federal Department of Housing and Urban Development (HUD) in HUD’s Continuum of Care funding process. In Florida, the Collaborative Applicant is typically also the Continuum of Care Lead Agency.

Continuum of Care (CoC) – The federal Department of Housing and Urban Development (HUD) designed the Homeless Continuums of Care to promote community-wide commitment and planning to end homelessness. Representatives from various stakeholder groups make up the Continuum Care for a specific geographic area. The CoC’s purpose is to oversee CoC Planning, operate the CoC, operate a CoC HMIS and designate an HMIS Lead Agency.

Continuum of Care Lead Agency – The organization that helps facilitate and fulfill the duties of the CoC. In Florida, there are 27 Continuum of Care Lead Agencies serving 64 of 67 counties.

Council on Homelessness – The Council on Homelessness was created in 2001 to develop policies and recommendations to reduce homelessness in Florida. The Council’s mission is to develop and coordinate policy to reduce the prevalence and duration of homelessness, and work toward ending homelessness in Florida.

Emergency Shelter – A living facility open to those who are homeless. Emergency shelters are intended to be temporary crisis housing. The set-up of an emergency shelter may be in dormitory style, or with individual rooms for shelter residents. Many shelters offer case management to help link clients with housing, jobs, and social services.

Extremely Low-Income (ELI) – Household income that is 30 percent of the annual federal poverty guidelines published by the Department of Health and Human Services. For example, in 2014 a Florida family of 4 would have a yearly income of \$16,850 or less.

Florida Housing Finance Corporation (FHFC) – Florida Housing was created by the Florida Legislature more than 25 years ago to help Floridians obtain safe, decent, affordable housing that might otherwise be unavailable to them. The corporation provides funds for the development of housing.

Functional Zero – A term used to characterize a point at which a community is able to quickly move into permanent housing anyone who becomes homeless there. One specific definition: “At any point in time, the number of people experiencing sheltered and unsheltered homelessness in a community will be no greater than the average monthly permanent housing placement rate for people experiencing homelessness in that community.”

Homeless – See Appendix X for federal and state statutory definitions.

Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH) – Signed by President Obama in 2009 to amend and reauthorize the McKinney-Vento Homeless Assistance Act. HEARTH included substantial changes related to competitive grant programs, changes in HUD’s definition of homelessness, and changes that apply to those eligible for homeless assistance programs funded by the Department of Housing and Urban Development (HUD).

Homeless Management Information System (HMIS) – An information technology system used to collect client information and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness. Each Continuum of Care is responsible for selecting an HMIS software solution and an HMIS Lead Agency that complies with HUD’s data collection, management, and reporting standards.

Housing First – An approach to ending homelessness that centers on providing people experiencing homelessness with housing as quickly as possible and, once the person is housed, then providing services to help the person remain stably housed. This approach is consistent with what most people experiencing homelessness need and want. Housing First is recognized as an evidence-based best practice, is cost effective, and results in better outcomes as compared to other approaches. The Florida Legislature encourages Continuums of Care to adopt the Housing First approach to reduce homelessness.

Housing Trust Funds – Florida’s Sadowski Act Trust Fund receives funding from dedicated revenue from real estate doc stamps. In Florida, the Housing Trust Funds are used for affordable housing when appropriated for that use by the State Legislature. Housing Trust Funds may also be funded by general revenue and government bonds.

Link Program – Applicants that are requesting tax credits from FHFC are required to set aside for Extremely Low Income (ELI) households 10 percent of the total units for which they are applying. FHFC, through its Link Initiative, requires Applicants to commit to reserving 50 percent of those ELI units for special needs households, defined as households consisting of homeless families, survivors of domestic violence, persons with a disability, or youth aging out of foster care. Referral Agencies throughout Florida provide a coordinated system to assist special needs households with supportive services to obtain and retain permanent housing in their community.

McKinney-Vento Homeless Education Assistance Improvements Act – A federal Act pertaining to the education of homeless children and youth to ensure that each homeless student has equal access to the same free, appropriate public education, including a public preschool education, as provided to other children and youth. The Act requires states to review and undertake steps to revise laws, regulations, practices, or policies that may act as a barrier to the enrollment, attendance, or success in school of homeless children and youth.

National Housing Trust Fund (NHTF) – The National Housing Trust Fund (NHTF) is a federal program for collecting and distributing “dedicated” funds to increase and preserve affordable housing. The NHTF is a block grant to the states, the District of Columbia, Puerto Rico, and the U. S. territories. The purpose of the NHTF is to increase and preserve the supply of housing, principally rental housing for extremely low income households, but also to a lesser extent homeowner housing, including for very low income households. In Florida, the entity that will administer the NHTF funding is the Florida Housing Finance Corporation.

Office on Homelessness – Created in 2001, the Office on Homelessness was established as a central point of contact within state government on matters related to homelessness. The Office coordinates the services of the various state agencies and programs to serve individuals or families who are homeless, or are facing homelessness. Office staff work with the Council on Homelessness to develop state policy. The Office also manages targeted state grants to support the implementation of local homeless service continuum of care plans. The Office is responsible for coordinating resources and programs across all levels of government, and with private providers that serve people experiencing homelessness.

Permanent Supportive Housing – A combination of housing and services intended as a cost-effective way to help people live more stable, productive lives. Supportive housing is widely believed to work well for those who face the most complex challenges—individuals and families confronted with homelessness and who also have very low incomes and/or serious, persistent issues that may include substance abuse, addiction, mental illness, HIV/AIDS, or other serious challenges to a successful life. Supportive housing can be coupled with such social services as job training, life skills training, alcohol and drug abuse programs, community support services (e.g., child care, educational programs), and case management to populations in need of assistance.

Point in Time (PIT) count – HUD requires Continuums of Care (CoCs) to count the number of people experiencing homelessness in the geographic area that they serve through the Point in Time (PIT) count on a given day. Conducted by most CoCs during the last ten days in January, the PIT count includes people served in shelter programs every year, with every other year also including people who are unsheltered. Data collected during the PIT counts is critical to effective planning and performance management toward the goal of ending homelessness for each community and for the nation as a whole.

Rapid Re-housing – A best practices approach to quickly connect homeless households with permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance, such as rent assistance, and targeted support services provided after housing to help ensure housing stability. A fundamental goal of rapid re-housing is to reduce the length of time a household is homeless. The Florida Legislature encourages Continuums of Care to include rapid re-housing in their plans to reduce homelessness.

Special Needs – A “person with special needs,” as defined in F.S. 420.0004, means an adult person requiring independent living services in order to maintain housing or develop independent living skills and who has a disabling condition; a young adult formerly in foster care who is eligible for services under Florida Statutes; a survivor of domestic violence as defined in Florida Statutes; or a person receiving benefits under the Social Security Disability Insurance (SSDI) program or the Supplemental Security Income (SSI) program or from veterans’ disability benefits.

Transitional Housing – A time-limited housing program that offers case management and other services that help residents find employment, benefits, and other services to help them with the move into permanent affordable housing.

Appendix X — Definitions of “Homeless”

Federal Definition of “Homeless” (24 CFR 578.3)

Homeless means:

- (1) An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:
 - (i) An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground;
 - (ii) An individual or family living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, State, or local government programs for low-income individuals); or
 - (iii) An individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution;
- (2) An individual or family who will imminently lose their primary nighttime residence, provided that:
 - (i) The primary nighttime residence will be lost within 14 days of the date of application for homeless assistance;
 - (ii) No subsequent residence has been identified; and
 - (iii) The individual or family lacks the resources or support networks, e.g., family, friends, faith-based or other social networks, needed to obtain other permanent housing;
- (3) Unaccompanied youth under 25 years of age, or families with children and youth, who do not otherwise qualify as homeless under this definition, but who:
 - (i) Are defined as homeless under section 387 of the Runaway and Homeless Youth Act (42 U.S.C. 5732a), section 637 of the Head Start Act (42 U.S.C. 9832), section 41403 of the Violence Against Women Act of 1994 (42 U.S.C. 14043e-2), section 330(h) of the Public Health Service Act (42 U.S.C. 254b(h)), section 3 of the Food and Nutrition Act of 2008 (7 U.S.C. 2012), section 17(b) of the Child Nutrition Act of 1966 (42 U.S.C. 1786(b)), or section 725 of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a);
 - (ii) Have not had a lease, ownership interest, or occupancy agreement in permanent housing at any time during the 60 days immediately preceding the date of application for homeless assistance;
 - (iii) Have experienced persistent instability as measured by two moves or more during the 60-day period immediately preceding the date of applying for homeless assistance; and
 - (iv) Can be expected to continue in such status for an extended period of time because of chronic disabilities; chronic physical health or mental health conditions; substance addiction; histories of domestic violence or childhood abuse (including neglect); the presence of a child or youth with a disability; or two or more barriers to employment, which include the lack of a high school degree or General Education Development (GED), illiteracy, low English proficiency, a history of incarceration or detention for criminal activity, and a history of unstable employment; or
- (4) Any individual or family who:
 - (i) Is fleeing, or is attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, including a child, that has either taken place within the individual’s or family’s primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence;
 - (ii) Has no other residence; and
 - (iii) Lacks the resources or support networks, e.g., family, friends, and faith-based or other social networks, to obtain other permanent housing.

State of Florida Definition of “Homeless” (F.S. 420.621(5))

“Homeless,” applied to an individual, or “individual experiencing homelessness” means an individual who lacks a fixed, regular, and adequate nighttime residence and includes an individual who:

- (a) Is sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason;
- (b) Is living in a motel, hotel, travel trailer park, or camping ground due to a lack of alternative adequate accommodations;
- (c) Is living in an emergency or transitional shelter;
- (d) Has a primary nighttime residence that is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings;
- (e) Is living in a car, park, public space, abandoned building, bus or train station, or similar setting; or
- (f) Is a migratory individual who qualifies as homeless because he or she is living in circumstances described in paragraphs (a)-(e).

The terms do not refer to an individual imprisoned pursuant to state or federal law or to individuals or families who are sharing housing due to cultural preferences, voluntary arrangements, or traditional networks of support. The terms include an individual who has been released from jail, prison, the juvenile justice system, the child welfare system, a mental health and developmental disability facility, a residential addiction treatment program, or a hospital, for whom no subsequent residence has been identified, and who lacks the resources and support network to obtain housing.

Appendix XI — Reference List of Research Documents

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