FLORIDA'S COUNCIL ON HOMELESSNESS

2019 ANNUAL REPORT

SUBMITTED JUNE 2019

Florida's Council on Homelessness

June 30, 2019

Governor Ron DeSantis
400 South Monroe Street
Tallahassee, Florida 32399-0001

Dear Governor DeSantis,

On behalf of the Florida Council on Homelessness, its members and state agency partners, I submit the "Council on Homelessness 2019 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 a home; and outlines best practices for ending homelessness.

The 2019 Report shows that Florida's rate of "literal homelessness" continues to decline. This is due to an improving economy, increased use of best practices and enhanced capacity at the local level, and an increase in housing set aside for the use of homeless and special needs households.

However, homelessness by a broader definition — including those couch-surfing with family and friends, living in motels, etc.— among school children and their families continues to increase. Two of the primary factors are the lack of housing affordable to low-wage earning families and the devastation caused by recent hurricanes. A University of Florida study shows these students will struggle in school and have lower education attainment. And, if not properly assisted, these students are at-risk of falling into literal homelessness, which will have life-long impacts on the children, their families and the communities in which they live.

Florida's success to date demonstrates that homelessness is not an intractable issue—with targeted efforts we can continue to work toward a time when all Floridians have a home.

The recommendations in this report are designed to build upon the success Florida has achieved in recent years and incorporate the objectives of Home, Together: The Federal Strategic Plan to Prevent and End Homelessness published in 2018 by the United States Interagency Council on Homelessness. The factor that most influences the rate of homelessness is the number of affordable housing options for homeless, special needs, and extremely low-income households. The Council strongly encourages increasing efforts to ensure there is an adequate supply of housing affordable to Florida's most vulnerable households. In addition, the continuation of flexible funding, supporting local initiatives, increasing interagency collaboration to better meet the needs of shared consumers, and providing services to households with extremely low incomes are recommendations presented in this report.

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. If you would like any additional information, please do not hesitate to contact the Council.

Sincerely,

Shannon Nazworth
Chairperson for the Council on Homelessness

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WITHIN THE LAST YEAR, THE NUMBER OF PEOPLE EXPERIENCING HOMELESSNESS IN FLORIDA **DECREASED BY ALMOST FOUR PERCENT** SINCE LAST YEAR'S COUNT AND BY 20 PERCENT SINCE 2015.

EXECUTIVE SUMMARY

In 2001, the State of Florida created an Interagency Council on Homelessness and implemented what has become a national best practice. The purpose of the Council is to develop policy and make recommendations on how to reduce homelessness throughout Florida.

Pursuant to section 420.0622(9), Florida Statutes, the Council on Homelessness submits its annual report to the Governor and Legislature offering recommended actions to reduce homelessness and data on persons currently experiencing homelessness in Florida.

Consistent with a positive five-year trend, Florida continues to make significant progress in reducing the number of persons experiencing homelessness. While this reduction in homelessness is partially due to improved conditions in the economy, it can also be attributed to adoption of best practices, increased funding, and leadership from the state.

The solution to ending homelessness is housing. In Florida, for every 100 extremely low-income renter households there are only 23 affordable and available rental units[1]. The limited supply of affordable housing paired with low wages, job loss, a disability, or poor educational opportunities is often the catalyst for a family's housing crisis, sometimes even leading to homelessness.

The annual Point-In-Time (PIT) Count, completed over a 24-hour period in January 2019, offers a snapshot of homelessness in Florida and nationally (available in Appendix III, Tables 1-7). Within the last year, the number of people experiencing homelessness in Florida decreased by almost four percent since last year's count and by 20 percent since 2015. The number of people experiencing homelessness identified in 2019's count totaled 28,591; amounting to a reduction of 1,126 people since last year's PIT Count. This decrease tells us that the implementation of best practices and targeted housing interventions paired with services are effectively creating successful outcomes in the fight to end homelessness in local communities throughout Florida.

According to the 2019 Shimberg Rental Market Study, the number of cost burdened renters increased by nearly half a million households between 2000-2019; with about 30 percent of those households living at or below 60 percent of the area median income (AMI). In addition, Florida has a deficit of 356,808 affordable rental homes. To ensure continued success in decreasing the number of Floridians who are experiencing homelessness, it is a moral imperative that the State of Florida address this deepening issue, as various populations throughout the entire state are already experiencing the negative impacts from the undersupply of affordable housing.

In this report, the Council provides an overview of the causes and characteristics of homelessness in Florida, including extensive data on subpopulations, geographic areas, and trends. In addition, a review of best practices is offered. Finally, based on the data, trends, and best practices, the Council provides specific recommendations for the State's consideration.

BECAUSE THE NEED IS SO GREAT, THE COUNCIL RECOMMENDS ALLOCATING AN INCREASED PORTION OF SADOWSKI HOUSING TRUST FUND DOLLARS TO THE CREATION OF HOUSING FOR HOMELESS PERSONS AND PERSONS WITH SPECIAL NEEDS HOUSEHOLDS.

2019 POLICY RECOMMENDATIONS

RECOMMENDATION #1

Appropriate 100 percent of Affordable Housing Trust Fund monies for affordable housing and increase the allocation that is dedicated for Persons Experiencing Homelessness and Persons with Special Needs.

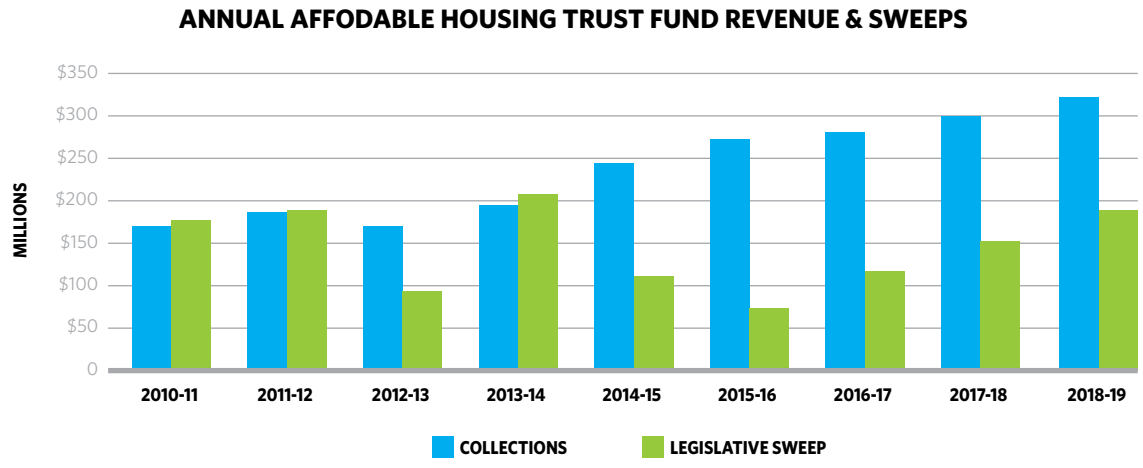
The Council recommends all Sadowski Affordable Housing Trust Fund resources be used for their intended purpose: affordable housing. Additionally, the Council recommends that Sadowski Funds be prioritized to meet the affordable rental housing needs of extremely low-income, homeless, and special needs households. As outlined in this report, the lack of affordable housing is a fundamental driver of enduring homelessness in Florida. Appropriating 100 percent of Affordable Housing Trust Fund monies and targeting a significant share of those resources for homeless households is critical to effectively ending homelessness in Florida. Persons experiencing homelessness must have access to decent, safe, and affordable housing to recover from homelessness.

Because the need is so great, the Council recommends allocating an increased portion of Sadowski Housing Trust Fund dollars to the creation of housing for Homeless Persons and Persons with Special Needs households. According to the 2019 Rental Market Study, Homeless and Special Needs households represent 23% of the overall rental housing need; but the percentage of affordable apartments developed is far less than this. Therefore, it is imperative to increase funding that is dedicated to developing or subsidizing housing for these vulnerable populations.

The Council also recommends passing legislation which will "stop the sweep" of Sadowski Affordable Housing Trust Fund dollars so that 100 percent of those monies are appropriated for housing every year going forward. Since 1992, nearly $2.2 billion of Housing Trust Fund resources have been redirected for other uses. The redirection must stop so that Florida can begin to adequately address the affordable housing needs of all Floridians.

FIGURE 1.

Source, Sadowski Coalition



RECOMMENDATION #2

Continue strengthening the capacity of Homeless Continuums of Care by appropriating full annual funding for Challenge Grants and Continuum of Care Lead Agency Staffing Grants.

Homeless Continuums of Care (CoCs) are responsible for creating a plan to prevent and end homelessness in their local geographic area, implementing that plan, collecting and using data to assess needs and effectiveness of programs, and coordinating local community stakeholders to achieve the plan's goals. This work is challenging and cannot be executed without the support of the State of Florida. The Council recommends that the State appropriate funding for both CoC Staffing Grants and Challenge Grants.

For the past several years, the State provided support to CoCs through two primary funding streams— Challenge Grants and Staffing Grants. In addition, the State provides pass-through funding for certain homelessness prevention activities, Emergency Solutions Grant (ESG) programs, and technical assistance for CoCs. The CoC lead agencies have utilized State funding to prevent and reduce homelessness and as leverage for federal funding of more than $85 million annually. "In Focus: Florida's Critical Support for Continuums of Care" on page 30 gives a more detailed account of the need for Challenge Grant funding in our state's efforts to effectively end homelessness.

RECOMMENDATION #3

Embrace best practices and incentivize the use of best practices at the local level. Reward local governments that invest local, state, and federal funding sources toward the development and expansion of permanent housing opportunities for people experiencing homelessness.

As part of its annual funding application, the U.S. Department of Housing and Urban Development (HUD) evaluates CoCs on their ability to increase the number of permanent housing units for homeless households within their local community. This requires the support of external funding sources to leverage state and local funding with federal dollars, thus increasing the capacity for development and rental assistance and creating permanent housing solutions to end homelessness.

Local governments, like CoCs, have limited financial resources to increase housing units for targeted special populations. When local governments and CoCs strategically work in partnership, they should be rewarded. Multi-system coordination is encouraged and documented as a best practice by the United States Interagency Council on Homelessness (USICH). As quoted from the USICH 2018 Home, Together: Federal Strategic Plan for Preventing and Ending Homelessness, "Achieving these shared goals is not possible through federal action alone—it requires strategic focus, effort, and investments from both the public and the private sectors and across all levels of government."

Leveraging resources offers maximum benefit to the public by creating healthy and thriving communities, increases the potential for successful outcomes, and encourages comprehensive and multi-sector approaches to addressing homelessness at the local level and employing recognized best practices throughout the entire Continuum of Care. To ensure that homelessness is rare, brief, and one-time, a community-wide effort is required. Therefore, the Council recommends creating an incentive for local governments who direct funding to expand housing opportunities for people experiencing homelessness.

Best practices for effectively ending homelessness include:

- Housing First programs and policies geared at helping households move into stable permanent housing as quickly as possible, followed by the provision of appropriate support services;
- Service providers that offer employment and training opportunities for individuals experiencing, or at risk of experiencing, homelessness;
- Permanent Supportive Housing for chronically homeless households and those with the greatest needs;
- Rapid Re-housing for households with moderate to serious need;
- Diversion of those for whom the homeless system does not offer the best solution;
- Prevention Services to keep people at imminent risk of homelessness stably housed;
- Coordinated Entry to ensure data-sharing and appropriate prioritization for housing interventions;
- Data-driven decision making to ensure that resources are being used effectively and efficiently; and,
- A focus on system-wide performance outcomes so the system works well to effectively end homelessness for the community.

The Council recommends the following specific State actions:

1. Reestablish funding for the Department of Economic Opportunity (DEO) homeless training and technical assistance efforts, formerly funded through the Housing Trust Fund;
2. State agencies represented on the Council on Homelessness, as well as the Office on Homelessness, should take a leadership role in modeling and sharing these best practices at the state level to ensure that all entities using state resources to end homelessness are implementing best practices;
3. The Office on Homelessness should continue to use a system to gather data, assemble performance outcome measures, and accurately report on statewide progress toward the goals adopted by the Council;
4. The Office on Homelessness should continue to incentivize the adoption of best practices at the local level by incorporating best practices and housing outcome performance measures into funding application processes and monitoring for grants managed by the Office;
5. Local CoC organizations should incentivize the adoption of best practices at the service provider level by incorporating best practices and housing outcome performance measures into funding application processes for grants managed by the local CoC.

RECOMMENDATION #4

Pass legislation to revise Florida Statute 420.621-626.

Florida Statutes governing the State Office on Homelessness and the programs administered under the Office's purview have become antiquated and are inconsistent with federal law governing homelessness grant funding programs. Those same federal grant funding programs provide the majority of funding for Florida's programs targeting those experiencing homelessness. The proposed statutory revisions will conform state law to current federal law and grant program definitions, as well as clarify statutory responsibilities for local homeless CoC Lead Agencies, while preserving financial and programmatic accountability provisions in state law for programs administered by the State Office on Homelessness.

By conforming state and federal law, the State can more effectively ensure that homeless-related programs are utilizing best practices, adequately measuring performance, and serving local communities. In addition, the changes related to definitions will be remediated. The recommended statute revision will further advance the work of the Council and position the State to drive further reductions in homelessness.

RECOMMENDATION #5

Support increased collaboration between Florida's Community Based Care Child Welfare Lead Agencies, Behavioral Health Managing Entities, the Florida Housing Finance Corporation, Homeless Continuums of Care, and Public Housing Authorities.

Homelessness and child welfare commonly intersect, creating exacerbated trauma and stress for the most vulnerable community members: our children. Stable housing, supplemented with supportive services, creates a foundation for these families and reduces the long-term consequences associated with homelessness. When families have a stable place to call home, it promotes the wellbeing of children in the family.

According to the 2019 PIT data, 26 percent of the homeless households identified have children, accounting for a total of 7,287 people. Understanding that a variety of circumstances and factors beyond the family's control placed them into homelessness, our communities are now attempting to resolve crises that lack simple solutions. This cannot be solved by the homeless system alone and requires the support and active involvement of multiple sectors.

The 2019 PIT data also reflects intersection between the homelessness and behavioral health systems. 4,947 of the individuals surveyed reported experiencing serious mental illness, while 3,948 reported a substance use disorder.

As nationally recognized best practices encourage, increasing coordination and leveraging financial resources to expand housing opportunities are proven successful strategies for ending homelessness. People experiencing homelessness often overlap between multiple systems. This creates duplication of effort and escalates costs for multiple systems of care. Developing a collaborative effort between Community Based Care Lead Agencies, Managing Entities, CoCs, Public Housing Authorities, Florida Housing Finance Corporation, and other local community-based care providers will enhance the ability to strategically target these multi-system consumers and coordinate housing and services aimed at housing stabilization and retention. This strategy will help providers better utilize public funds and improve housing stability outcomes.

Most recently, HUD began keeping a watchful eye on a new population: Parenting Youth. Youth experiencing homelessness with children of their own are a highly vulnerable population requiring specialized targeted services during homeless episodes to help obtain housing. Once housed, they need appropriate support and resources to maintain permanent housing independently. As of January 2019, a total of 245 Parenting Youth Households were documented in Florida's PIT count. The Council supports increased collaboration to strategically address family and youth homelessness throughout Florida.

Sadowski Affordable Housing Trust Fund

Passed in 1992, the Sadowski Act created an Affordable Housing Trust Fund with dedicated revenue from documentary stamp taxes to fund affordable housing programs. These programs increase and preserve the stock of affordable housing units through development, rehabilitation, renovation, and retrofitting for low-income, very-low income, and extremely low-income households.

In Governor DeSantis' inaugural budget, he acknowledged the importance of fully funding the Sadowski Affordable Housing Trust Fund, refusing to sweep any of those dedicated dollars to the General Fund. Florida is currently in a deficit of 430,946 affordable and available units for ELI households[2], and with this budget, the Governor sent a message that housing is a priority and the State Legislature should use our locally sourced funds to ensure every Floridian can obtain housing. As of December 2018, it was estimated that $352 million was available in the Sadowski Housing Trust Fund.[3]

The primary source for developing affordable rental housing, the primary need of homeless households, is the State Apartment Incentive Loan (SAIL) program; funded by the State Housing Trust Fund. SAIL funds are used to provide no- or low-interest loans using FHFC's competitive process. As the cost to develop and construct multi-family housing is expensive, these funds are used to bridge the gap between the development's primary financing and the total cost of the development. SAIL funds are required to be distributed according the rental housing needs identified in the triennial Rental Market Study. However, allocations targeted to Homeless Persons and Persons with Special Needs households did not start until comparatively recently. This has resulted in the cumulative supply of rental housing produced to be disproportionately short of meeting the needs of Florida's most vulnerable households.

Unless otherwise mandated by the Legislature, thirty percent of the Affordable Housing Trust Fund dollars are allocated to the State Housing Trust Fund. The remainder are allocated to the Local Government Housing Trust Funds (LGHTF). These funds are used for the State Housing Initiative Partnership (SHIP) program. The purpose is to use these funds as an incentive for local governments to develop and preserve affordable homeownership and multi-family housing. Eligible activities include repair, rehabilitation, retrofitting, financial assistance for first-time homebuyers, rental assistance, and mortgage assistance. Sixty-five percent is required to be used for homeownership activities.

In addition to the funding appropriated for rental housing and homeownership throughout the state, the full funding of Sadowski is estimated to provide a $4 billion-dollar boost to Florida's economy, and create roughly 30,000 jobs for Floridians[4]. The Council strongly recommends supporting the full funding of the Sadowski Affordable Housing Trust Fund.

GENERALLY SPEAKING, A **COC IS MADE UP OF ALL STAKEHOLDERS IN A GEOGRAPHIC AREA THAT ARE WORKING TOGETHER TO ADDRESS HOMELESSNESS** WITH A FOCUS ON PERSONS EXPERIENCING "LITERAL" HOMELESSNESS; NAVIGATING PERSONS SERVED THROUGH THE COC'S CRISIS RESPONSE SYSTEM.

WHAT ARE HOMELESS CONTINUUMS OF CARE?

Throughout this report, the terms Continuum of Care (CoC) and CoC Lead Agency are used. These terms have different meanings in different contexts, so a brief explanation is offered here.

Generally speaking, a CoC is made up of all stakeholders in a geographic area that are working together to address homelessness with a focus on persons experiencing "literal" homelessness; navigating persons served through the CoC's crisis response system. The CoC is comprised of not only homeless-serving nonprofits but also the philanthropic sector, businesses, local governments, housing developers, realtors, health care systems, and more. These partnerships help create a strong crisis response system that incorporates housing and services funded by a variety of funding sources; allowing the system to quickly identify, assess, shelter, and permanently house individuals and families experiencing homelessness.

Each homeless CoC is specific to a particular geographic area, much like a catchment area. The geographic areas for the CoCs are agreed upon by the local communities and HUD. The State of Florida also recognizes CoC geographic areas consistent with HUD's strategy. The Florida CoC geographic areas are provided in Appendix IV and the contacts for each CoC are presented in Appendix V.

As required by the federal HEARTH Act[5], the CoC establishes a local planning body to organize and deliver housing and services to meet the needs of people who are homeless as they move to stable housing and maximum self-sufficiency. The planning body is typically a CoC Board or CoC Council that is built of community leaders, as well as representatives of multiple stakeholder groups.

The CoC also designates a "CoC Lead Agency.[6]" The CoC Lead Agency provides staff leadership for the system, submits funding applications on behalf of the CoC to HUD and the State of Florida, and has a wide range of critical responsibilities to ensure that the local system is effectively ending homelessness.

The State of Florida supports the important work of these Lead Agencies annually through CoC Staffing Grants. Without a CoC Lead Agency, local organizations that serve the homeless, local governments, and other groups would likely be working at cross-purposes, in silos, without shared data, and without a common vision, plan, or agreed upon expected outcomes and standards.

HUD requires every CoC to operate a Homeless Management Information System (HMIS) to serve as the local central repository for data on persons experiencing homelessness, and to track program results. HMIS provides not only demographics about homelessness, but also reports on the effectiveness of individual programs, and the extent to which the homeless response system, as a whole, is working to make homelessness rare, brief, and one-time.

Therefore, the CoC must designate an "HMIS Lead" which, in most communities, is the same organization as the CoC Lead Agency. The HMIS Lead is responsible for ensuring that the CoC's HMIS is managed well, has a large quantity of high-quality data, and operates according to HUD requirements.

IN REALITY, THE FACES, AGES, AND LIFE SITUATIONS OF THOSE WHO ARE HOMELESS ARE WIDELY VARIED. **HOMELESSNESS INCLUDES** FAMILIES WITH CHILDREN, PARENTING YOUTH, YOUNG ADULTS, COUPLES, SINGLE MEN AND WOMEN, AND UNACCOMPANIED YOUTH.

UNDERSTANDING HOMELESSNESS

WHAT IS HOMELESSNESS?

The word "homeless" often brings a particular image to mind. Typically, this image is an unkempt man, apparently living on the streets, and assumed to be struggling with mental health and substance abuse issues. We know that this image represents only a small percentage of people who are homeless. In reality, the faces, ages, and life situations of those who are homeless are widely varied. Homelessness includes families with children, parenting youth, young adults, couples, single men and women, and unaccompanied youth.

One type of homelessness is "unsheltered," which refers to people who live in places not meant for human habitation—on the streets, in cars, wooded areas, or abandoned buildings, for instance. Others are "sheltered" homeless because they are staying in homeless shelters or transitional housing until they find stable permanent housing of their own.

Still others that experience an eviction or similar crisis may have natural support networks and can avoid a homeless shelter by staying with family or friends, even though they cannot afford to find their own housing. These households are sometimes referred to as "doubled-up" due to their economic and housing crisis. Some of these home-sharing arrangements are relatively stable; in other cases, people may be "couch-surfing," moving from one place to another in quick succession. Further, some people who do not have their own permanent housing live in motels and similar places that are overcrowded, ill-equipped, and impermanent.

When we speak of people who are "literally" homeless, we are referring to people meeting the HUD definition of homelessness; the phrase includes those who are unsheltered plus those staying in emergency or transitional shelters. People who are at risk of homelessness, doubled-up or couch-surfing, paying to stay in motels, or living in substandard housing are not literally homeless. Due to the many ways "homelessness" presents itself, it is challenging to agree upon a definition of homelessness.

Because these two data sets are based on different definitions, measured at different times, and for different populations, the data should not be combined and will not be consistent. Each set of data can be useful in its own way and for specified purposes.

For instance, the federal statutes and the Florida statutes have different definitions (see Appendix VIII, page 66), so a household may be considered homeless under the Florida definition but not under some federal definitions. Further, different types of funding address specific categories of homelessness. As an example, when public schools use funding to address homelessness, those resources can be used for families that are doubled-up; many other programs that address family homelessness will serve families that are unsheltered or in temporary shelters, but not those who are doubled-up.

In this report, a conservative version of the HEARTH Act definition of homelessness is reflected in the Point in Time (PIT) Count numbers, which are presented in Appendix III beginning on page 46. The broader FDOE definition of homelessness for children is reflected in the tables presented in Appendix VI beginning on page 59.

WHY IS IT IMPORTANT TO ADDRESS HOMELESSNESS?

The Economics of Addressing Homelessness

The primary costs of homelessness to local communities and the State are not the costs of operating emergency shelters and providing meals. Rather, homelessness affects local economies in ways that are much less obvious. Homelessness significantly increases community costs borne by local governments, the State, and taxpayers in terms of emergency response teams, crisis stabilization units, uninsured emergency medical care, and law enforcement involvement. Further, the presence of street homelessness may impact businesses by reducing foot traffic, tourism, downtown redevelopment, and property values.

There is also the "opportunity lost" cost associated with the inability of homeless persons to meet their full potential

while trying to survive on our streets. Studies show homeless students have a far worse educational attainment than stably housed peers; impacting both costs to our public-school systems and the outcomes of our students (see chapter entitled "Florida Department of Education—Homeless Education Program" on page 36 for more information about these students).

Chronic homelessness, in particular, results in especially high community costs. People who are chronically homeless are those who have experienced long-term homelessness and have a disability. A recent study[7] of 107 chronically homeless individuals living in Central Florida estimated the community costs of $31,065 per person per year, for an annual cost for these 107 individuals totaling over $3.3 million. In contrast, providing those same individuals with appropriate housing and services in the form of permanent supportive housing would cost approximately $10,000 per year per person, one third of the cost of managing their homelessness.

Funding to address homelessness is scarce and it is incumbent upon the State, local governments, and homeless serving organizations to invest in programs that are both effective and efficient. Historically, communities have invested significant resources in addressing the needs of people who are homeless through emergency shelters, meal programs, clothing and transportation services, and so on; as well as through programs that offer services and transitional housing. While these programs do address needs, they do not tend to help people move out of homelessness rapidly or in a cost-effective manner. This type of investment deals with the population's symptoms of homelessness, it does not seek to end their homelessness through stable housing.

A recent study[7] of 107 chronically homeless individuals living in Central Florida estimated the community costs of $31,065 per person per year, for an annual cost for these 107 individuals totaling over $3.3 million. National Studies show permanent supportive housing costs an estimated $10,000 per person per year. These savings could total more than $2.25 million annually.

In the past few decades, extensive research on the efficiency and effectiveness of homeless initiatives have taught us a better way to use resources. It is well documented that the best approach for most households is to help them move into rental units as quickly as possible through a combination of limited rental assistance funding as well as providing limited services after the household has moved into their new home.

This approach, often referred to as Rapid Re-Housing, is much more effective than emergency shelter or transitional housing. Further, it is also less costly per household compared to other approaches. In one study by the National Alliance to End Homelessness[8], Rapid Re-Housing was more effective in helping people move out of homelessness, did so more quickly, and was more efficient than other approaches. The cost of rapidly rehousing a household was 40% of the cost of emergency shelter and 18% of the cost of transitional programs.

States and communities that are most effective in reducing homelessness are those that support Rapid Re-Housing for households with less severe needs and Permanent Supportive Housing for those who have more serious disabilities. This approach will be discussed in more detail in the "In Focus: FHFC Permanent Supportive Housing Pilot Projects Update" section of this report on page 32.

The Human Side of Homelessness

Beyond the significant economic costs of homelessness in our communities, there is a very real human cost as well. The experience of homelessness is traumatic and daily survival is a challenge. People who are homeless are less likely to connect with community health care resources, engage fully in employment and education, and have stable relationships with friends and family. Homelessness exacerbates pre-existing health problems, reduces the speed and likelihood of recovery, and exposes people to more health threats. Children who experience homelessness develop more slowly, have increased trauma and stress, and are less likely to achieve in school[9].

HOW TO END HOMELESSNESS

Because homelessness is a complex social problem, there is no simple list of causes. We can, however, identify contributing factors, prioritize those factors, and consider how to address those issues in ways that reduce homelessness. Understanding homelessness requires consideration of societal factors that intensify or perpetuate homelessness, as well as personal issues that contribute to the risk of a person becoming homeless. The systemic causes of homelessness are, however, often overlooked while personal issues tend to be overemphasized.

It is true, for instance, that mental health and substance abuse issues are more prevalent in homeless populations than they are in the general population. However, that fact should not lead one to the conclusion that behavioral health issues cause homelessness. In fact, the overwhelming majority of people struggling with mental health and/or substance abuse issues are not homeless[10]. Further, the majority of people who become homeless do not have behavioral health issues (see Appendix III, Table 3). As discussed below, inadequate access to health care is a factor that exacerbates homelessness, but mental health issues and substance abuse do not directly cause it.

For elected officials, policymakers, and planners, it is especially critical to recognize the societal and systemic issues that contribute to homelessness. To reduce homelessness, state and local governments must address the big picture issues that exacerbate or perpetuate homelessness. Below is a discussion of the three primary factors that contribute to homelessness in Florida: (1) lack of access to housing, (2) need for employment and income opportunities, and (3) inadequate access to health care.

Scarcity of Affordable Housing

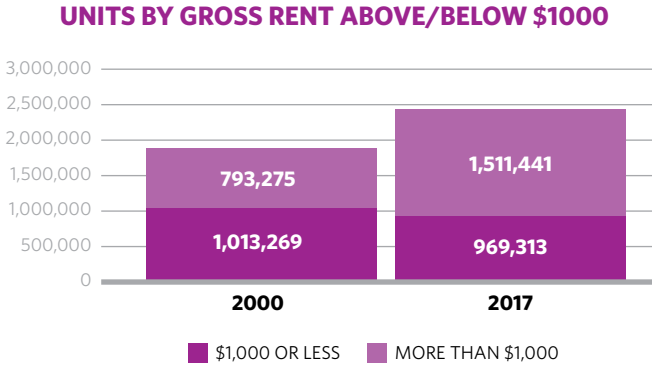
The scarcity of affordable housing is the primary factor causing and perpetuating homelessness in Florida. Most people who become homeless in Florida have extremely low incomes, which makes it difficult to maintain stable rental housing. Multiple studies reflect the critical shortage of housing for households with low income.

The 2019 Rental Market Study[11] by the University of Florida's Shimberg Center for Housing Studies reports that there are only 23 affordable rental units available for every 100 extremely low income (ELI) renter households statewide. Due to the lack of affordable housing for these households, they must pay a staggering percentage of their income toward housing costs alone. Among the key findings of the Rental Market Study are the following:

- At the 0-30 percent Area Median Income (AMI) and 30-40 percent AMI levels, there are more renter households than affordable units.
- For the 60-80 percent and 80-120 percent AMI levels, the number of affordable and available units exceeds the number of renter households.
- Out of the entire housing stock, only 39 percent of rental units rented for $1,000 or less in 2017 and continues to decrease, while rental units renting for more than $1,000 doubled (see Figure 2).

FIGURE 2.

Source, Shimberg Center analysis of U.S. Census Bureau, 2000 Census and 2017 American Community Survey.

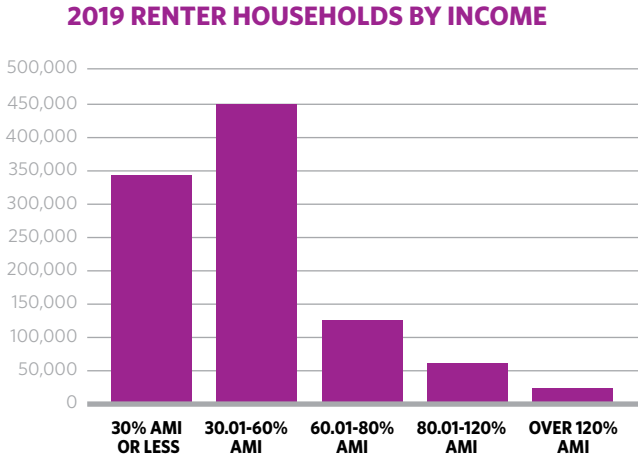


The Rental Market Study reports that 70 percent of renter households with income at or below 30 percent AMI are "cost burdened", meaning they pay more than 40 percent of their income in rent; and roughly 80% of the State's cost burdened renters fall within the 60 percent AMI or less range. In total, there are 916,306 cost burdened renters throughout Florida whose income is at or below 80 percent AMI. It is important to note that 73 percent of 60 percent AMI or less renter households are employed but earn low wages in the service industry. The detailed chart below (Figure 3) offers a snapshot of how serious Florida's housing crisis is based on the household income data evaluated by the Shimberg Center. With an overwhelming majority, households who rent throughout Florida appear to hover between the 30-60 percent AMI range, closely followed by the 30 percent AMI or less households. As homeownership is more attainable to households with greater income, the data tells us that the majority of renter households also appear to be income limited.

The level of burden varies among counties and across income brackets. The Rental Market Study indicates that Miami-Dade County has the highest percentage of cost-burdened households, at almost 17 percent of all renters out of the State. Large counties hold 61 percent of low-income and cost burdened households.

FIGURE 3.

Sources, Shimberg Center analysis of U.S. Census Bureau, 2000 Census and 2013-2017 5-Year American Community Survey; University of Florida Bureau of Economic and Business Research, 2017 Population Projection



According to the 2019 Florida Housing Coalition Home Matters[12] report, more than 1.96 million households in Florida are "severely cost burdened." This represents 15 percent of all households across Florida who are paying more than 50 percent of their income for housing costs. The vast majority are households with very low incomes, including seniors, workers in the service industry, and people with disabilities.

A household trying to work its way out of homelessness is seeking rental housing in these tight rental markets—a daunting task even for those who have not experienced homelessness and have higher incomes. Access to affordable housing for people experiencing homelessness is ensured only by increasing the stock of housing for ELI households. This need can be met primarily through housing assisted with subsidies, such as those made available through the appropriation of Affordable Housing Trust Fund monies. Repeated "sweeps" and redirection of Affordable Housing Trust Fund resources has only contributed to this crisis in Florida.

The need for affordable housing is particularly acute for ELI households earning 30% or less of the AMI, including those who are disabled and surviving on disability income alone. According to the Rental Market Study, there are no areas in Florida where adequate affordable housing exists for these special populations. Documented in the Rental Market Study, 15 percent of the renter households are either disabled and/or elderly and not employed.

Successful CoC Local Projects

MID FLORIDA HOMELESS COALITION, INC. - SERVING CITRUS, HERNANDO, LAKE, AND SUMTER COUNTIES

In February 2019, the Mid Florida Coordinated Access Team identified a single 57-year-old woman who was living on the streets for over two years, and began the process navigating her through the Homeless Coordinated Entry System and into stable, permanent housing. During the first year of her homeless episode, her four grandchildren were placed in out-of-home care; and she was unable to gain custody due to her homelessness. In addition to obtaining housing, her goal was to get awarded custody of her grandchildren and provide a home for them.

Using Challenge Grant funding in coordination with the local PATH team and other service providers, she received assistance with obtaining her birth certificate, Florida ID, and other required documents in preparation for eligibility screening into a permanent supportive housing program administered by Lake County Housing Services Department. Referrals to behavioral health services and meal sites provided a coordinated and supportive approach to engagement, allowing providers to continue maintaining contact and improving their relationship while focusing on the goal of obtaining housing. LifeStream Behavioral Health's services played a vital role in coordinating and scheduling transportation to housing and case management appointments. Most importantly, her LifeStream case manager worked as a team with her to locate housing that would accommodate both herself and her grandchildren. The housing authority and case manager coordinated with the landlord to secure the rental unit for this grandmother.

Mid Florida Homeless Coalition, Executive Director, Barbara Wheeler and Cassie Fountain, PATH Lead Case Manager are pictured with the program participant who received this donated car.

Since ending her homeless episode and moving into her own subsidized rental unit, she received a donated car passed through from Mid Florida Homeless Coalition (as seen in photo above), part-time employment, and regular visitations with her grandchildren in their own home.

This is one of the many success stories made possible through funding sources such as Challenge Grants and PATH dollars. When CoCs have access to the funding necessary to fulfill the mission of making homelessness rare, brief, and one-time; they have the ability to end homelessness.

To address this critical need, it is necessary that new affordable housing stock is created. Just as importantly, that stock must include set-asides for ELI households as well as Permanent Supportive Housing for households that require consistent support to maintain their housing.

With due recognition of the challenges faced by households that include wage-earners, the difficulty is even more severe for special needs households. A single, disabled individual whose sole source of disability income is Supplemental Security Income (SSI) receives a total of $771 monthly[13]. Because market-rate affordable housing does not exist for a household living solely on SSI, subsidized affordable housing must be created to meet this need. According to the Rental Market Study, there are an estimated 104,273 households living on a disability-related income source who are cost-burdened.

For people surviving on SSI or similar levels of income, the primary sources of independent affordable housing come from deeply subsidized units or housing vouchers. For a person whose only income is SSI, an affordable rent should not exceed $231 per month. The scarcity of deeply subsidized housing units and housing vouchers cannot be overemphasized. For those without significant financial supports from friends or families, individuals living with a serious disability are at the greatest risk of homelessness and, if they become homeless, have the most difficulty exiting homelessness.

Need for Employment and Better Income Opportunities

Over the past several years, literal homelessness in Florida has declined steadily and, some years, significantly. This reduction is due, in large part, to an improved economy and job growth. This is good news for our state and for those who have been literally homeless. To see continued declines in literal homelessness, it is important to recognize the critical importance of adequate household income and employment.

Out of Reach 2018[14] reports that a household earning minimum wage in Florida needs to work 104 hours per week to afford an average two-bedroom apartment or 84 hours per week for a one-bedroom apartment. Even for those who are working multiple jobs, being able to afford housing in Florida is challenging. Working 40 hours a week, a household would need to earn almost $21 an hour to afford the average two-bedroom apartment. The 2019 Rental Market Study outlines the Top Ten Occupations (see Figure 4) for 0-60 percent of AMI Renters, and all renters throughout Florida. This data tells us that of the most common jobs, none of them pay enough to afford a rental unit in Florida's current rental market.

FIGURE 4.

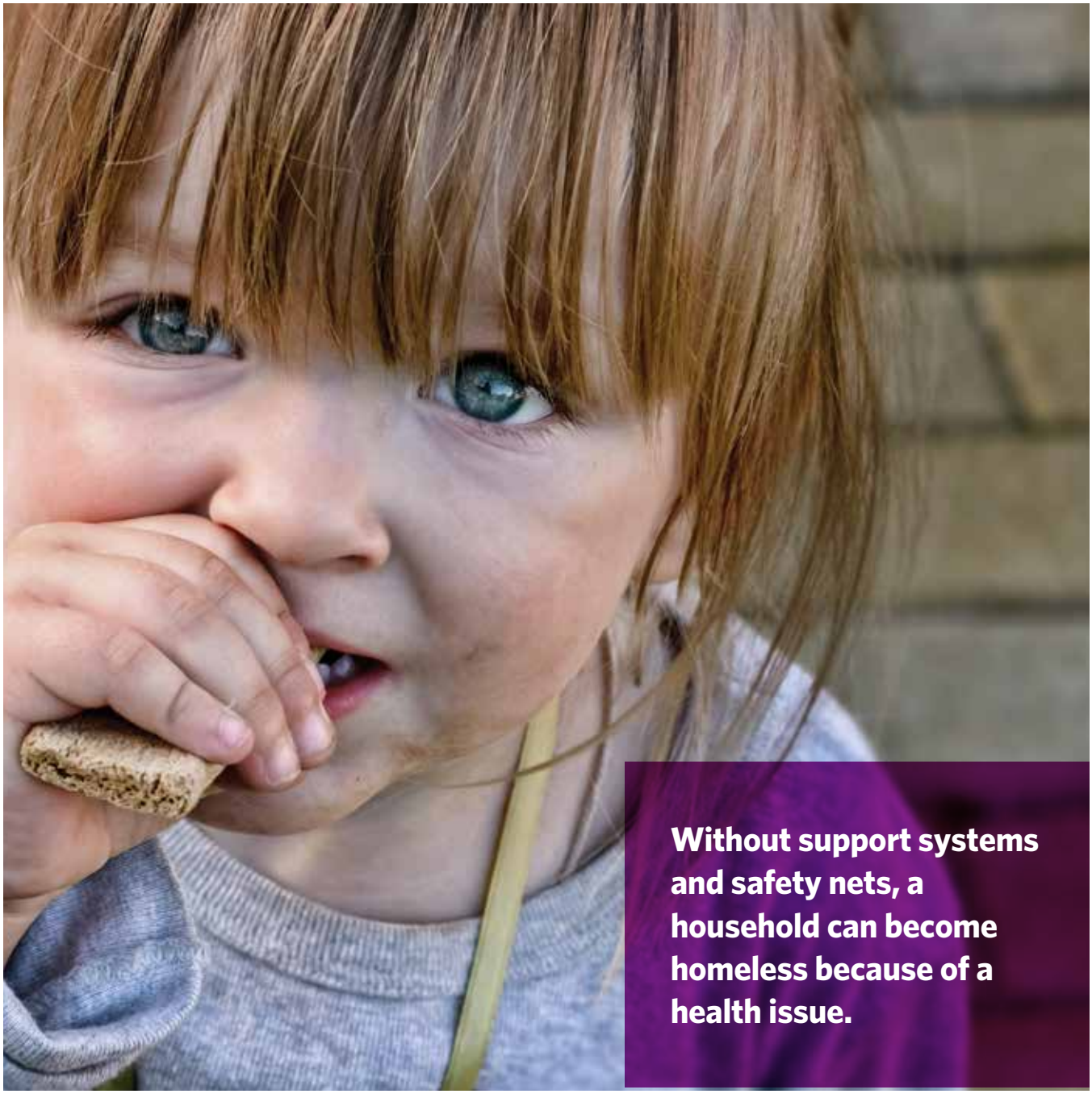
Sources: Shimberg Center analysis of U.S. Census Bureau, 2017 American Community Survey and Florida Department of Economic Opportunity, 2017 Occupational Employment Statistics and Wages

	Median Hourly Wage	0-60% AMI Renters	All Renters
Maids and Housekeeping Cleaners	$10.33	■	■
Cashiers	$9.36	■	■
Waiters and Waitresses	$10.15	■	■
Janitors and Building Cleaners	$10.69	■	■
Cooks	$9.81-$12.53	■	■
Nursing, Psychiatric, and Home Health Aides	$10.97-$12.07	■	■
Retail Salespersons	$10.53	■	■
Customer Service Representatives	$14.34	■	■
Construction Laborers	$13.79	■	■
Driver/Sales Workers and Truck Drivers	$10.07-$18.39	■	■
Supervisors of Retail Sales Workers	$19.21		■
Managers	$45.18		■

These facts are further emphasized by the United Way's 2018 Asset Limited Income Constrained Employed (ALICE) Report15, which notes that the struggle is getting even worse for working households. Consistently low wages, along with periods of underemployment or unemployment, mean that tens of thousands of households are one paycheck away from homelessness. The United Way reports that the ALICE "household survival budget" costs have increased in Florida about 20 percent for a family of four from 2010 to 2016, while there was only a 13 percent increase in median earnings during this time period. The increase in the household survival budget is largely attributed to increased health care costs. The most cost burdened areas remain around Miami and West Palm Beach, while the rural areas in the Panhandle have the lowest documented household survival budget among Florida counties.

Inadequate Access to Physical and Behavioral Health Care

The lack of access to health care affects homelessness in several ways. First, a health emergency and related uninsured health costs can cause a person to become homeless. Not only does a health problem often result in the loss of employment and income but medical debt can quickly exhaust all financial resources[16]. Without support systems and safety nets, a household can become homeless because of a health issue. Second, uninsured physical health costs for those who are chronically homeless in Florida communities deplete community resources. Because people who are homeless are less likely to access primary health care and address health concerns early, health issues often escalate. Uninsured emergency room visits and inpatient stays skyrocket. Third, like physical health costs, treatment for mental health and substance abuse issues among those who are homeless is often limited to crisis response and emergency services. Ultimately, people who are uninsured and homeless cycle in and out of crisis and health systems, resulting in high community costs but few, if any, improvements in health or preventative care.



Without support systems and safety nets, a household can become homeless because of a health issue.

PEOPLE OFTEN **FALL BETWEEN THE CRACKS OF OTHER SYSTEMS** AND END UP BECOMING THE SOLE RESPONSIBILITY OF THE COCS. CROSS-SECTOR PLANNING ENSURES THESE PEOPLE ARE BEING ADDRESSED BY THE RIGHT AGENCY AND NOT BEING PASSED OFF FROM ONE AGENCY TO THE NEXT.

BUILDING SYSTEMS TO MAKE HOMELESSNESS RARE, BRIEF, AND ONE-TIME

FEDERAL LANDSCAPE

To understand how we are addressing homelessness in Florida, it's important to understand the larger federal landscape we work under. The state of Florida Interagency Council on Homelessness mirrors the Federal Council known as the "United States Interagency Council on Homelessness (USICH)." USICH is responsible for the federal strategic plan to prevent and end homelessness across the nation. In 2018, USICH released *Home, Together: The Federal Strategic Plan for Preventing and Ending Homelessness*[17]. *Home, Together* outlines a comprehensive response to ending homelessness, mapping out four primary goals with underlying objectives. One of the most important concepts outlined in this strategic plan, is to expand the supply of housing that is attainable to vulnerable populations who are at-risk of or currently experiencing homelessness.

This solutions-oriented plan addresses working together with a collaborative, systemic approach to ending homelessness. It encourages development of a robust coordinated and comprehensive response system that reaches beyond one system to incorporate responsiveness of multiple sectors. People often fall between the cracks of other systems and end up becoming the sole responsibility of the CoCs. Cross-sector planning ensures these people are being addressed by the right agency and not being passed off from one agency to the next. The plan encourages communities to measure success by the entire system's overall ability to decrease homelessness, rather than individual service provider successes. It is no longer about how one agency is performing, but how we as a community, as a state, are responding to and addressing homelessness.

Home, Together: The Federal Strategic Plan for Preventing and Ending Homelessness Goals

The Office on Homelessness has adopted this federal strategic plan to be implemented throughout the State of Florida in each CoC. We detail the main goals of the plan below.

Goal 1: Ensure homelessness is a rare experience

Decreasing homelessness requires a collaborative, multi-system approach that increases capacity by sharing a common vision and developing policies and priorities that are aligned from local to state and federal levels. Defragmenting systems and developing a common mission is essential to preventing homelessness. Employing nationally recognized best practices includes data-driven decision making, incorporating peer support services, braiding a variety of public resources, and development of collaborative and solution-driven goals.

Goal 2: Ensure homelessness is a brief experience

Quickly identifying and engaging people experiencing homelessness should result in immediate access to housing-focused, low-barrier emergency shelter or other temporary accommodations that addresses basic survival needs until they can move into permanent housing. Homeless systems should have a coordinated entry process that requires standardized assessment and prioritization processes, offering a streamlined course to housing and services to ensure that the most vulnerable persons with high-service needs are prioritized for Permanent Supportive Housing; while households with lower acuity are housed swiftly using the Rapid Re-housing intervention. Using HMIS to maintain an active list is essential to ensure homelessness is addressed through coordinated and comprehensive set of strategies, providing a targeted approach to a variety of populations. The person in crisis should dictate their housing stabilization plan, identifying short and long-term goals for successfully

obtaining and retaining housing. Housing-focused services should be the core component at every intervention offered in the homeless system. However, to effectively prevent and end homelessness, expanding housing resources that are accessible to these vulnerable populations is essential.

Goal 3: Ensure homelessness is a one-time experience

Implementing a coordinated approach to obtaining housing opportunities for people experiencing homelessness should improve the ability to move from homelessness to housing by removing obstacles and housing readiness requirements. When addressing underlying factors that caused a person's homeless episode, in addition to the trauma from experiencing homelessness, it is important to strategically employ best practices and link housing participants to valuable community services based on their needs and desire. To prevent future episodes of homelessness, coordinating tailored services and initiating appropriate community-based referrals offer housing participants additional resources and opportunities to achieve long-term housing stability. Multi-system collaboration and access to a full array of resources is necessary to making homelessness a one-time experience.

Goal 4: Sustain an end to homelessness

Routinely monitoring progress to determine effectiveness of newly developed strategies helps communities to make data-informed decisions for strategic planning and future planning of community needs. It is valuable to develop continuous quality improvement procedures to ensure sustainability and to quickly and effectively respond to needs.

HUD Funding Awards

Each year the Department of Housing and Urban Development (HUD) puts out a Notice of Funding Availability (NOFA) that each CoC responds to. HUD scores each application based on how the CoC is meeting certain objectives and provides award amounts for five categories: permanent housing, transitional housing, supportive services only, HMIS, and, in some cases, homelessness prevention. The 2018 Continuum of Care Competition for Homeless Assistance brought more than $85 million of federal funds to the state. Of the 26 CoCs that participated, Florida's total federal award to assist CoCs increased by $1.15 million dollars. HUD Funding Awards can be found in Appendix II, Table 1.

These federal funds help communities invest in a range of housing interventions including outreach, prevention, coordinated entry, shelter, transitional housing, rapid re-housing, and permanent supportive housing aimed at addressing homelessness for priority populations defined as Veterans, chronically homeless persons with disabilities, families with children, unaccompanied youth, survivors of domestic violence, and all other individuals who are experiencing homelessness. The funds also help CoCs complete the work to create a plan to prevent and end homelessness in their communities. While the federal funding is a critical source to CoCs, it is not enough to complete the work. State, local, and private sources of funding are just as important in order to have a robust response to homelessness.

Family Unification Program (FUP)

In 2018, HUD awarded six of Florida's Public Housing Authorities (PHAs) $3.2 million to administer 374 Family Unification Program (FUP) vouchers. FUP is a housing subsidy, administered under the Housing Choice Voucher program (also known as Section 8), that targets two separate populations, both involved with the child welfare system.

HUD defines these FUP-eligible populations as[18] either families for whom the lack of adequate housing is a primary factor in the imminent placement of the family's child or children in out-of-home care, or the delay in the discharge of the child or children to the family from out-of-home care. The second targeted population that FUP serves are eligible youths who are between 18 to 24 years of age and who have left foster care, or will leave foster care within 90 days, and are homeless or are at risk of becoming homeless at age 16 or older. The 2019 Rental Market Study[19] documented that there are 2,574 transition age youth exiting the foster care system who are in need of affordable housing.

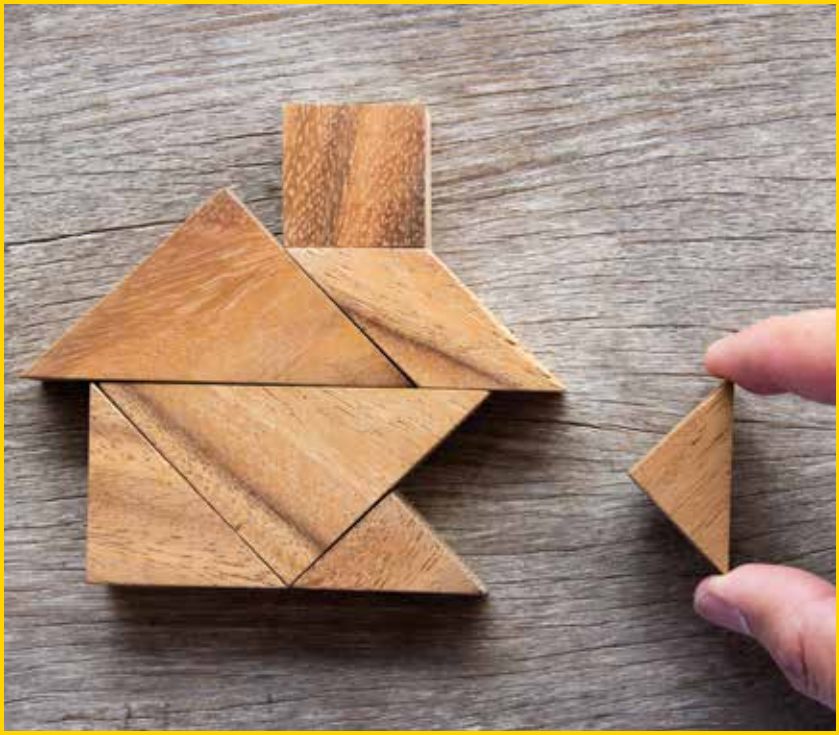
Although FUP vouchers are administered through PHAs, not through CoCs, the program offers an opportunity to develop a collaborative partnership between the two systems which will encourage leveraging external resources to most effectively and efficiently address homelessness within the child welfare system. Targeting the most vulnerable households with overlap between both systems helps prevent imminent out-of-home placement and expedite the return of children who are in out-of-home placement. FUP Family subsidies are administered as a Housing Choice Voucher, which is a permanent subsidy. The FUP Youth population can participate in the program for up-to 18 months.

Non-Elderly Disabled (NED) Vouchers

HUD released the Notice of Funding Availability for Non-Elderly Disabled (NED) Vouchers in 2018. In Florida, a total of $5,654,856 was awarded, which equates to funding for 674 households.[20]

Integrating Systems to Help End Homelessness

DCF MANAGING ENTITY HOUSING COORDINATION INITIATIVE



In 2016, the Florida Department of Children and Families developed a Housing Coordination initiative to improve efforts between the Department of Children and Families Substance Abuse and Mental Health (SAMH) Managing Entities (ME) and Homeless Continuums of Care. This was a step in the right direction, and in alignment with the federal guidance to unify complex and siloed systems, a strategy endorsed in USICH's Federal Strategic Plan to Prevent and End Homelessness. However, we still have work to do and continuing our advancement will require support from all levels of government throughout Florida.

CoCs and MEs have several overlapping activities and a significant intersection of persons served. The first project to note is the Projects for Assistance in Transition (PATH) grant. These dollars, passed through the ME from DCF, support homeless outreach and community-based services for the most vulnerable homeless persons in our communities. PATH grantees have been receiving the funding for years, with notable success in strengthening the link between behavioral health providers and CoCs. This stronger connection has resulted in increased access to housing for persons experiencing homelessness with behavioral health disorders. As a second example, the SSI/SSDI Outreach, Access, and Recovery (SOAR) initiative is implemented by Managing Entities in each DCF region. SOAR is a model used when the person applying for disability benefits through the Social Security Administration is homeless and has a history of mental health issues, allowing entitled beneficiaries access to needed income and benefits.

These examples are just a few of the shared responsibilities that exist when serving people involved in the SAMH system who are also experiencing homelessness. When Managing Entities and CoCs identify specific individuals for targeted services, it allows for improved outcomes and the ability to serve more people with limited resources. Too frequently, CoCs are the final stop when people exit other systems with nowhere to go. It is more effective to prevent entry into the homeless system; and this requires a deliberate and collaborative approach that incorporates multiple systems in advance of a crisis. Working strategically and in partnership for a common goal provides better outcomes and improved quality of life for the people receiving services in both public systems.

The NED program, also known as HUD's Section 811 Mainstream Housing Choice Voucher Program, can provide housing subsidies to non-elderly persons with disabilities who are transitioning out of institutional or other separated settings; at serious risk of institutionalization; homeless; or at risk of becoming homeless.

NED vouchers offer the opportunity for non-elderly persons with a disability in permanent supportive housing to move up and open that spot for another person. Many CoCs are using the vouchers for this type of a "move-up" strategy. Strategic partnerships between the CoCs and PHAs expand the housing options people experiencing homelessness desperately need.

The application was rated based on a variety of factors, including the Housing Authority's partner agency capacity and ability to leverage resources. Similar to the DCF's Housing Coordination Initiative, HUD's guidance improved coordination between PHAs and health and human service agencies like CoCs and Managing Entities. Coordination was an essential part of the application, planning, and scoring process.

STATE LANDSCAPE

What the Data Tells Us About Homelessness in Florida

A common source of data about literal homelessness is the annual Point in Time (PIT) count required by HUD. HUD requires each Homeless CoC to conduct an annual count of homeless persons (as defined by HUD) on a single night during the last 10 days of January. In Florida, the CoC Lead Agencies coordinate these efforts, which are known as the PIT Counts.

The objective of the PIT Count is to produce an unduplicated count, or relatively reliable estimate, of the number of homeless individuals in the community on a single night. HUD provides specific guidance to ensure that PIT Counts are reasonably comprehensive and that they provide a count of homeless individuals without duplication errors so that the same person is not counted more than once.

In addition to producing a count of people who are homeless, PIT Counts also collect demographic data and additional information about the person's experience with homelessness. This allows CoCs and other agencies to examine trends for subpopulations, such as families with children and veterans.

Many communities extract counts of people in shelters and similar programs from the local CoC's HMIS. People who are homeless but not sheltered are also identified using methods such as personal interviews at campsites and day centers.

Understanding PIT Counts

Conducting a PIT Count is challenging. It requires many volunteers and a great deal of coordination, mapping, and data entry. While PIT Counts provide valuable information, it is understood that they are likely undercounts of homelessness due to the inherent difficulty of locating every homeless person in a community.

Additionally, even with the CoCs' great efforts, the results from year to year can be influenced by various factors, some of which are outside the control of the CoCs. For example, in January 2019 the hurricane season affected PIT Counts in some communities because households that were temporarily sheltered by FEMA in motels were homeless according to the HUD definition and therefore included in PIT Counts. The CoC, Doorways of Northwest Florida, reported an increase of 28 percent of those identified as homeless in the PIT count, which is an increase of 107 people. This is most likely attributed to those who became homeless by the destruction of Hurricane Michael.

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. In the following sections, we describe homelessness based on PIT data. First, overall homelessness is summarized. Then, separate sections address homelessness among veterans, chronically homeless households, and families with children. The detailed PIT Count data on CoCs, including specific subpopulations, homeless characteristics, and more are provided in Appendix III, Tables 1-7 starting on page 46.

As depicted in Figure 5 on page 28, the PIT data shows homelessness in Florida has been steadily decreasing over the past five years. This trend is likely the result of economic improvement and job growth, increasing investments to improve homeless response systems, and increased adoption of best practices, especially Rapid Re-Housing. The dramatic reduction in homelessness in Florida is even more striking based on a ten-year timeframe, over which time homelessness decreased 48.5 percent; calculating a decrease of 26,968 total people, which is down from 55,559 in 2009 to 28,591 in 2019.

Statewide total homelessness declined by 3.79 percent from 2018 to 2019. However, the decrease is not uniform across the state, as shown in Appendix III Table 1. Of the 27 CoCs, 17 reported decreases in homelessness from 2018 to 2019, and 10 reported increases. It should be noted that, although CoCs are required to follow specific HUD standards for the PIT Counts, the methodology and coverage may vary from year to year in some geographic areas due to changing resources.

Impact of Natural Disasters on CoC Crisis Response Systems

When people become displaced due to natural disasters, they do not automatically fall into HUD's Category 1 Homeless Definition of literal homelessness. In response to the crisis, people may be referred to the CoCs, requiring disaster survivors to then navigate the system beginning with the required Coordinated Entry System. However, their displacement should be addressed through the established disaster recovery services commonly led by County Emergency Operations, County Human Services, or FEMA; not the homeless response system. CoCs, without receiving additional resources to address those displaced, become the automatic catchment to field anyone who self-reports as homeless.

It is of the highest importance that disaster response resources outside of the homeless system are dedicated to households who are displaced, leaving the limited funds for people who were experiencing literal homelessness prior to the disaster. Federal, state, and local dollars can assist households to complete disaster-related repairs and return to living in their home and can also fund relocation efforts into new rental properties. These activities are essential to preventing these households from entering the homeless system and must be planned for and addressed outside of the homeless crisis response system. A natural disaster has an impact on every aspect of the community and ensuring that survivors are provided with clear and accurate information to address their displacement is essential to their recovery.

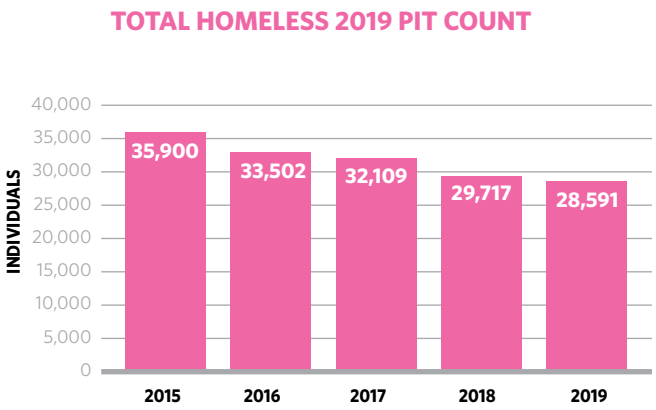
2019 PIT Count Overview

Total Homeless

Over the past few years, there has been a targeted strategic implementation of evidence-based practices and increased coordination spearheaded by the CoC Lead Agencies, the impact of which is apparent in the overall decrease of homelessness throughout Florida. This five-year snapshot represents a statewide decrease. Since 2015, people identified as homeless from the PIT count has decreased by 7,309 people; or a roughly 20 percent decrease throughout the last five PIT Counts.

FIGURE 5.

Total homelessness in Florida, as measured by Point in Time Counts, 2015-2019



Veteran Homelessness

Homelessness among veterans has decreased just short of 40 percent since 2015. Improved coordination between CoCs and the VA, in addition to the implementation of the by-name list, is creating a more effective process to coordinate care and housing for Florida's veterans. In one year alone, the data shows a decrease of 131 veterans, totaling a 5 percent reduction since 2018. Over a five-year span, the number of veterans experiencing homelessness was reduced by 1,542 veterans, or a 39 percent decrease of veterans who otherwise would be living on our Florida streets.

IN FOCUS

Marching Forward to Achieving Functional Zero

Governor DeSantis' Forward March initiative spearheads an effort for the State of Florida to set a national standard for services and support provided to the 1.5 million veterans who reside in Florida[21]. In alignment with the federal strategic plan to prevent and end homelessness, Governor DeSantis is combining efforts, creating a collaboration between multiple government agencies, service organizations, private partners, and local service providers to guarantee veteran's access to the highest quality of services.

Achieving Functional Zero, a concept in the homeless arena wherein all possible veterans who are homeless become housed, has been achieved in many communities in Florida including: Flagler County, Volusia/Daytona Beach, Fort Myers/Lee County, Punta Gorda/Charlotte County, and Miami-Dade County[22].

In position with Gov. DeSantis' Forward March Initiative, The Homes for Our Brave Supportive Services for Veteran Families (SSVF) Program, administered through Jacksonville's Changing Homelessness CoC, is addressing veteran homelessness in Duval, Clay, and Nassau Counties. Accessing this program through a coordinated and centralized process, veterans and their families are provided services that help obtain and retain their housing; moving from homelessness and into permanent, stable housing. In total, the Changing Homelessness Homes for Our Brave SSVF program has served more than 415 veteran families.[23]

FIGURE 6.

Veteran homelessness in Florida, as measured by Point in Time Counts, 2015-2019

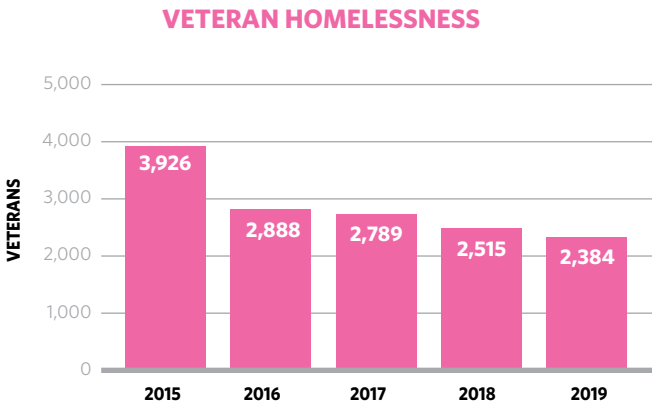
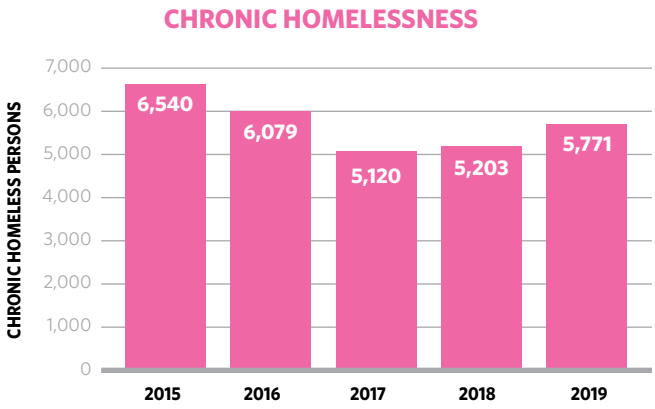


FIGURE 7.

Chronic homelessness in Florida, as measured by Point in Time Counts, 2015-2019



Chronic Homelessness

While there is an increase in the number of people identified as chronically homeless, this can be attributed to the improved engagement strategies employed by homeless outreach service providers, and the implementation of Coordinated Entry. The ability to identify individuals who otherwise did not participate in the PIT count and were service resistant tells us that more people are being engaged; and therefore counted. The chronically homeless population is a small percentage of the total number of people experiencing homelessness; representing about 20% of the total homeless population counted in Florida. Over the last year, Florida documented an increase of 568 people who meet the chronically homeless criteria, telling us that the most difficult people to engage are now being represented. However, since 2015, Florida has experienced a 12 percent reduction, or decrease of 771 people, in chronic homelessness.

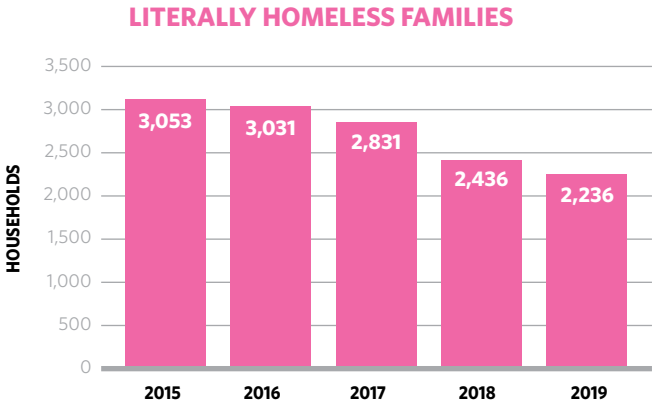
First and foremost, people who are experiencing chronic homelessness are generally the most vulnerable population with the most severe service needs. It can take years to engage someone who falls into this subcategory, let alone get them off of the street and into housing.

Families with Children

Homelessness among families with children continues to decline. Over the last five years, there has been a 27 percent decrease of homelessness in this subcategory; a total reduction of 816 households. With further implementation of Rapid Re-Housing programs and use of best practices, families with children are able to obtain housing and receive the supports necessary to become self-sufficient in their own rental unit; ending their homeless episode.

FIGURE 8.

Literally homeless families in Florida, as measured by Point in Time Counts, 2015-2019



Florida's Critical Support for Continuums of Care

The State of Florida Office on Homelessness supports the Continuum of Care lead agencies in several ways. The Office on Homelessness assists with two primary funding streams – Challenge Grants and Staffing Grants. Additionally, it administers pass-through funding for homelessness prevention activities and Emergency Solutions Grant (ESG) programs. The Challenge Grants have been an important source of flexible funding for CoCs across the state. The grant was funded from 2001 to 2011 through the Local Government Housing Trust Fund (LGHTF) but was eliminated in 2012 due to the sweeps of the bulk of Affordable Housing Trust Fund revenues. In 2014, the Legislature recognized the critical need for Challenge Grants and once more began to appropriate funding for this vital component of our communities' CoCs. For the 2018-2019 fiscal year, DCF was provided budget authority for the Challenge Grants, but no proviso language appeared in the budget to allow the transfer of source funding from the LGHTF, resulting in fewer resources to address homelessness this past year. The push continues to ensure a recurring source of funding for the Challenge Grants.

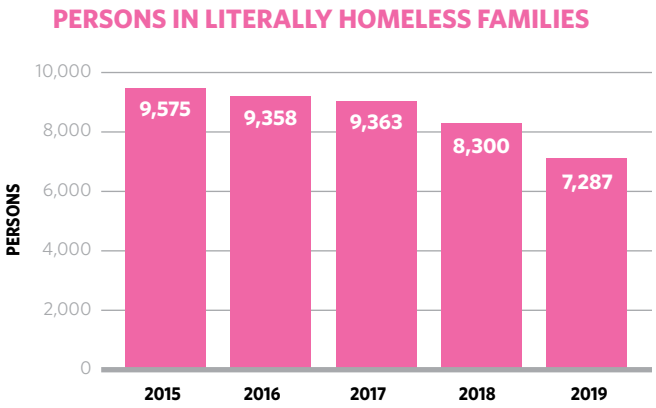
Challenge Grants are a pivotal source of flexible funding allowing for permanent housing programs, homelessness prevention, outreach, coordinated entry, and other critical supports and services in the CoCs. This legislative session the Challenge Grant was funded as recurring out of the general revenue. The Council strongly recommends that the Challenge Grants continue to be funded annually to support the CoCs.

Total Number of Persons in Families Experiencing Homelessness

Aligning with the documented reduction of families with children who are experiencing homelessness, the total number of individuals in these households is also decreasing. Within just one year, Florida has experienced a decrease of 1,013 individuals in these households. This calculates to a 12 percent decrease since the 2018 PIT count, and a 24 percent reduction since 2015.

FIGURE 9.

Persons in literally homeless families in Florida, as measured by Point in Time Counts, 2015-2019



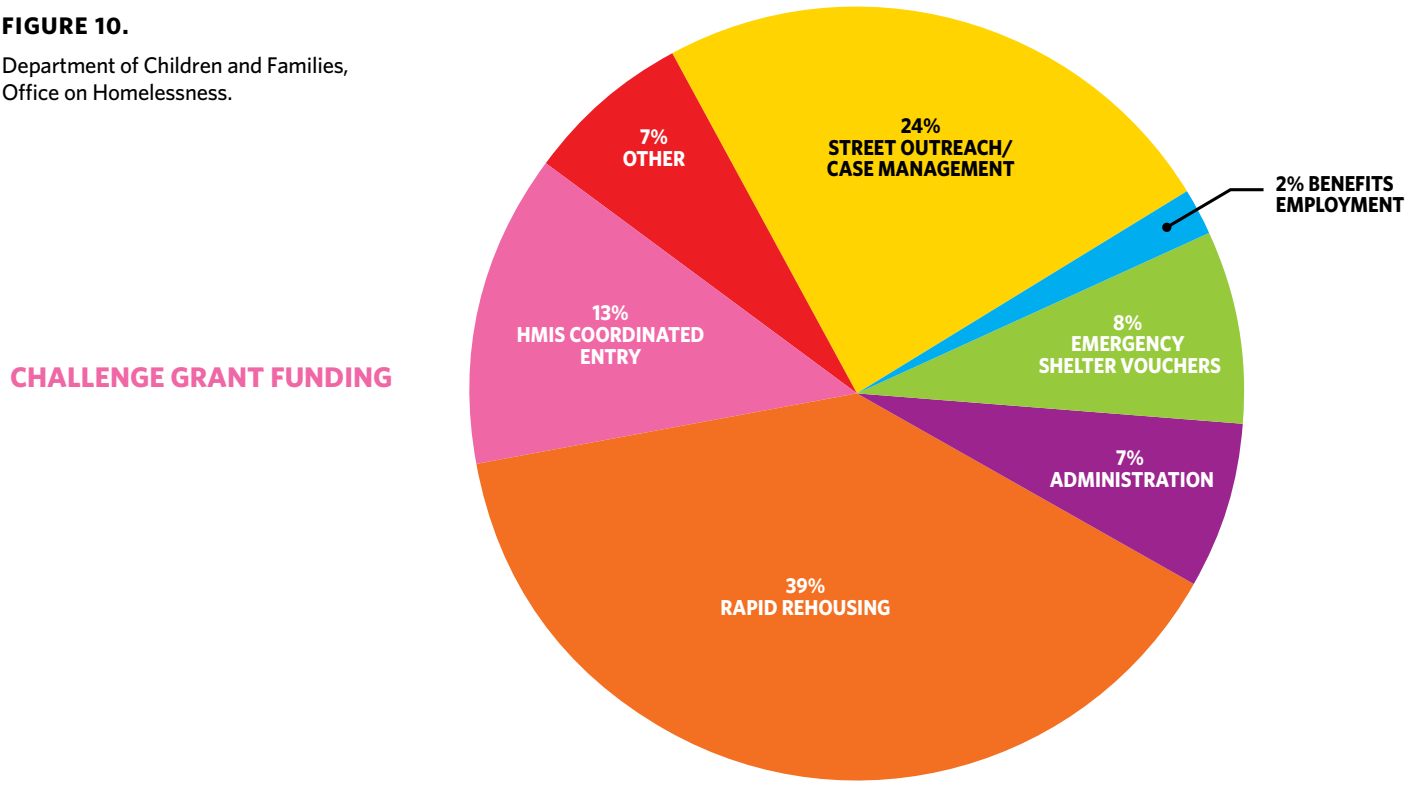
DCF Unified Funding Contract

In a thoughtful and strategic approach to funding homeless services through DCF, the Unified Homelessness RFA & Contract was developed. Until 2016, solicitations were released annually, providing a short window to execute the contract and spend-down the dollars awarded. Until recently, the contracts for each funding stream were applied for and awarded individually, creating a burdensome process for already stretched CoCs. In 2017, CoCs were able to roll their previously separately awarded contracts into one single contract. Florida Coalition for the Homeless' contract analysis that was conducted in 2018 provided feedback that initiated the idea to better align contracts than in previous years. As of January 2019, the newly released RFA offered CoCs a nine-week submission deadline, as opposed to historically providing a shorter turn-around time, with three RFAs back-to-back. The new contract cycle allows the CoCs to plan accordingly and have three full years to spend the dollars.

This consolidated RFA approach now incorporates reporting requirements that, until now, were not included. The lack of clear reporting expectations resulted in inconsistent reporting across homeless contracts and CoCs. It is expected that the unified approach will improve data submission due to the requirement of monthly status reports.

FIGURE 10.

Department of Children and Families, Office on Homelessness.



Now on a three-year cycle, the next Unified Homelessness RFA & Contract solicitation will take place in 2022. This consolidation of competitive funding is easier for both CoCs and DCF to manage and allows for data-driven decision making during future funding cycles. Over $12.3 million in homeless-specific dollars in ESG, Challenge Grant, and TANF funding were released to CoCs throughout Florida on July 01, 2019, successfully beginning the 2019-2020 fiscal year (available in Appendix II).

Florida Housing Finance Corporation

Affordable Housing Workgroup

As a continuation from the 2017 Affordable Housing Workgroup, a Low Barrier Entry Workgroup convened five meetings in 2018 to develop recommendations aimed at lowering barriers for extremely low-income (ELI) households, increasing their ability to secure rental housing financed by Florida Housing Finance Corporation (FHFC). These proposed recommendations[24] were submitted to FHFC for consideration in future funding cycles.

IN FOCUS

FHFC Permanent Supportive Housing Pilot Projects Update

Florida Housing Finance Corporation's statewide pilot projects aimed at housing the most vulnerable and chronically homeless, high utilizers of multi-system services have proven successful since their inception. In alignment with recognized best practices, these three housing projects incorporate Coordinated Entry for homeless households to access the affordable units through the LINK Unit program paired with supportive and tailored services based on the individual's needs. Consistent throughout these pilot projects is a shift to community-based preventative services, generating a decrease in deep-end crisis services that are costly to the community.

These recommendations will help Floridians who may qualify to participate in FHFC's funded developments. Within FHFC developments are set-aside LINK Units that target special populations within specific income levels. LINK units are filled by designated referral agencies referring potential tenants to these properties. Often times, applicants who meet the income or special population definition may also bring poor credit or a criminal background. To ensure that these LINK rental units are set aside for the "hard to house" population, it is essential to develop a "no side door" philosophy, work in coordination with the CoC, and access the LINK Units through the Coordinated Entry process to ensure that these units become occupied by the populations they were intended to serve.

In addition to these recommendations, the Low Barrier Entry Workgroup endorsed developing a second workgroup with an emphasis on standardizing tenant selection criteria for applicants with a criminal history. The categories addressed in the Low Barrier Entry Workgroup's final recommendations include tenant selection criteria, tenant application packet and fees, security deposits, income requirements, credit record, criminal and eviction history, and application ineligibility.

Coalition Lift in Miami-Dade County

Carrfour Supportive Housing's Coalition Lift program is a demonstration project comprised of 34 newly renovated rental units for ELI residents that pairs housing with on-site supportive services. Coalition Lift is primarily funded by FHFC as part of a statewide initiative aiming to increase the stock of permanent supportive housing and generate data that documents the effectiveness of supportive housing for chronically homeless adults who are high utilizers of services.

The initial review of Coalition Lift's year one interim findings is based on data from 34 participants, separated into three pilot groups, to demonstrate significant cost savings when comparing the costs one-year post-housing to one year prior to their admission into the program. The study showed a 65% reduction in Medicaid costs in addition to resulting in an almost 73% reduction in costs to the hospital system; program participants had zero emergency room visits once housed due to linkage to primary health care. While participants reduced their use of crisis and emergency services provided at hospitals, they transitioned to outpatient, community-based mental health and substance abuse services to address their needs.

A formerly homeless individual who refused to go into shelter because of his dogs is now stably housed at Carrfour Supportive Housing.

Pinellas V in Pinellas County

Pinellas V is the successor of a different program, Pinellas Hope, that made its start in December 2007 as a temporary emergency shelter for over 250 homeless men and women, located in Clearwater on 20 acres provided by Bishop Robert N. Lynch and the Diocese of St. Petersburg. In 2017, through the Florida Housing Pilot Project funding, a 45-unit development was added and fully leased in June 2017.

Catholic Charities, Diocese of St. Petersburg employs two intensive case managers to coordinate support services

for the Permanent Supportive Housing tenants. Catholic Charities also continues to work closely with the Homeless Leadership Board and Homeless Street Outreach Teams in Pinellas County to coordinate the identification, assessment, and housing of the CoC's high-cost/high-needs chronically homeless individuals.

Village on Wiley in Duval County

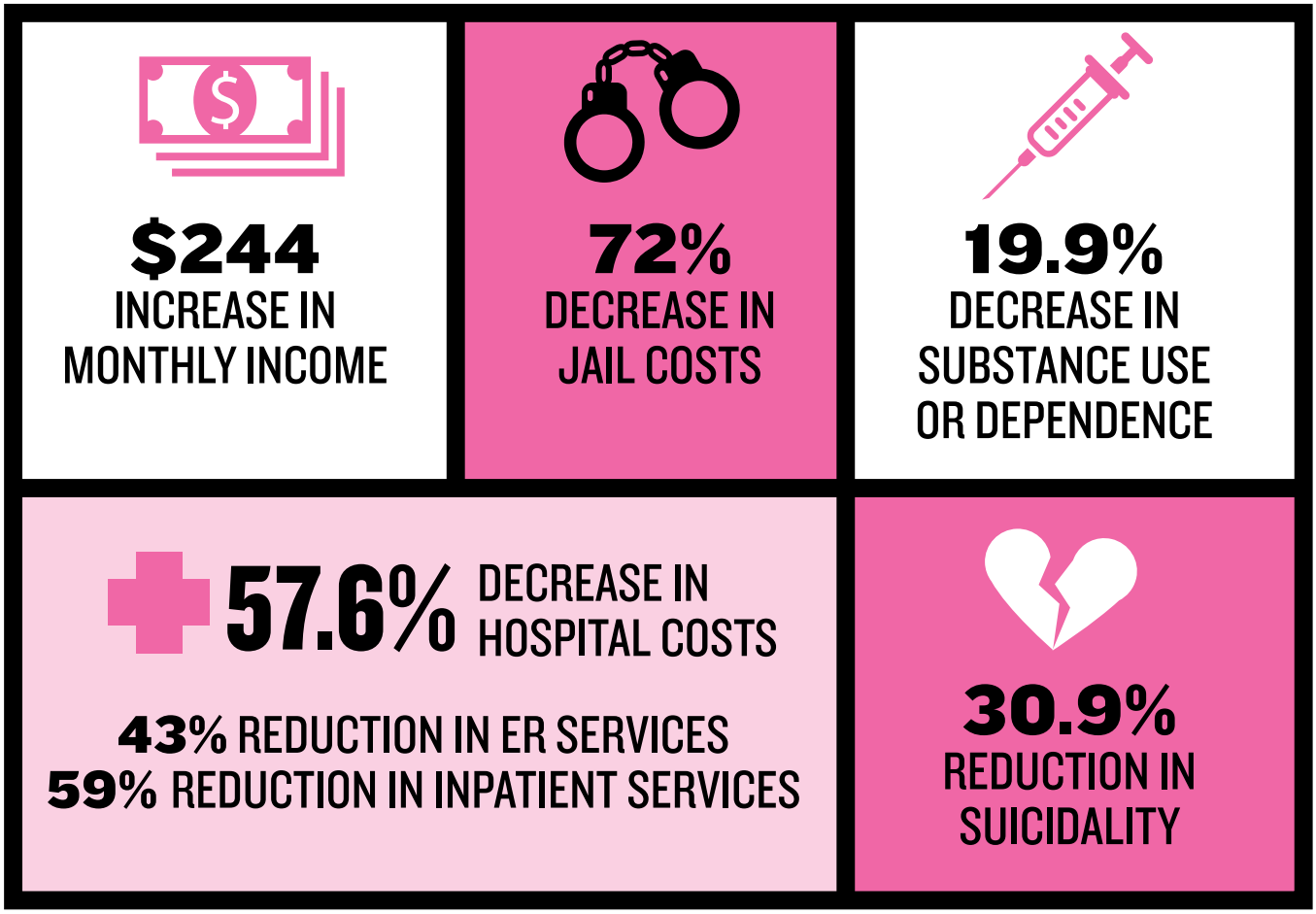
Village on Wiley in Duval County is approaching its fourth year of operations after opening in the fall of 2015. Of the 68 individuals evaluated[25], Ability Housing reports positive outcomes detailed below (in Figure 11).

All applicants are working with their pilot-approved cost/benefits studies' research teams. Florida Housing's Board makes funds available every year to support the cost of each pilot site's cost/benefits study. Meanwhile, DCF and the Agency for Health Care Administration have been very helpful to Florida Housing and the pilot sites in addressing operations or research issues.

Local data from the last three years is demonstrating an improved quality of life, including health outcomes and reduced costs to the healthcare and criminal justice systems. The interim findings show a total costs savings of $2,458,992 across publicly funded systems and crisis services utilized by participants.

FIGURE 11.

Source, Jacksonville Business Journal, "Permanent Housing For Homeless Saves Jacksonville Taxpayers Money," presented by Ability Housing.



SCHOOLS IDENTIFY HOMELESS CHILDREN AND YOUTH THROUGHOUT THE YEAR, AS OPPOSED TO THE SINGLE NIGHT OF THE POINT IN TIME COUNT. BOTH ARE VALID MEASUREMENT PROCEDURES BUT OFFER CHALLENGES TO DATA COMPARISON.

HOMELESS EDUCATION PROGRAM IN FLORIDA, FLORIDA DEPARTMENT OF EDUCATION SYSTEMS

DEFINING HOMELESSNESS IN SCHOOL SYSTEMS

The McKinney-Vento Act definition of homelessness (Subtitle VII-B) more broadly accounts for the traumatic impact of loss of housing on children and youth and the impact of that trauma on their education and development. This definition includes those children and youth in families that are unsheltered or staying in public shelters or transitional housing, as well as those who have had to move in with relatives or friends or to a motel or hotel or a camp site or travel trailer park or a FEMA trailer, because they have nowhere else to go.

Schools identify homeless children and youth throughout the year, as opposed to the single night of the Point in Time Count. Both are valid measurement procedures but offer challenges to data comparison. It is important to note that the living situation designations of school districts are recorded only at the time that a school determines that the student meets MVA eligibility criteria. These living situations tend to be fluid. Over the course a school year, many families live in various situations. Anecdotal evidence from school district homeless liaisons suggests that when families experience extended periods of homelessness, it is common for them to live with others for a while, then move into a motel, then into a public shelter or transitional living situation. Some families even end up living in unsheltered situations.

MCKINNEY-VENTO ACT, SUBTITLE VII-B, SECTION 725(2)

The term `homeless children and youths' is defined as:

Individuals who lack a fixed, regular, and adequate nighttime residence and includes children and youths who -

- Are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason
- Are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations
- Are living in emergency or transitional shelters; or are abandoned in hospitals
- Have 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
- Are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
- Are migratory children (as such term is defined in section 1309 of the Elementary and Secondary Education Act of 1965) who qualify as homeless for the purposes of this subtitle because the children are living in circumstances described in clauses (i) through (iii).

The variations in definition and methodology for counting result in a data set that is, at times, confusing. However, when considered in a broader context, and with other data sets, they provide opportunities for a dynamic understanding of the barriers to stable housing and suggest solutions for removing those barriers.

In the education arena, homelessness is defined in a broader way, because research shows that loss of housing detrimentally impacts student academic success. Children and youth whose families lose their housing and move in with family or friends ("doubled up") are considered homeless under the McKinney-Vento Homeless Assistance Act. Additionally, unlike a community's point in time count, school districts collect student data throughout the school year. The importance of this difference is highlighted in Tables 1 and 2 in Appendix VI provided by the Florida Department of Education (FDOE).

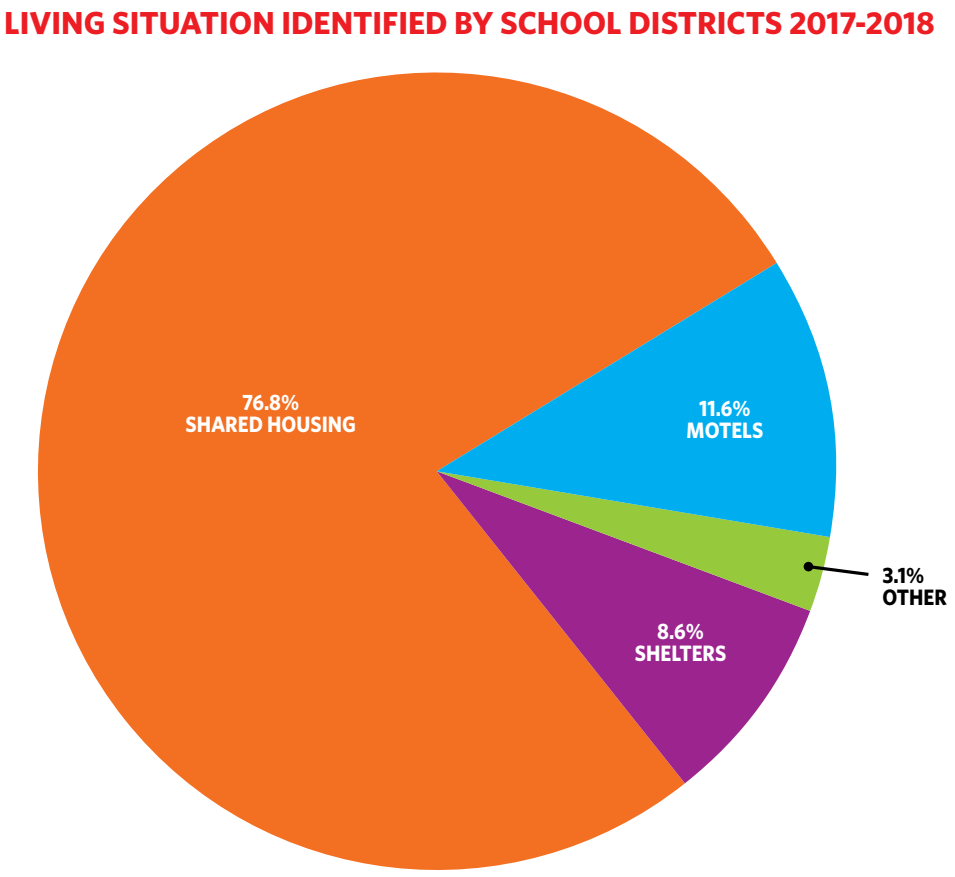
According to the Florida Department of Education data (Figure 12), 76.8% of the 95,860 homeless students identified by Florida's schools in 2017-2018 are doubled up with family or friends. Since this population does not fit into the classification of literal homelessness, most students identified as homeless by the Department of Education are ineligible to receive assistance through the CoC's crisis response system, but the impact on their academic performance remains. The next largest percentage of homeless students are those living in motels, which account for 11.6%, followed closely by the 8.6% of homeless students living in shelters.

The difference in metrics and definitions makes an almost 8-fold difference in describing family homelessness. Figure 13 below illustrates the identification of the total number of homeless students in Florida over the last five school years as reported by the FDOE.

The data collected from the Florida Department of Education documenting the 2017-2018 school year shows a state-wide increase of 19,649 students experiencing homelessness, a nearly 26 percent increase from the previous school year. Nearly all of this increase was due to the impact of Hurricanes Irma and Maria in the fall of 2017.

FIGURE 12.

Florida Department of Education, Homeless Student Count 2017-2018 School Year



HURRICANE IMPACTS

Until the 2017-2018 school year, Florida's school districts identified a steadily increasing number of homeless children and youth. Through the 2016-2017 school year, this increase is due in part to an increase in child and youth homelessness, but also to improved school district identification practices. In 2017-2018 and 2018-2019 school years, sharp increases reflected the impact of hurricanes Irma, Maria, and Michael.

In the 2017-2018 school year, almost 20,000 students were impacted and rendered homeless by either Hurricane Irma or Hurricane Maria, resulting in a total of 95,860 Pre-K to grade 12 students identified as homeless – a 26% increase statewide. Many families in Monroe, and other south Florida counties, were rendered homeless, while others in Puerto Rico, and other Caribbean territories found refuge in Florida, at least temporarily. Florida's school districts responded quickly to receive, place and educate their own and evacuating homeless children and youth.

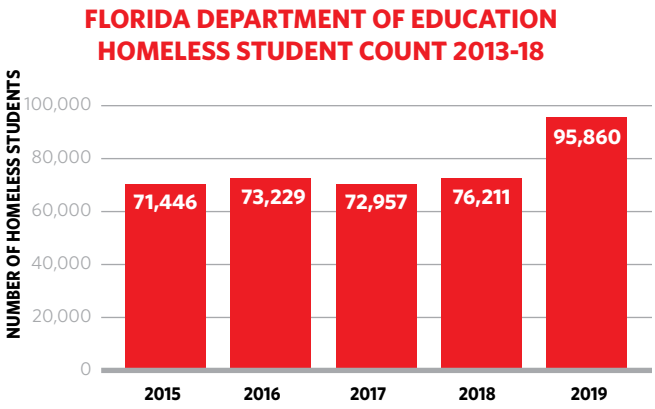
Final data is not currently available for the impact of Hurricane Michael. Preliminary data from Bay District Schools indicate that the impact of Michael was devastating to the school district. In the three years previous to Michael, Bay identified an average of 1,537 homeless students. On October 5, 2018, the last day of school before Hurricane Michael's landfall, Bay District Schools had identified 748 homeless children and youth. Even given that the district's web site reported an enrollment reduction of 3,679 students following Hurricane Michael, Bay's designated homeless liaison reported that, as of April 15, 2019, a total of 5,562 homeless students have been identified, of those are 4,687 due to the hurricane.

Michael's impact was similar in Gulf, Liberty, Calhoun, Gadsden and Jackson counties.

The Department of Education is providing additional federal Education of Homeless Education and Youth funds to all of the school districts in the path of Hurricane Michael. Funds will be used to remove barriers to regular school attendance and support for the academic progress of homeless students.

FIGURE 13.

Florida Department of Education, Homeless Student Count 2013-2019



Families lose housing most frequently due to eviction, foreclosure, or other economic hardship, though in 2017-2018, the impact of hurricanes accounted for most of the increase in student homelessness. They can also lose housing because of a natural or man-made disaster or domestic violence. In any case, the family loses a legal hold on their space. They are residing in a place by the grace and mercy of friends or relatives or by their last dollars, in a shelter, or on the streets. It doesn't matter to the children. Their world just turned upside down. In most cases, their school is the only space that looks familiar and "belongs" to them.

Even if children have a roof over their heads, the space is not theirs and they are homeless. These circumstances can have a long-lasting detrimental impact on the social-emotional development and educational progress of children. Once housing is lost, especially if lost for economic reasons such as loss of employment, it usually takes a long time for the family to gather the financial resources necessary to regain access to their own housing. Families in this situation can become mobile and have difficulty staying together.

For children and youth who lose their housing, the experience is traumatic. Loss of housing requires most of a child's attention and emotional energy to understand what is happening to them and their family. Family routines are different, their neighborhood relationships, the foundation of childhood security, are gone and the third primary source of emotional security and relationships, their school, is threatened.

While some are more resilient than others, children do not have the life experience or maturity to effectively process this event. The result is doubly detrimental because this age is the time of their lives for setting a foundation of knowledge and skills for life. The academic performance of children and youth who also change schools due to loss of housing tends to drop sharply.

The Education of Homeless Children and Youth

The McKinney-Vento Homeless Assistance Act (MVA), the driving policy for homeless education, is incorporated into the Federal education code as Title IX, Part A of Every Student Succeeds Act (ESSA)[26]. The basic tenants of the MVA are that homeless children and youth:

- Have equal access to the same free, appropriate public education, including a public preschool education, as other children and youths;
- Have barriers to identification of homeless children and youth, their attendance and participation in school, and their academic achievement identified and removed;
- Are assured that they will not be separated from the mainstream school environment; and
- Have access to the educational and related services that they need to enable them to meet the same challenging State academic standards to which all students are held.

The Florida Department of Education's (FDOE's) Strategic Plan[27] assures the academic progress of all students, including those experiencing homelessness. It is within the context of this vision that Florida's schools and school districts work to identify and support homeless children and youth. FDOE's Homeless Education Program works with school districts to assure that homeless children and youth in Florida are consistently identified, enrolled quickly in eligible schools and programs that are in their best interest, and are fully participating and achieving in available education programs.

All school districts emphasize the achievement of three outcomes in their program:

1. Identification of all homeless children and youth in their community,
2. Identification and removal of barriers to regular school attendance and full participation in school programs and activities, and,
3. Continuing academic progress of students experiencing homelessness.

While all public school districts are required to comply with the McKinney-Vento Act, congress provides no direct funding. The bulk of funding comes from a set-aside of Title I, Part A (TIPA) funds at the local level. These set-asides range from less than one percent of the total TIPA allocation to five percent. Congress does provide funds to expand and enhance local school district efforts through a competitive procurement process. Forty-seven school districts were awarded these funds for three-year projects ending June 30, 2018-2021. Awards range from $25,000 to $125,000, depending on the number of homeless children and youth identified by the school district. School districts performing at a high level in identifying homeless children and youth received a five percent performance recognition. School districts in the path of Hurricane Michael were provided an opportunity for additional funds, from this source, in the 2019-2020 school year.

The McKinney-Vento Act requires each school district to designate a Homeless Education Liaison to coordinate its implementation. Florida's Homeless Liaisons are greatly resourceful in their ability to garner tangible support within the school district and from their communities. These liaisons are responsible for the following:

1. Referrals of homeless students and their families to available housing, health, mental health, and substance abuse services
2. Assistance to unaccompanied youth to complete the types of tasks that parents would typically do
3. Assistance in obtaining documentation for school enrollment, including medical records
4. Verifying unaccompanied homeless high school graduates' independent status so they can qualify for college financial aid

Partnerships can be formidable as they are assuring that as many students as possible are identified and have the material, supplies, school uniforms, shoes, and other clothing, hygiene products, and academic support to be successful in their education. Partnerships, as well as funds, are an essential resource for a successful homeless education program. School district Homeless Liaisons develop relationships with organizational partners with specific purposes to identify homeless children and youth, remove barriers that prevent regular school attendance, and support academic achievement.

The challenges facing school districts in achieving educational outcomes for their homeless children and youth commonly include:

- Housing stability, availability, and affordability;
- Employment for parents and guardians;
- Access to basic needs such as clothing and food, and materials and equipment needed for participation in athletics and afterschool activities;
- Resources to cover the excess cost of transportation for homeless students who remain in the schools they were attending when they became homeless (school of origin);
- Capacity to assure that school staff and community partners are trained to identify families, children, and youth experiencing homelessness;
- Social work and case management capacity to identify and address issues that threaten regular school attendance;
- Capacity to recruit, train, and manage mentors;
- Postsecondary education (technical college, college, university) preparation and guidance for unaccompanied homeless youth;
- Lack of clarity of the statutory definition and parameters of homelessness for the purpose of the state tuition and fee exemption for public postsecondary education (s.1009.25(1)(f), F.S.)

In a recent study, the Shimberg Center for Housing Studies and Miami Homes for All released Homelessness and Education in Florida: Impacts on Children and Youth[28]. Some of the report's key findings include the following:

- Homeless students were absent for an average of 15 days, compared to 11 days for housed/free-reduced lunch students and 8 days for housed/full price lunch students.
- Passing rates for Florida's English language arts, math, and science tests were much lower for homeless students than for housed students.
- 16 percent of homeless students were suspended from school at least once.

The gaps between homeless and housed students would be larger without the array of services that schools provide, including enrollment assistance.

To ensure equal access to all students, the Federal McKinney-Vento Homeless Assistance Act guarantees that children and youth who are experiencing homelessness can obtain parallel educational opportunities to all other students. Under McKinney-Vento, students can also participate in any school programs and receive any school services for which they qualify in addition to their rights listed below[29].

1. Continue to attend the school they last attended before they lost their housing (school of origin), if that is the parent/guardian's choice and is in the child's best interest, or the school which is zoned for their temporary residence;
2. Enroll and attend classes immediately while the school arranges for the transfer of school and immunization records and other required enrollment documents;
3. If necessary, enroll and attend classes in the school selected by the parent/guardian (school of origin or zoned school), while the school and the parent/guardian seek to resolve a dispute over which school is in the best interest of the child - NOTE: This does not mean any school in the district, only the school of origin or zoned school;
4. Receive transportation to the school of origin (if a parent/guardian requests such transportation).

Santa Rosa School District

The One Family, One Year, One Home Tenant Based Rental Assistance Program was developed in 2016 when Florida Housing Finance Corporation allocated funding for a Small Counties Demonstration Project aimed at providing housing to schoolchildren and their families who were experiencing homelessness. Facilitating this effort, Opening Doors of Northwest Florida – the CoC Lead Agency - engaged FHFC, the Santa Rosa School District, and Milton County Housing Authority. By braiding funding sources to support rental assistance and services, this program has successfully housed 22 families; of those totaling 62 students from Pre-K to 12th grade.

Eligibility is based on two components: first, the student must be enrolled in the Santa Rosa School District and second, the student must be eligible for McKinney-Vento Services. Participating families must apply and be willing to participate in a case management program and engage in services that support the child's school successes.

This data resulting from this program tells us that with housing stability comes higher educational achievement, improved school attendance, stable employment, and economic mobility. 100% of the students who participated in this program successfully moved to the following grade level the next school year. In addition to quantifiable outcomes, this program has improved the quality of life for so many families that just cannot be captured in datasets.

Among the many success stories from participating families is one special story about a single mom whose family was separated, due to housing instability, at the time of program admission. Due to the support, both financial and service-related, offered by this program, both children are now living in the home and the mom has moved to full-time employment. This program not only helped her obtain and afford a permanent apartment and a stable address; but allowed for the children's reunification into a permanent living situation.

APPENDIX I:
2018 Update: Policy Recommendations

1. Appropriate 100 percent of Affordable Housing Trust Fund monies for affordable housing.

Governor Scott's final budget for Fiscal Year 2018-2019 redirected $182 million that was earmarked for affordable housing to the General Fund. With an already existing affordable housing deficit, the deduction of dollars from the Affordable Housing Trust Fund only inflamed the shortage of affordable housing options for all Floridians.

2. Continue strengthening the capacity of Homeless Continuums of Care by continuing appropriations for CoC Lead Agency Staffing Grants and reestablishing funding for Challenge Grants.

Although DCF was provided budget authority for the Challenge Grants for fiscal year 2018-2019, no proviso language appeared in the budget to allow the transfer of source funding from the LGHTF. Therefore, homeless CoCs throughout the state managed to address homelessness in their local communities with $5 million fewer resources to end homelessness in the 2018-2019 fiscal year.

3. Embrace best practices and incentivize the use of best practices at the local level.

With already tight and exhausted budgets, plus a reduction in state funding to address homelessness in local communities, CoCs continued to improve their homeless response systems by employing best practices when serving Floridians experiencing homelessness. However, it is difficult to incentivize best practices when you do not have funding for activities like training and professional development; which then prohibits the development of a robust homeless response system. CoCs are continuing to find creative ways to achieve their mission of making homelessness rare, brief, and one-time despite the financial obstacles.

4. Appropriate funding to match, dollar-for-dollar, the Title IX resources to the Department of Education to fund services that assist homeless school children with priority to supplement transportation.

Funding to match Title IX resources to ensure homeless school children have transportation available to access to continuing education at their school of origin did not get appropriated during this legislative session. The Council will continue advocating for funding and resources that will benefit children experiencing homelessness within our school system.

5. Revise Florida Statutes 420.621-626.

No revisions to the Florida Statutes 420.621-626 occurred during the legislative session. The Council believes this is an important recommendation and will continue advocating for these revisions to this State Statute in future legislative sessions.

APPENDIX II:
CoC Funding

Appendix II, Table 1: CoC Funding Table from Federal and State Sources

CoC #	CoC	Total Funding Award	HUD CoC	State Total	State Challenge	State HUD-ESG	State Staffing	State TANF-HP
FL-500	Manatee Sarasota CoC	$571,234.83	-	$571,234.83	$110,591.98	$317,500.00	$107,142.85	$36,000.00
FL-501	Hillsborough CoC	$6,769,376.31	$6,347,400.00	$421,976.31	$82,333.46	$232,500.00	$107,142.85	-
FL-502	Pinellas CoC	$4,769,872.42	$4,129,427.00	$640,445.42	$143,385.82	$330,416.75	$107,142.85	$59,500.00
FL-503	Polk CoC	$2,394,735.83	$1,974,655.00	$420,080.83	$110,591.98	$174,939.00	$107,142.85	$27,407.00
FL-504	Flagler Volusia CoC	$2,006,968.67	$1,420,440.00	$586,528.67	$143,385.82	$285,000.00	$107,142.85	$51,000.00
FL-505	Okaloosa Walton CoC	$1,307,222.12	$676,587.00	$630,635.12	$143,385.82	$350,106.45	$107,142.85	$30,000.00
FL-506	Franklin Gadsden Jefferson Leon Liberty Madison Taylor Wakulla CoC	$1,902,618.22	$1,451,760.00	$450,858.22	$143,385.82	$170,329.55	$107,142.85	$30,000.00
FL-507	Orange Osceola Seminole CoC	$8,606,914.67	$8,069,046.00	$537,868.67	$143,385.82	$257,240.00	$107,142.85	$30,100.00
FL-508	Alachua Bradford Gilchrist Levy Putnam CoC	$1,283,705.57	$703,177.00	$580,528.57	$143,385.82	$299,999.90	$107,142.85	$30,000.00
FL-509	Indian River Martin St. Lucie CoC	$2,388,095.15	$1,710,063.00	$678,032.15	$180,366.10	$390,523.20	$107,142.85	-
FL-510	Clay Duval Nassau CoC	$5,215,671.61	$4,659,124.00	$556,547.61	$179,904.76	$227,500.00	$107,142.85	$42,000.00
FL-511	Escambia Santa Rosa CoC	$1,477,519.20	$815,404.00	$662,115.20	$180,366.10	$332,606.25	$107,142.85	$42,000.00
FL-512	St. Johns CoC	$597,783.31	$133,307.00	$464,476.31	$82,333.46	$245,000.00	$107,142.85	$30,000.00
FL-513	Brevard CoC	$1,225,364.31	$742,388.00	$482,976.31	$82,333.46	$257,500.00	$107,142.85	$36,000.00
FL-514	Marion CoC	$835,863.83	$292,129.00	$543,734.83	$110,591.98	$290,000.00	$107,142.85	$36,000.00
FL-515	Bay Calhoun Gulf Holmes Jackson Washington CoC	$573,914.83	$53,680.00	$520,234.83	$110,591.98	$272,500.00	$107,142.85	$30,000.00
FL-517	Desoto Glades Hardee Hendry Highlands Okeechobee CoC	$732,137.58	$184,256.00	$547,881.58	$110,591.98	$330,146.75	$107,142.85	-

CoC #	CoC	Total Funding Award	HUD CoC	State Total	State Challenge	State HUD-ESG	State Staffing	State TANF-HP
FL-518	Columbia Hamilton Lafayette Suwanee CoC	$926,447.67	$360,919.00	$565,528.67	$143,385.82	$272,500.00	$107,142.85	$42,500.00
FL-519	Pasco CoC	$1,443,578.83	$911,344.00	$532,234.83	$110,591.98	$272,500.00	$107,142.85	$42,000.00
FL-520	Citrus Hernando Lake Sumter CoC	$1,020,040.12	$428,405.00	$591,635.12	$143,385.82	$305,106.45	$107,142.85	$36,000.00
FL-600	Miami Dade CoC	$32,023,730.83	$31,480,996.00	$542,734.83	$110,591.98	$290,000.00	$107,142.85	$35,000.00
FL-601	Broward CoC	$10,741,344.67	$10,201,816.00	$539,528.67	$143,385.82	$257,500.00	$107,142.85	$31,500.00
FL-602	Charlotte CoC	$873,818.95	$258,810.00	$615,008.95	$180,366.10	$285,000.00	$107,142.85	$42,500.00
FL-603	Lee CoC	$2,169,057.31	$1,835,851.00	$333,476.31	$82,333.46	$108,000.00	$107,142.85	$36,000.00
FL-604	Monroe CoC	$1,204,944.15	$491,912.00	$713,032.15	$180,366.10	$390,523.20	$107,142.85	$35,000.00
FL-605	Palm Beach CoC	$6,054,741.83	$5,795,007.00	$259,734.83	$110,591.98	-	$107,142.85	$42,000.00
FL-606	Collier CoC	$487,210.31	$297,734.00	$189,476.31	$82,333.46	-	$107,142.85	-
TOTALS		$99,603,913.13	$85,425,367.00	$14,178,546.13	$3,488,244.68	$6,944,937.50	$2,892,856.95	$852,507.00

State HUD-ESG = Federal Emergency Solutions Grant (ESG) funding allocated to the State of Florida by the Department of Housing and Urban Development, to be used for homeless-related housing interventions, outreach, shelters, and more.

State TANF-HP = Federal Temporary Assistance to Needy Families (TANF) funding that is allocated to the State of Florida, which is utilized for Homelessness Prevention (HP) services.

State Staffing = Funding appropriated by the State of Florida legislature to build capacity in local homeless Continuums of Care (CoCs).

State Challenge = Funding appropriated by the State of Florida legislature, and allocated from the Local and State Government Housing Trust Fund, to provide a variety of homelessness-related services and housing.

HUD-CoC = Federal Continuum of Care funding granted to local homeless Continuums of Care (CoCs) on a competitive basis to coordinate programs, provide housing interventions, and collect and manage data related to homelessness.

Note: State funding reflects FY2018-2019 levels. HUD-CoC funding reflects HUD-CoC awards for the 2018 competition, some of which may not be contracted until 2019-2020.

APPENDIX III:
Point-In-Time Count Data

Appendix III, Table 1: Total Homeless, 2015-2019

CoC #	Continuum of Care (CoC) Geographic Area	2015	2016	2017	2018	2019
FL-500	Manatee, Sarasota Counties CoC	1,198	1,468	1,447	1,192	1,135
FL-501	Hillsborough County CoC	1,931	1,817	1,549	1,795	1,650
FL-502	Pinellas County CoC	3,387	2,777	2,831	2,612	2,415
FL-503	Polk County CoC	464	635	512	552	563
FL-504	Flagler, Volusia Counties CoC	1,325	1,005	753	683	875
FL-505	Okaloosa, Walton Counties CoC	683	629	401	495	399
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	863	869	1,072	909	966
FL-507	Orange, Osceola, Seminole Counties CoC	2,112	1,613	2,074	2,053	2,010
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	870	844	819	756	804
FL-509	Indian River, Martin, St. Lucie Counties CoC	2,412	2,382	1,732	1,542	1,499
FL-510	Clay, Duval, Nassau Counties CoC	1,853	1,959	1,869	1,794	1,654
FL-511	Escambia, Santa Rosa Counties CoC	1,014	798	758	632	518
FL-512	St. Johns County CoC	1,161	1,064	445	342	356
FL-513	Brevard County CoC	1,072	827	845	734	815
FL-514	Marion County CoC	787	823	725	571	475
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	317	310	336	381	488
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	1,218	1,071	609	453	403
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	1,115	1,145	502	493	538
FL-519	Pasco County CoC	1,019	1,055	2,512	1,356	894
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	731	595	635	711	677
FL-600	Miami-Dade County CoC	4,152	4,235	3,721	3,516	3,472
FL-601	Broward County CoC	2,615	2,302	2,450	2,318	2,803
FL-602	Charlotte County CoC	562	388	222	164	156
FL-603	Lee County CoC	614	439	431	728	630
FL-604	Monroe County CoC	615	575	631	973	501
FL-605	Palm Beach County CoC	1,421	1,332	1,607	1,309	1,397
FL-606	Collier County CoC	389	545	621	653	498
TOTALS		**35,900**	**33,502**	**32,109**	**29,717**	**28,591**

Appendix III, Table 2: Sheltered and Unsheltered, 2019

CoC #	CoC Name	Sheltered	Unsheltered	% Unsheltered	Total
FL-500	Suncoast Partnership to End Homelessness	735	400	35%	1,135
FL-501	Tampa Hillsborough Homeless Initiative	978	672	41%	1,650
FL-502	Pinellas County Homeless Leadership Board	1,581	834	35%	2,415
FL-503	Homeless Coalition of Polk County	449	114	20%	563
FL-504	Volusia/Flagler County Coalition for the Homeless	368	507	58%	875
FL-505	Homelessness & Housing Alliance	165	234	59%	399
FL-506	Big Bend Continuum of Care	875	91	9%	966
FL-507	Homeless Services Network of Central FL	1,674	336	17%	2,010
FL-508	United Way of North Central FL	302	502	62%	804
FL-509	Treasure Coast Homeless Services Council	154	1,345	90%	1,499
FL-510	Changing Homelessness	1,146	508	31%	1,654
FL-511	Opening Doors of NWFL	341	177	34%	518
FL-512	Flagler Hospital - St Augustine	156	200	56%	356
FL-513	Brevard Homeless Coalition	418	397	49%	815
FL-514	Marion County Homeless Council	296	179	38%	475
FL-515	Doorways of NWFL	133	355	73%	488
FL-517	Heartland Coalition for the Homeless	53	350	87%	403
FL-518	United Way of Suwannee Valley	113	425	79%	538
FL-519	Coalition for the Homeless of Pasco County	206	688	77%	894
FL-520	Mid FL Homeless Coalition	346	331	49%	677
FL-600	Miami-Dade County Homeless Trust	2,464	1,008	29%	3,472
FL-601	Broward County Homeless Initiative Partnership	1,453	1,350	48%	2,803
FL-602	Gulf Coast Partnership	89	67	43%	156
FL-603	Lee County Human & Veteran Services	468	162	26%	630
FL-604	Monroe County Homeless Services CoC	292	209	42%	501
FL-605	Palm Beach County Division of Human Services	457	940	67%	1,397
FL-606	Hunger & Homeless Coalition of Collier County	399	99	20%	498
TOTALS		**16,111**	**12,480**	**44%**	**28,591**

Appendix III, Table 3: Homeless Population Characteristics, 2018-2019

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 2019 data is compared to reported 2018 data. Reported characteristics are based the individuals own self-report and may not have been verified.

Gender

Gender	2018 Number	2018 Percentage	2019 Number	2019 Percentage
Female	12,109	38.1%	10,055	35.2%
Male	18,309	61.6%	18,449	65.5%
Transgender	67	0.2%	67	.2%
Gender Nonconforming	34	0.1%	20	.01%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Age

Age Range	2018 Number	2018 Percentage	2019 Number	2019 Percentage
Under 18	5,532	18.6%	4,838	16.9%
18-24	1,981	6.7%	1,628	5.7%
Over 24	22,204	74.7%	22,125	77.4%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Ethnicity

Ethnicity	2018 Number	2018 Percentage	2019 Number	2019 Percentage
Hispanic/Latino	4,098	13.8%	3,755	13.1%
Non-Hispanic/ Non-Latino	25,619	86.2%	24,836	86.9%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Race

Population Category	2018 Number	2018 Percentage	2019 Number	2019 Percentage
American Indian or Alaska Native	242	0.8%	233	0.8%
Asian	110	0.4%	109	0.4%
Black or African American	11,663	39.2%	11,677	40.8%
Multiple Races	980	3.3%	771	2.7%
Native Hawaiian or Pacific Islander	93	0.3%	93	0.3%
White	16,629	56.0%	15,708	54.9%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Household Composition

Household Type	2018 Number	2018 Percentage	2019 Number	2019 Percentage
People in households with at least one adult and one child	8,300	27.9%	7,287	25.5%
People in households without children	20,973	70.6%	21,048	73.6%
People in households with only children	444	1.5%	256	0.9%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Military Veterans

Served/Active Duty	2018 Number	2018 Percentage	2019 Number	2019 Percentage
Yes	2,515	8.5%	2,384	8.3%
No	27,202	91.5%	26,207	91.7%
TOTAL	**29,717**	**100%**	**28,591**	**100%**

Other Characteristics

Condition	2018 Number	2018 Percentage	2019 Number	2019 Percentage
Substance Use Disorder	4,202	14.1%	3,948	13.8%
Severely Mentally Ill	4,804	16.2%	4,947	17.3%
HIV/AIDS	377	1.3%	505	1.8%
SURVIVORS OF DOMESTIC VIOLENCE	**1,682**	**5.6%**	**2,029**	**7.1%**

Appendix III, Table 4: Chronic Homelessness, 2015-2019

CoC #	Continuum of Care (CoC) Geographic Area	2015	2016	2017	2018	2019
FL-500	Manatee, Sarasota Counties CoC	219	311	285	250	246
FL-501	Hillsborough County CoC	315	254	235	262	264
FL-502	Pinellas County CoC	633	607	690	434	722
FL-503	Polk County CoC	100	88	77	84	80
FL-504	Flagler, Volusia Counties CoC	301	210	85	90	89
FL-505	Okaloosa, Walton Counties CoC	305	306	92	119	269
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	134	81	112	151	152
FL-507	Orange, Osceola, Seminole Counties CoC	212	106	182	272	478
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	395	265	284	272	261
FL-509	Indian River, Martin, St. Lucie Counties CoC	131	77	134	64	51
FL-510	Clay, Duval, Nassau Counties CoC	353	337	286	327	301
FL-511	Escambia, Santa Rosa Counties CoC	219	216	132	78	52
FL-512	St. Johns County CoC	121	35	42	65	14
FL-513	Brevard County CoC	159	193	153	116	206
FL-514	Marion County CoC	66	201	137	173	181
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	25	30	38	98	34
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	227	335	283	259	235
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	209	279	34	38	41
FL-519	Pasco County CoC	433	404	418	495	265
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	38	23	40	36	68
FL-600	Miami-Dade County CoC	526	472	294	384	378
FL-601	Broward County CoC	444	430	581	641	914
FL-602	Charlotte County CoC	156	76	29	45	48
FL-603	Lee County CoC	180	90	65	132	110
FL-604	Monroe County CoC	148	125	83	62	36
FL-605	Palm Beach County CoC	452	455	252	164	215
FL-606	Collier County CoC	39	73	77	119	61
TOTALS		**6,540**	**6,079**	**5,120**	**5,230**	**5,771**

Appendix III, Table 5: Homelessness Among Veterans, 2015-2019

CoC #	Continuum of Care (CoC) Geographic Area	2015	2016	2017	2018	2019
FL-500	Manatee, Sarasota Counties CoC	152	161	149	108	111
FL-501	Hillsborough County CoC	313	181	172	171	149
FL-502	Pinellas County CoC	589	380	329	281	316
FL-503	Polk County CoC	44	42	35	26	38
FL-504	Flagler, Volusia Counties CoC	110	36	52	44	61
FL-505	Okaloosa, Walton Counties CoC	117	37	27	30	21
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	113	117	110	108	91
FL-507	Orange, Osceola, Seminole Counties CoC	320	231	218	181	177
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	217	123	126	114	126
FL-509	Indian River, Martin, St. Lucie Counties CoC	68	50	72	61	50
FL-510	Clay, Duval, Nassau Counties CoC	184	130	125	121	118
FL-511	Escambia, Santa Rosa Counties CoC	167	112	117	103	64
FL-512	St. Johns County CoC	24	36	40	30	25
FL-513	Brevard County CoC	193	160	187	169	182
FL-514	Marion County CoC	95	108	72	69	81
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	40	39	34	34	54
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	0	12	16	18	1
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	139	140	43	41	29
FL-519	Pasco County CoC	114	100	215	186	92
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	62	49	57	45	57
FL-600	Miami-Dade County CoC	236	157	167	120	169
FL-601	Broward County CoC	247	210	197	189	219
FL-602	Charlotte County CoC	65	65	55	40	43
FL-603	Lee County CoC	62	19	13	18	25
FL-604	Monroe County CoC	93	87	87	67	50
FL-605	Palm Beach County CoC	157	115	65	130	30
FL-606	Collier County CoC	5	5	9	11	5
TOTALS		**3,926**	**2,902**	**2,789**	**2,515**	**2,384**

Appendix III, Table 6: Family Homelessness: Total Persons in Families with Children, 2015-2019

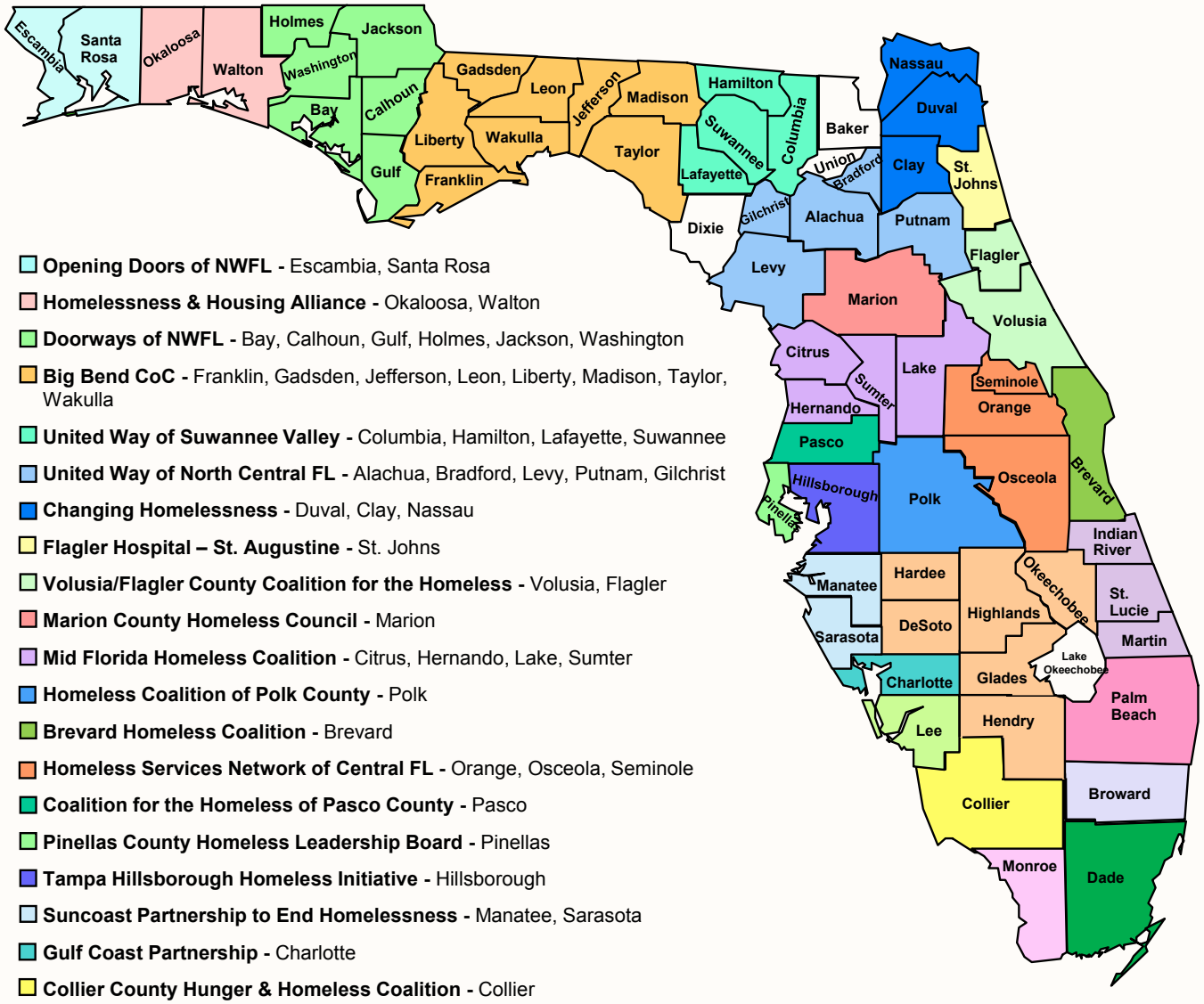
CoC #	Continuum of Care (CoC) Geographic Area	2015	2016	2017	2018	2019
FL-500	Manatee, Sarasota Counties CoC	220	249	245	238	160
FL-501	Hillsborough County CoC	568	533	479	602	456
FL-502	Pinellas County CoC	484	394	365	359	381
FL-503	Polk County CoC	116	218	170	198	189
FL-504	Flagler, Volusia Counties CoC	395	256	198	199	301
FL-505	Okaloosa, Walton Counties CoC	117	108	154	147	80
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	238	234	262	269	215
FL-507	Orange, Osceola, Seminole Counties CoC	720	576	732	713	745
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	82	248	120	113	129
FL-509	Indian River, Martin, St. Lucie Counties CoC	1,113	1,457	982	688	745
FL-510	Clay, Duval, Nassau Counties CoC	499	493	425	384	289
FL-511	Escambia, Santa Rosa Counties CoC	140	183	139	165	45
FL-512	St. Johns County CoC	264	283	150	123	120
FL-513	Brevard County CoC	456	322	262	213	211
FL-514	Marion County CoC	168	173	126	129	110
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	45	44	51	68	34
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	598	470	232	161	161
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	239	260	130	106	84
FL-519	Pasco County CoC	227	262	1,696	552	209
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	245	181	191	285	178
FL-600	Miami-Dade County CoC	1,432	1,053	1,175	1,091	1,160
FL-601	Broward County CoC	516	458	413	462	462
FL-602	Charlotte County CoC	249	165	57	34	25
FL-603	Lee County CoC	94	129	114	305	334
FL-604	Monroe County CoC	53	78	50	249	32
FL-605	Palm Beach County CoC	201	324	326	345	264
FL-606	Collier County CoC	96	207	119	102	168
TOTAL		**9,575**	**9,358**	**9,363**	**8,300**	**7,287**

Appendix III, Table 7: Point in Time Counts by County, 2015-2019

County	2015	2016	2017	2018	2019
Alachua	636	777	702	641	714
Baker	N/C	N/C	N/C	N/C	N/C
Bay	308	310	316	372	470
Bradford	0	N/C	6	33	4
Brevard	1,178	827	845	734	815
Broward	2,624	2,302	2,450	2,318	2,803
Calhoun	6	N/C	4	0	2
Charlotte	548	388	222	164	156
Citrus	180	224	175	169	262
Clay	147	76	84	62	74
Collier	389	545	621	653	498
Columbia	538	596	292	485	316
DeSoto	333	270	178	104	104
Dixie	N/C	N/C	N/C	N/C	N/C
Duval	1,566	1,784	1,643	1,640	1,494
Escambia	884	745	693	598	504
Flagler	105	104	75	62	130
Franklin	23	4	N/C	N/C	N/C
Gadsden	9	42	25	6	2
Gilchrist	0	N/C	1	0	0
Glades	96	85	44	36	34
Gulf	0	N/C	N/C	2	4
Hamilton	114	114	44	N/C	45
Hardee	124	96	81	82	70
Hendry	138	107	61	45	45
Hernando	218	143	189	182	151
Highlands	483	385	172	136	102
Hillsborough	1,931	1,817	1,549	1,795	1,650
Holmes	0	N/C	2	3	0
Indian River	812	756	592	447	486
Jackson	3	N/C	14	2	5
Jefferson	4	8	N/C	N/C	N/C
Lafayette	68	68	24	N/C	27
Lake	265	198	242	312	254

County	2015	2016	2017	2018	2019
Lee	638	439	431	728	630
Leon	808	768	1,022	903	951
Levy	13	14	38	26	27
Liberty	2	1	N/C	N/C	N/C
Madison	1	8	N/C	N/C	N/C
Manatee	308	497	570	545	541
Marion	787	823	725	571	475
Martin	504	610	498	311	305
Miami-Dade	4,152	4,235	3,721	3,516	3,472
Monroe	615	575	631	973	501
Nassau	140	99	142	92	86
Okaloosa	592	464	302	322	372
Okeechobee	158	128	73	50	48
Orange	1,396	1,228	1,522	1,539	1,544
Osceola	372	175	239	226	214
Palm Beach	1,421	1,332	1,607	1,309	1,397
Pasco	1,045	1,055	2,512	1,356	894
Pinellas	3,387	2,777	2,831	2,612	2,415
Polk	464	635	512	552	563
Putnam	26	53	72	56	59
St. Johns	1,161	1,064	445	342	356
St. Lucie	1,096	1,016	642	784	708
Santa Rosa	130	53	65	34	13
Sarasota	943	971	877	647	594
Seminole	344	210	313	288	252
Sumter	68	30	29	48	10
Suwannee	350	367	142	8	150
Taylor	N/C	28	N/C	N/C	9
Union	N/C	N/C	N/C	N/C	N/C
Volusia	1,222	901	678	621	745
Wakulla	N/C	10	25	0	4
Walton	91	165	99	173	27
Washington	0	N/C	N/C	2	7
TOTALS	**35,964**	**33,502**	**32,109**	**29,717**	**28,590**

APPENDIX IV:
CoC Geographic Areas and Lead Agencies



- **Opening Doors of NWFL -** Escambia, Santa Rosa
- **Homelessness & Housing Alliance -** Okaloosa, Walton
- **Doorways of NWFL -** Bay, Calhoun, Gulf, Holmes, Jackson, Washington
- **Big Bend CoC -** Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla
- **United Way of Suwannee Valley -** Columbia, Hamilton, Lafayette, Suwannee
- **United Way of North Central FL -** Alachua, Bradford, Levy, Putnam, Gilchrist
- **Changing Homelessness -** Duval, Clay, Nassau
- **Flagler Hospital – St. Augustine -** St. Johns
- **Volusia/Flagler County Coalition for the Homeless -** Volusia, Flagler
- **Marion County Homeless Council -** Marion
- **Mid Florida Homeless Coalition -** Citrus, Hernando, Lake, Sumter
- **Homeless Coalition of Polk County -** Polk
- **Brevard Homeless Coalition -** Brevard
- **Homeless Services Network of Central FL -** Orange, Osceola, Seminole
- **Coalition for the Homeless of Pasco County -** Pasco
- **Pinellas County Homeless Leadership Board -** Pinellas
- **Tampa Hillsborough Homeless Initiative -** Hillsborough
- **Suncoast Partnership to End Homelessness -** Manatee, Sarasota
- **Gulf Coast Partnership -** Charlotte
- **Collier County Hunger & Homeless Coalition -** Collier
- **Lee County Human & Veteran Services -** Lee
- **Heartland Coalition for the Homeless -** DeSoto, Glades, Hardee, Hendry, Highlands, Okeechobee
- **Treasure Coast Homeless Services Council -** Indian River, Martin, St. Lucie
- **Palm Beach County Division of Human Services -** Palm Beach
- **Broward Homeless Initiative Partnership -** Broward
- **Miami-Dade County Homeless Trust -** Dade
- **Monroe County Homeless Services CoC -** Monroe

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APPENDIX V:
Designated CoC Lead Agency Contact Information

CoC #	Contact	Continuum of Care	Counties Served
FL-500	Tara Booker P – 941-955-8987 F – 941-209-5595 tara@suncoastpartnership.org www.suncoastpartnership.org	Suncoast Partnership to End Homelessness 1750 17th Street, Bldg. C-1 Sarasota, FL 34234	**Manatee, Sarasota**
FL-501	Antoinette Hayes-Triplett P – 813-223-6115 F – 813-223-6178 tripletta@thhi.org www.thhi.org	Tampa Hillsborough Homeless Initiative 601 East Kennedy Boulevard 24th Floor Tampa, FL 33602	**Hillsborough**
FL-502	Susan Myers P – 727-582-7916 F – 727-528-5764 smyers@pinellasHLB.org www.pinellasHLB.org	Pinellas County Homeless Leadership Board 647 1st Avenue, North St. Petersburg, FL 33701	**Pinellas**
FL-503	Laura Lee Gwinn P – 863-687-8386 F – 863-802-1436 lgwinn@polkhomeless.org www.polkhomeless.org	Homeless Coalition of Polk County 328 W Highland Drive Lakeland, FL 33813	**Polk**
FL-504	Jeff White P – 386-279-0029 F – 386-279-0028 jwhite@vfcch.org www.vfcch.org	Volusia/Flagler County Coalition for the Homeless Mailing Address: P.O. Box 309 Daytona Beach, FL 32115-0390 Physical Address: 324 North Street Daytona Beach, FL 32114	**Volusia, Flagler**
FL-505	Sarah Yelverton P – 850-362-7429 sarah@hhalliance.org www.hhalliance.org	Homelessness and Housing Alliance P.O. Box 115 Ft. Walton Beach, FL 32549	**Okaloosa, Walton**

CoC #	Contact	Continuum of Care	Counties Served
FL-506	Amanda Wander P – 850-792-5015 F – 850-488-1616 awander@bigbendcoc.org www.bigbendcoc.org	Apalachee Regional Planning Council 2507 Callaway Road, Suite 200 Tallahassee, FL 32303	**Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla**
FL-507	Martha Are P – 407-893-0133 F – 407-893-5299 martha.are@hsncfl.org www.hsncfl.org	Homeless Services Network of Central Florida 4065 L.B. McLeod Road Unit 4065-D Orlando, FL 32811	**Orange, Osceola, Seminole**
FL-508	Mona Gil de Gibaja P – 352-331-2800 mgildegibaja@unitedwayncfl.org www.unitedwayncfl.org	United Way of North Central Florida 6031 NW 1st Place Gainesville, FL 32607	**Alachua, Bradford, Gilchrist, Levy, Putnam**
FL-509	Louise Hubbard P – 772-567-7790 F – 772-567-5991 irhsclh@aol.com www.tchelpspot.org	Treasure Coast Homeless Services Council 2525 St. Lucie Avenue Vero Beach, FL 32960	**Indian River, Martin, St. Lucie**
FL-510	Dawn Gilman P – 904-354-1100 F – 866-371-8637 dgilman@changinghomelessness.org www.changinghomelessness.org	Changing Homelessness 660 Park Street Jacksonville, FL 32204	**Clay, Duval, Nassau**
FL-511	John Johnson P – 850-439-3009, ext. 106 F – 850-436-4656 johnj@openingdoorsnwfl.org www.openingdoorsNWFL.org	Opening Doors Northwest Florida Mailing Address: P.O. Box 17222 Pensacola, FL 32522 Physical Address: 3702 N. Pace Boulevard Pensacola, FL 32505	**Escambia, Santa Rosa**
FL-512	John Eaton P – 904-819-4425 John.eaton@flaglerhospital.org	Flagler Hospital 400 Health Park Boulevard St. Augustine, FL 32086	**St. Johns**

CoC #	Contact	Continuum of Care	Counties Served
FL-513	Miriam Moore P – 321-652-2737 miriam@brevardhomelesscoalition.org www.brevardhomelesscoalition.org	Brevard Homeless Coalition c/o Space Coast Health Foundation 6905 N Wickham Road, Suite 301 Melbourne, FL 32940	**Brevard**
FL-514	Angela Juaristic P – 352-732-1380 F – 352-622-2975 angela@mchcfl.org www.mchcfl.org	Marion County Homeless Council 108 N. Magnolia Avenue, Suite 202 Ocala, FL 34475	**Marion**
FL-515	Yvonne Petrasovits P – 850-481-5446 director@doorwaysnwfl.org www.doorwaysnwfl.org	Doorways of NWFL P.O. Box 549 Panama City, FL 32402-0549	**Bay, Calhoun, Gulf, Holmes, Jackson, Washington**
FL-517	Brenda Gray P – 863-453-8901 or 863/657-2637 F – 863-453-8903 Brenda.gray@heartlandhomeless.com www.heartlandhomeless.com	Heartland Coalition for the Homeless Mailing Address: P.O. Box 1023 Avon Park, FL 33826-1023 Physical Address: 752 U.S. Highway 27 North Avon Park, FL 33825	**DeSoto, Glades, Hardee, Hendry, Highlands, Okeechobee**
FL-518	Jennifer Anchors P – 386-752-5604 F – 386-752-0105 Jen@unitedwaysuwanneevalley.org www.unitedwsv.org	United Way of Suwannee Valley 871 SW State Road 47 Lake City, FL 32025-0433	**Columbia, Hamilton, Lafayette, Suwannee**
FL-519	Don Anderson P – 727-842-8605 F – 727-842-8538 don@pascohomelesscoalition.org www.pascohomelesscoalition.org	Coalition for the Homeless of Pasco County 5652 Pine Street New Port Richey, FL 34655	**Pasco**
FL-520	Barbara Wheeler P – 352-860-2308 F – 352-600-3374 mfhc01@gmail.com www.midfloridahomeless.org	Mid Florida Homeless Coalition 104 E Dampier Street Inverness, FL 34450	**Citrus, Hernando, Lake, Sumter**

CoC #	Contact	Continuum of Care	Counties Served
FL-600	Victoria Mallette P – 305-375-1491 F – 305-375-2722 vmallette@miamidade.gov www.homelesstrust.org	Miami-Dade County Homeless Trust 111 NW 1st Street, Suite 27-310 Miami, FL 33128	**Miami-Dade**
FL-601	Rebecca Mcguire P – 954-357-5686 F – 954-357-5521 RMcguire@broward.org www.broward.org/homeless	Broward County Homeless Initiative Partnership 115 S. Andrews Avenue., Room A-370 Ft. Lauderdale, FL 33301	**Broward**
FL-602	Angela Hogan P – 941-626-0220 F – 941-347-8154 ahogan@gulfcoastpartnership.org www.gulfcoastpartnership.org	Gulf Coast Partnership 408 Tamiami Trail, Unit 121 Punta Gorda, FL 33950	**Charlotte**
FL-603	Jeannie Sutton P – 239-533-7958 F – 239-533-7955 jsutton@leegov.com www.leehomeless.org	Lee County Human & Veteran Services 2440 Thompson Street Fort Myers, FL 33901	**Lee**
FL-604	Mark Lenkner P – 305-440-2315 mark.lenkner@monroehomelesscoc.org www.monroehomelesscoc.org	Monroe County Homeless Services CoC P.O. Box 2410 Key West, FL 33045	**Monroe**
FL-605	Sonya McNair P – 561- 355-4772 F – 561-355-4801 smcnair@pbcgov.org www.homelesscoalitionpbc.org	Palm Beach County Division of Human Services 810 Datura Street, Suite 350 West Palm Beach, FL 33401	**Palm Beach**
FL-606	Christine Welton P – 239-263-9363 F – 239-263-6058 executivedirector@collierhomelesscoalition.org www.collierhomelesscoalition.org	Hunger & Homeless Coalition of Collier County Mailing Address: P.O. Box 9202 Naples, FL 34101 Physical Address: 3510 Kraft Road, Suite 200 Naples, FL 34105	**Collier**

APPENDIX VI:
Homeless Students in Public Schools

Appendix VI, Table 1: FDOE Reported Homeless Students, 2017-2018

District Number	District Name	Living Situation at the Time the Student Was Identified as Homeless				Total Homeless	Total Non-Homeless	Unaccompanied Youth
		Shelters	Sharing Housing	Other	Motels			
01	Alachua	113	797	33	78	1,021	30,335	68
02	Baker	<11	87	<11	<11	97	5,299	<11
03	Bay	50	1,243	61	169	1,523	28,741	135
04	Bradford	0	134	<11	15	155	3,571	<11
05	Brevard	206	2,065	110	382	2,763	76,267	227
06	Broward	449	3,637	241	576	4,903	284,248	335
07	Calhoun	0	72	<11	0	73	2,416	<11
08	Charlotte	28	321	13	73	435	16,923	57
09	Citrus	79	520	38	32	669	16,945	58
10	Clay	42	602	19	65	728	39,816	93
11	Collier	137	1,085	50	95	1,367	48,326	341
12	Columbia	79	498	25	69	671	10,441	31
13	Miami-Dade	1,864	6,453	241	399	8,957	366,359	349
14	Desoto	<11	122	<11	0	134	5,298	<11
15	Dixie	0	75	<11	<11	80	2,306	<11
16	Duval	436	4,848	43	490	5,817	139,251	675
17	Escambia	166	1,591	13	139	1,909	41,400	94
18	Flagler	21	448	23	37	529	13,783	41
19	Franklin	<11	262	19	<11	290	1,212	37
20	Gadsden	<11	268	<11	<11	287	5,809	<11
21	Gilchrist	0	<11	<11	<11	13	2,947	<11
22	Glades	<11	32	<11	0	39	1,938	<11
23	Gulf	0	13	0	<11	16	2,145	<11
24	Hamilton	<11	312	<11	20	335	1,485	<11
25	Hardee	<11	120	15	<11	147	5,626	<11
26	Hendry	130	1,054	22	25	1,231	7,216	50

District Number	District Name	Living Situation at the Time the Student Was Identified as Homeless				Total Homeless	Total Non-Homeless	Unaccompanied Youth
		Shelters	Sharing Housing	Other	Motels			
27	Hernando	34	516	29	76	653	23,911	93
28	Highlands	44	550	23	34	651	12,953	<11
29	Hillsborough	424	3,705	111	619	4,865	235,961	340
30	Holmes	0	70	0	<11	71	3,587	<11
31	Indian River	74	265	12	65	416	18,751	6
32	Jackson	0	131	14	13	158	7,035	22
33	Jefferson	0	35	<11	0	38	880	<11
34	Lafayette	<11	90	104	0	198	1,120	<11
35	Lake	103	1,959	42	165	2,269	45,398	115
36	Lee	239	1,360	75	397	2,071	100,527	54
37	Leon	178	516	20	76	790	35,995	127
38	Levy	22	183	<11	<11	210	5,961	<11
39	Liberty	0	25	<11	0	29	1,656	<11
40	Madison	0	79	89	<11	169	2,857	<11
41	Manatee	133	1,348	45	153	1,679	50,671	195
42	Marion	166	2,104	46	333	2,649	46,356	551
43	Martin	106	330	17	29	482	20,160	69
44	Monroe	90	367	81	158	696	8,783	33
45	Nassau	29	433	50	31	543	12,137	126
46	Okaloosa	107	279	16	47	449	34,959	52
47	Okeechobee	<11	508	<11	<11	520	6,768	12
48	Orange	314	7,247	130	2,001	9,692	211,757	421
48D	Ucp Charter	<11	12	0	<11	17	890	0
49	Osceola	98	3,878	97	1,139	5,212	70,623	57
50	Palm Beach	389	3,427	236	355	4,407	199,624	310
50D	Southtech	<11	<11	0	0	11	1,662	0
51	Pasco	247	1,680	88	217	2,232	77,893	356
52	Pinellas	616	2,959	98	560	4,233	107,514	518
53	Polk	246	3,493	164	723	4,626	104,818	434
53D	Lake Wales	<11	194	50	22	273	4,141	34
54	Putnam	64	483	39	48	634	11,488	149

District Number	District Name	Living Situation at the Time the Student Was Identified as Homeless				Total Homeless	Total Non-Homeless	Unaccompanied Youth
		Shelters	Sharing Housing	Other	Motels			
55	St. Johns	104	639	34	95	872	42,810	216
56	St. Lucie	72	1,274	44	195	1,585	42,125	135
57	Santa Rosa	24	932	31	47	1,034	28,736	89
58	Sarasota	152	590	14	76	832	45,554	98
59	Seminole	83	1,806	32	347	2,268	71,655	137
60	Sumter	<11	118	<11	21	148	9,407	<11
61	Suwannee	16	242	<11	21	285	6,657	28
62	Taylor	<11	98	18	<11	124	2,981	15
63	Union	<11	94	<11	0	98	2,483	<11
64	Volusia	166	2,207	60	285	2,718	67,383	295
65	Wakulla	0	78	<11	<11	83	5,470	<11
66	Walton	<11	319	16	<11	346	10,170	24
67	Washington	<11	186	<11	<11	197	3,671	15
68	Deaf/Blind	0	16	<11	0	17	591	0
71	FL Virtual	<11	49	<11	31	89	8,070	<11
72	FSU Lab Sch	<11	21	<11	<11	24	2,558	<11
73	FSU Lab Sch	<11	<11	0	0	<11	2,448	0
74	FAMU Lab Sch	<11	<11	0	0	<11	608	0
75	UF Lab Sch	0	0	0	0	0	1,202	0
STATE TOTAL		**8,202**	**73,584**	**2,966**	**11,108**	**95,860**	**2,981,518**	**7,844**
% OF TOTAL		**8.6%**	**76.8%**	**3.1%**	**11.6%**	**% OF TOTAL STUDENTS WHO ARE HOMELESS: 3.1%**		**8.2%**

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"

Unsheltered 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 (this category was dropped from the Federal definition of homelessness on 12/15/2016)

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

Appendix VI, Table 2: FDOE Reported Homeless Students, 2013-2018

District	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Alachua	809	683	785	840	1,021
Baker	112	93	41	11	97
Bay	1,184	1,437	1,506	1,583	1,523
Bradford	194	254	212	180	155
Brevard	1,690	1,845	1,973	2,262	2,763
Broward	2,323	2,270	2,262	2,742	4,903
Calhoun	60	76	99	71	73
Charlotte	519	508	436	458	435
Citrus	312	341	600	592	669
Clay	1,110	1,102	840	557	728
Collier	849	779	808	900	1,367
Columbia	549	588	553	504	671
Miami-Dade	3,252	4,031	6,103	8,046	8,957
Desoto	402	368	329	263	134
Dixie	28	62	44	67	80
Duval	2,111	2,163	2,256	3,348	5,817
Escambia	2,054	1,938	1,869	1,618	1,909
Flagler	522	616	509	550	529
Franklin	279	225	268	286	290
Gadsden	699	529	519	307	287
Gilchrist	14	<11	<11	<11	13
Glades	24	61	63	49	39
Gulf	20	15	16	<11	16
Hamilton	234	251	335	364	335
Hardee	125	200	192	160	147
Hendry	450	309	424	545	1,231
Hernando	443	585	522	612	653
Highlands	461	461	461	492	651
Hillsborough	3,233	3,813	3,316	3,210	4,859
Holmes	102	104	94	76	71

District	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Indian River	434	360	311	302	416
Jackson	113	143	140	124	158
Jefferson	<11	<11	<11	<11	38
Lafayette	207	208	199	166	198
Lake	3,229	2,416	2,433	2,395	2,269
Lee	1,313	1,256	1,293	1,499	2,071
Leon	702	797	866	866	790
Levy	157	216	190	227	210
Liberty	52	50	47	25	29
Madison	534	244	150	159	169
Manatee	1,854	1,864	1,581	1,907	1,679
Marion	2,373	2,685	2,494	2,426	2,649
Martin	157	179	265	477	482
Monroe	382	456	387	360	696
Nassau	428	484	445	566	543
Okaloosa	533	487	849	686	449
Okeechobee	573	468	375	487	520
Orange	6,736	6,800	6,853	6,130	9,692
Ucp Charter				<11	17
Osceola	4,941	4,675	3,562	3,341	5,212
Palm Beach	2,991	3,750	3,759	4,311	4,407
Southtech				12	11
Pasco	2,071	2,190	2,092	1,976	2,232
Pinellas	3,038	3,764	3,509	4,019	4,233
Polk	3,767	3,389	3,856	3,331	4,626
Lake Wales	246	258	705	236	273
Putnam	808	674	275	701	634
St. Johns	803	809	816	886	872
St. Lucie	543	650	718	742	1,585
Santa Rosa	1,776	1,696	1,312	1,101	1,034

District	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Sarasota	924	884	867	794	832
Seminole	2,034	1,992	1,898	1,539	2,268
Sumter	174	153	144	144	148
Suwannee	298	354	355	469	285
Taylor	123	94	127	126	124
Union	130	121	116	68	98
Volusia	2,261	2,322	2,171	2,318	2,718
Wakulla	56	40	54	61	83
Walton	313	294	241	218	346
Washington	138	190	200	199	197
Deaf/Blind	12	20	16	18	17
FLVirtual	34	61	98	60	89
FAU Lab Sch	<11	<11	<11	<11	24
FSU Lab Sch	<11	<11	0	<11	<11
FAMU Lab Sch	11	<11	<11	19	<11
UF Lab Sch	0	0	0	0	0
STATE TOTAL	**71,446**	**73,229**	**72,957**	**76,211**	**95,860**

APPENDIX VII:
Council on Homelessness Members

Agency	Represented By
Agency for Health Care Administration	Molly McKinstry
CareerSource Florida, Inc.	Warren Davis
Department of Children and Families	Ute Gazioch
Department of Corrections	Cassandra Moore
Department of Economic Opportunity	Isabelle Potts
Department of Education	Skip Forsyth
Department of Health	Patricia Boswell
Department of Veterans' Affairs	Alene Tarter
Florida Association of Counties	Claudia Tuck
Florida Coalition for the Homeless, Inc.	Daniel Ramos
Florida Housing Finance Corporation	Bill Aldinger
Florida League of Cities	Rick Butler
Florida Supportive Housing Coalition	Shannon Nazworth

Ex-Officio Appointees	Represented By
Children's Home Society Pensacola	Lindsey Cannon
US Department of Veteran Affairs	Nikki Barfield

Governor's Appointees
Andrae Bailey
Steve Smith

APPENDIX VIII:
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;

(1) 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;

(1) 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 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

(1) 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 IX:
Glossary

Affordable Housing – In general, housing for which the tenants are paying no more than 30% of their income for housing costs, including utilities. Affordable housing may either be subsidized housing or unsubsidized market housing. A special type of affordable housing for people with disabilities who need services along with affordable housing is "Permanent Supportive Housing."

Area Median Income (AMI) – The household in a certain region that is in the exact middle in terms of income compared to other households will set the AMI for their region (the household size is a factor taken into account; there are different AMIs for households of different sizes in the same region). This number is calculated every year by HUD. HUD focuses on a region, rather than a single city, because families and individuals are likely to look outside of cities to surrounding areas when searching for a place to live.

Chronically Homeless – In general, a household that has been continually homeless for over a year, or one that has had at least four episodes of homelessness in the past three years, where the combined lengths of homelessness of those episodes is at least one year, and in which the individual has a disabling condition.

Continuum of Care (CoC) – A local geographic area designated by HUD and served by a local planning body, which is responsible for organizing and delivering housing and services to meet the needs of people who are homeless as they move to stable housing and maximum self-sufficiency. The terms "CoC Governing Body" or "CoC Board" have the same meanings. In some contexts, the term "continuum of care" is also sometimes used to refer to the system of programs addressing homelessness. The geographic areas for the Florida CoCs are provided in Appendix VI.

CoC Lead Agency – The local organization or entity that implements the work and policies directed by the CoC. In Florida, there are 27 CoC Lead Agencies, serving 64 of 67 Florida counties. The CoC Lead Agency typically serves as the "Collaborative Applicant," which submits annual funding requests for HUD CoC Program funding on behalf of the CoC. The contacts for the CoC Lead Agencies are provided in Appendix VII.

Coordinated Entry System – A standardized community-wide process to perform outreach and identify homeless households, enter their information into HMIS, use common tools to assess their needs, and prioritize access to housing interventions and services to end their homelessness. Sometimes referred to as a "triage system" or "coordinated intake and assessment."

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.

Diversion – A strategy that prevents homelessness for people seeking shelter by helping them stay housed where they currently are or by identifying immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent housing. This strategy is used in order to keep individuals from entering the homelessness system in their county.

Effectively End Homelessness – Effectively ending homelessness means that the community has a comprehensive response in place to ensure that homelessness is prevented whenever possible, or if it cannot be prevented, it is a rare, brief, and non-recurring phenomenon. Specifically, the community will have the capacity to: (1) quickly identify and engage people at risk of or already experiencing homelessness; (2) intervene to prevent the loss of housing and divert people from entering the homelessness services system; and (3) 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. (Source: USICH)

Emergency Shelter – A facility operated to provide temporary shelter for people who are homeless. HUD's guidance is that the lengths of stay in emergency shelter prior to moving into permanent housing should not exceed 30 days.

Emergency Solutions Grant (ESG) – HUD funding that flows through state and certain local governments for street outreach, emergency shelters, rapid re-housing, homelessness prevention, and certain HMIS costs.

Extremely Low-Income (ELI) – Household income that is 30 percent or less of the AMI of the community.

Florida Housing Finance Corporation – 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.

The Homeless Emergency and Rapid Transition to Housing (HEARTH) Act – Federal legislation that, in 2009, amended and reauthorized the McKinney-Vento Homeless Assistance Act. The HEARTH/McKinney Vento Act provides federal funding for homeless programs, including the HUD ESG funds and the HUD CoC Grant funding.

Homeless – There are varied definitions of homelessness. Generally, "homeless" means lacking a fixed, regular, and adequate nighttime residence and living in temporary accommodations (e.g., shelter) or in places not meant for human habitation. Households fleeing domestic violence and similar threatening conditions are also considered homeless. For purposes of certain programs and funding, families with minor children who are doubled-up with family or friends for economic reasons may also be considered homeless, as are households at imminent risk of homelessness. See Appendix IX.

Homeless Management Information System (HMIS) – A web-based software solution and database tool designed to capture and analyze client-level information including the characteristics, service needs, and use of services by persons experiencing homelessness. HMIS is an important component of an effective Coordinated Entry System, CoC planning efforts, and performance evaluation based on program outcomes.

Homelessness Prevention – Short-term financial assistance, sometimes with support services, for households at imminent risk of homelessness and who have no other resources to prevent homelessness. For many programs, the household must also be extremely low income, with income at or less than 30% AMI, to receive such assistance.

Housing or Permanent Housing – Any housing arrangement in which the person/tenant can live indefinitely, as long as the rent is paid and lease terms are followed. Temporary living arrangements and programs – such as emergency shelters, transitional programs, and rehabilitation programs – do not meet the definition of housing.

Housing First Approach – 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 CoCs 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.

The Department of Housing and Urban Development (HUD) – HUD provides funding to states and local communities to address homelessness. In addition, this department supports fair housing, community development, and affordable housing, among other issues.

HUD CoC Funding – Funding administered by HUD through local CoC Collaborative Applicant (i.e., CoC Lead Agency) entities. Eligible uses for new projects include permanent supportive housing, rapid re-housing, coordinated entry, HMIS, and CoC planning.

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 CoC plans. The Office is responsible for coordinating resources and programs across all levels of government, and with private providers that serve people experiencing homelessness.

Outreach – A necessary homeless system component that involves interacting with unsheltered people who are homeless in whatever location they naturally stay (e.g., in campsites, on the streets), building trust, and offering access to appropriate housing interventions.

Permanent Supportive Housing (PSH) – Safe and affordable housing for people with disabling conditions, legal tenancy housing rights, and access to individualized support services. PSH that is funded through HUD CoC funding should prioritize people who are chronically homeless with the longest terms of homelessness and the highest level of vulnerability/acuity in terms of health issues and service needs.

Point in Time (PIT) Count – HUD requires CoCs to count the number of people experiencing homelessness in their geographic area 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 un-sheltered. 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. A one-night snapshot of homelessness in a specific geographic area, the PIT Count data are presented in Appendix II.

Rapid Re-Housing (RRH) – A housing intervention designed to move a household into perma-nent housing (e.g., a rental unit) as quickly as possible, ideally within 30 days of identification. Rapid Re-Housing typically provides (1) help identifying appropriate housing; (2) financial assistance (deposits and short-term or medium-term rental assistance for 1-24 months), and (3) support services as long as needed and desired, up to a certain limit.

Services or Support Services – A wide range of services designed to address issues negatively affecting a person's quality of life, stability, and/or health. Examples include behavioral health counseling or treatment for mental health and/or substance abuse issues, assistance increasing income through employment or disability assistance, financial education, assistance with practical needs such as transportation or housekeeping, and connections to other critical resources such as primary health care.

Sheltered/Unsheltered Homelessness – People who are in temporary shelters, including emergency shelter and transitional shelters, are considered "sheltered." People who are living outdoors or in places not meant for human habitation are considered "unsheltered."

Transitional Program – A temporary shelter program that allows for moderate stays (3-24 months) and provides support services. Based on research on the efficacy and costs of this model, this type of program should be a very limited component of the housing crisis response system, due to the relative costliness of the programs in the absence of outcomes that exceed rapid re-housing outcomes. Transitional housing should be used only for specific subpopulations such as transition-age youth, where research has shown it is more effective than other interventions.

United States Interagency Council on Homelessness (USICH) – A federal Council that co-ordinates the federal response to homelessness, working in partnership with Cabinet Secretaries and senior leaders from nineteen federal member agencies.

APPENDIX X:
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