

FLORIDA'S COUNCIL ON HOMELESSNESS

2020 ANNUAL REPORT



SUBMITTED JUNE 2020



Florida's Council on Homelessness

June 30, 2020

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 2020 Report" for your consideration.

In accordance with state law, the Council has prepared recommendations for reducing homelessness in our state. We have also provided data concerning the extent of homelessness and the characteristics of the men, women and children who do not have a home.

Since 2010 Florida has seen a marked decrease (50.8%) in the rate of "literal homelessness" amongst Floridians. This is due to the adoption of evidence-based practices, dedication of resources and coordinated efforts at the local and state level.

However, there are troubling indicators that homelessness may increase. The rate of unstably housed public school students continues to rise. This is largely due to increases in housing costs far exceeding wage growth. Additionally, the impacts of COVID-19 are unknown. Many predictions indicate there will be an increase in homelessness as eviction moratoriums are lifted.

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. We must remain focused on serving those with the greatest need, those experiencing "literal homelessness"; while developing strategies to reduce housing instability and preventing future homelessness.

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

If you would like any additional information regarding this report or homelessness in Florida, please do not hesitate to contact me.

Thank you,

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

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



The formation of the State of Florida's Interagency Council on Homelessness, created in 2001, has since become a nationally recognized best practice. A model unique to Florida, the Council unites leadership across a spectrum of statewide systems to convene stakeholder meetings, develop policy, and make recommendations on how to prevent and end homelessness across the state. Pursuant to section 420.622(9), Florida Statutes, the Council

on Homelessness submits its annual report to the Governor and Legislature, providing the current landscape of homelessness in Florida and offering recommended actions to address the challenge.

Across the State of Florida, the number of people experiencing homelessness over the last 10 years has decreased by 50.8 percent. This significant reduction in homelessness is due to several factors:

- First and foremost, an increase in permanent housing solutions;
- Homeless Continuums of Care (CoCs) have embraced, promoted, and utilized a Housing First approach;
- Increased effort, collaboration, and investment among all systems of care to expand permanent housing solutions;
- Leadership from the State of Florida's Office on Homelessness;
- Service providers using best practices; and,
- Improved economic conditions post-recession.

Florida lacks a housing stock that is attainable and affordable to extremely low-income households, demonstrated by the state's deficit of 356,808¹ affordable and available rental homes for households earning up to 30 percent of the area median income (AMI).

Nevertheless, communities throughout Florida are achieving success when tasked with creating real, effective solutions to prevent and end homelessness. Florida's Housing Trust Fund dollars are being applied to expand the supply of housing for low income households through rental development and housing subsidies and are increasingly utilized to serve homeless and special needs households. Local partnerships that encourage development and preservation of housing that is affordable, paired with evidence-based strategies that support at-risk community members, successfully serve the most vulnerable

Floridians including: students experiencing homelessness, persons experiencing chronic homelessness, persons with disabilities, the elderly, and other special needs households. Building upon the success, the Council believes it is imperative that the State of Florida appropriate and increase funding opportunities to build the capacity of the crisis response system by expanding permanent, affordable housing solutions to meet the needs of the most vulnerable. By 2030, it is estimated that over 35,000 of Florida's affordable units are at-risk of being lost² and resources must be deployed now to preserve and increase the housing stock while helping individuals and families obtain and maintain housing.

Prior to the emergence of the COVID-19 pandemic, Floridians were already housing cost burdened, with 945,687 low-income households paying more than 50 percent of their incomes for housing;³ and now there is even more concern that this current financial crisis may lead to homelessness for many. Floridians who earn minimum wage need to work 87 hours per week to afford a one-bedroom unit listed at Fair Market Rent.⁴ Unfortunately, with this new disaster it is anticipated that millions of Floridians will face a severe economic impact, jeopardizing their housing stability, due to COVID-19. When these already cost-burdened, income restrained families experience job loss, a disability, or a medical emergency it is often the catalyst for a family's entrance into the crisis response system.

Preliminary Point in Time Count (PIT) data included in this report provides a snapshot of homelessness in Florida, located in Appendix III. Reported with cautious optimism, this unpublished data appears to follow the 10-year trend of the number of people experiencing homelessness decreasing across Florida in both sheltered and unsheltered categories. The unparalleled circumstances caused by COVID-19 led the US Department of Housing and Urban Development to delay their deadline for CoCs to finalize and submit their 2020 PIT data for publishing. Final, published PIT Count data will be available to the public later this year.

In this report, the Council provides an overview of homelessness in Florida, including extensive data on subpopulations, geographic areas, and trends. Additionally, a synopsis is provided reviewing the solutions working to prevent and end homelessness throughout Florida. Based on the data, trends, and best practices, the Council provides specific recommendations for the State of Florida'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.

2020 POLICY RECOMMENDATIONS



SUMMARY OF 2020 POLICY RECOMMENDATIONS

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.
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.
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.
4. Support increased collaboration between Florida's housing and various service systems of care.
5. Florida's housing crisis response systems must not divert focus from permanent housing solutions for persons experiencing homelessness and should continue implementing evidence-based best practices while simultaneously addressing the influx of new households experiencing first-time homelessness and housing insecurity due to the economic impact of COVID-19.

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: housing that is affordable. 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.

The need for available and affordable housing is severe and is anticipated to worsen in the wake of the COVID-19 pandemic. Responding to this dire situation, the Council recommends allocating an increased portion of Sadowski Housing Trust Fund dollars to the creation of housing for Homeless and Persons with Special Needs households. According to the 2019 Rental Market Study, Homeless and Special Needs households represent 23 percent of the overall rental housing need,⁵ but the percentage of affordable apartments targeted to these households is far less. Underscored by the limited opportunities for occupancy prior to COVID-19, there are only 26 affordable and available homes per 100 extremely low-income households.⁶ The projected increase in evictions and reduced incomes for families across the state due to the impacts of COVID-19 will only exacerbate the problem. It is imperative that funding is increased so more housing for these vulnerable households can be developed.

Although the Sadowski Affordable Housing Trust Fund was not swept during the last legislative session and it is anticipated to be fully-funded this year, the budget has yet to be passed and these funds must be safeguarded. 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.⁷ The redirection will allow Florida to adequately address the affordable housing needs of all Floridians.

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 effectively without the support of the State of Florida. The Council recommends that the State continue to appropriate funding for both CoC Staffing Grants and Challenge Grants.

During the 2020 Legislative Session, \$3.181 million in Challenge Grants and \$3 million in Staffing Grants were appropriated. This support has been integral to local efforts to reduce homelessness and bring millions of dollars in federal grants to Florida. The Challenge Grant provides a flexible source of funding for CoCs. Most government funding comes with a robust set of regulations. Challenge Grants allow CoCs to fill the gap where other grants cannot be used and respond to their unique and pressing needs. The Staffing Grant provides administrative funding so CoCs can build their capacity to create effective crisis response systems. 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 nearly \$95 million annually..

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.

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." 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.

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 have the ability to incentivize best practices at the local level and can maximize their impact on ending homelessness by investing in CoCs and stakeholders that adopt best practices.

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 increased income and employment opportunities;
- Permanent Supportive Housing (PSH) for chronically homeless households and those with the greatest needs;

- Rapid Re-housing (RRH) to quickly exit households out of homelessness and into permanent housing;
- 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 specific State actions to meet the needs of Florida's most at-risk households:

1. Reestablish funding for the 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, will take a leadership role in modeling and sharing these best practices at the state level to ensure 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 will continue to incentivize the adoption of best practices at the local level through housing-focused funding application requirements and monitoring processes administered by the Office.

RECOMMENDATION #4

Support increased collaboration between Florida's housing and various service systems of care.

Increasing coordination and leveraging financial resources to expand housing opportunities are proven successful strategies for ending homelessness. There are several subpopulations at risk of or experiencing homelessness, including youth, people with behavioral health disorders, the elderly, youth exiting foster care, people fleeing domestic violence or human trafficking, and people exiting institutions like jail or hospitals. These individuals and families often intersect with many systems of care. When these systems work in collaboration, the services are more effective, reducing duplication, and resulting in a significant decrease in costs.

Developing a collaborative effort between Florida's Community Based Care Lead Agencies, Managing Entities, CoCs, Managed Care Organizations, Public Housing Authorities, the Florida Department of Elder Affairs and the state's 11 Area Agencies on Aging, Florida Housing Finance Corporation, Department of Corrections, local law enforcement, housing developers and providers, and other local community-based providers will enhance the ability to strategically target these multi-system consumers and coordinate housing and services aimed at housing stabilization and retention. The Council supports being forward thinking, vigilant, and flexible to increase collaboration aimed at strategically prevent and end homelessness throughout Florida.

THE COUNCIL SUPPORTS BEING FORWARD
THINKING, VIGILANT, AND FLEXIBLE
TO INCREASE COLLABORATION AIMED
AT STRATEGICALLY PREVENT AND END
HOMELESSNESS THROUGHOUT FLORIDA.

RECOMMENDATION #5

Florida's housing crisis response systems must not divert focus from permanent housing solutions for persons experiencing homelessness and should continue implementing evidence-based best practices while simultaneously addressing the influx of new households experiencing first-time homelessness and housing insecurity due to the economic impact of COVID-19.

The Council on Homelessness recommends that CoCs and community partners not divert away from existing, successful housing interventions and coordinated efforts to end homelessness while concurrently preparing and developing strategies to address the expected increase in COVID-19 related evictions which may result in families becoming unstably housed or homeless.

Florida's communities are responding to an increase in unstably housed individuals and families caused by unemployment, loss of income, COVID-19 related health issues, and housing instability due to the COVID-19 pandemic. While communities respond to this crisis, continued rehousing for people experiencing homelessness must be prioritized and sustained. One advantage communities currently have is the federally required Coordinated Entry Systems. Coordinated Entry shifted the process for accessing housing from a "first-come, first-served" method to a structured procedure that prioritizes persons experiencing homelessness using uniform tools and data that focuses on identifying, engaging, and housing the most acute persons who lack other resources to resolve their homeless episode. This is one of the reasons there has been progress in reducing the number of homeless Floridians.

Coordinated Entry can now be developed and transitioned to begin prioritizing people based on their vulnerabilities to COVID-19. For example, persons over 65 years of age and/or with underlying health conditions can be prioritized for assistance with non-congregate

shelter or permanent housing. Understanding that COVID-19 exacerbates existing inequities, Coordinated Entry assessment and prioritization policies should assess persons with acute vulnerabilities across a spectrum of service systems with the recognition that Black people, people of color, and LGBTQ identified people are already disproportionately impacted as demonstrated by experiencing longer lengths of time when enduring an episode of homelessness and waiting longer times before becoming housed.⁸

Placing a concentrated emphasis on focusing, preparing, and planning in advance of this economic fall-out, the allocation of funds dedicated to COVID-19 related housing activities should be put to best use, aligning with the US Department of Housing and Urban Development's (HUD) emphasis on utilizing the Housing First approach and permanent housing interventions, which create long-term solutions to end homelessness throughout Florida. With the anticipated increase of households in need of homeless prevention activities, Florida's leadership must recognize the importance of funding the Permanent Supportive Housing (PSH) and Rapid Re-housing (RRH) interventions, which resulted in the 50.8 percent decrease in homelessness over the last 10 years and commit to fully funding these effective housing solutions and not divert COVID-19 funds away from these best practices.



EFFORTS TO PREVENT AND END HOMELESSNESS THROUGHOUT FLORIDA ARE PRODUCING **POSITIVE OUTCOMES**. WHILE THE NATIONAL CONVERSATION BRINGS ATTENTION TO AN INCREASING NUMBER OF PEOPLE EXPERIENCING HOMELESSNESS, FLORIDA HAS SEEN A SIGNIFICANT DECREASE DUE IN LARGE PART TO THE INCREASE OF PERMANENT HOUSING SOLUTIONS AND A PIVOT TOWARD EVIDENCE-BASED STRATEGIES

AN OVERVIEW OF HOMELESSNESS

Homelessness means that a person lacks a home. While conceptually simple, state statutes and federal regulations dictate what it means for an individual or family to be defined as homeless. As the State of Florida is poised to adopt changes during the 2020 Legislative Session which will align federal and state definitions of homelessness, it is important to recognize that systems may identify more specific criteria, sometimes causing the system to become more complex and difficult to navigate for those who need it the most. A household's eligibility for housing and services is often tied to definitions outlined by the funding source. Technical and varying definitions can create unintentional barriers to resolving an individual or family's housing crisis.

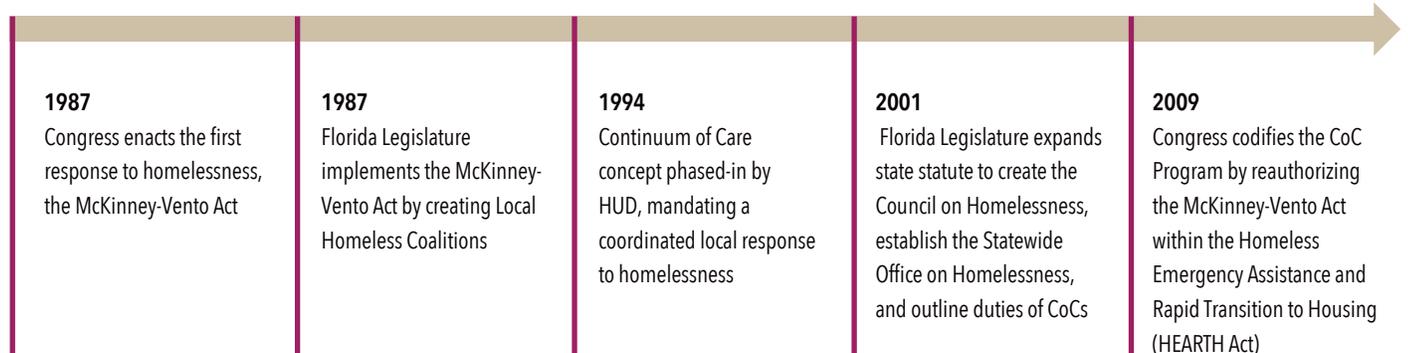
WHAT IS A HOMELESS CONTINUUM OF CARE?

One of the most coordinated efforts to prevent and end homelessness is the establishment of Continuums of Care (CoC) by HUD. As the figure outlines, these continuums were established to better coordinate the local response to homelessness. A CoC is composed of all stakeholders in a geographic area that are working together to prevent and end homelessness. The State of Florida has 27 CoCs. Some CoCs may serve one county, while another spans eight counties. In alignment with best practice, the CoC is comprised of wide-ranging stakeholders across multiple systems in the community, extending beyond non-profits that provide homeless-specific services. To prevent and end homelessness, it is necessary to take a multi-disciplinary approach, encouraging participation in action planning to support activities that address homelessness in local communities. CoCs work to engage multiple sectors including philanthropy, local government, housing developers, realtors, health care systems, child welfare,

criminal justice, and so on. These efforts strengthen collective impact when addressing the needs of people at risk of or experiencing homelessness. Strengthening the crisis response system, these partnerships can assist CoCs to expand funding opportunities, increase economic opportunity, and incorporate perspectives that help make a more effective system of care.

In 1994, community-based organizations were required by HUD to organize services and housing for people experiencing homelessness, which prevented duplication and initiated the creation of a continuum of housing and services. Prior to the development of this current CoC process, homeless services organizations worked individually and applied directly to HUD for funding. Currently, as required by the federal HEARTH Act,⁹ the CoC establishes a local planning body to organize and deliver housing and services to meet the needs of people experiencing homelessness. The planning body is typically a CoC Board or CoC Council comprised of community leaders and representatives of multiple stakeholder groups. The CoC also designates a "CoC Lead Agency"¹⁰. Currently, CoCs are now required to submit an annual consolidated application to HUD for CoC Program funding. Most CoCs have a designated "Lead Agency" that serves as this collaborative applicant. 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. CoC Lead Agencies are tasked with leading coordination of community efforts that include a diverse group of stakeholders.

The State of Florida supports this vital work of the Lead Agency through CoC Staffing Grants. The CoC geographic areas are agreed upon by the local communities and HUD and are recognized by the state. The



Florida CoC geographic areas are provided in Appendix V and the contacts for each CoC are presented in Appendix VI.

DEFINING HOMELESSNESS

While the term “homeless” can paint various pictures for people, it is important to understand there is no one defining characteristic of a household experiencing homelessness outside of lacking a stable place to live. Communities are tasked with addressing homelessness among a wide variety of households, including people who are unsheltered, living in places not meant for human habitation, fleeing domestic violence, aging out of foster care, experiencing a behavioral health crisis, and many more. The housing crisis response system is tasked with resolving homelessness among widely varied populations and is often times the final net that catches people after falling through the gaps of every other system. The system is tasked with responding to natural disasters, housing shortages, rising costs of living, unemployment, and more. With the diverse characteristics of the households experiencing homelessness, it is critical for the right stakeholders from every sector to be at the table to make decisions.

Alluded to throughout the report, there are varying definitions of homelessness dependent upon sources of funding and state and federal funding or agencies. The report utilizes the HUD definition of homelessness, unless specified otherwise. This section describes some of the varying definitions. The Council on Homelessness championed the legislative action during the 2020 Legislative Session to align state and federal definitions of homelessness. Governor DeSantis signed into law House Bill 163 which revises the state’s approach to homelessness by adopting the federal definition for “homeless” and aligning other state requirements with U.S. Department of Housing and Urban Development requirements.

US Department of Housing and Urban Development (HUD)

HUD defines homelessness among four categories to provide a defined scope that ensures individuals and families at the greatest risk are served with the limited resources available.

- 1. Literally Homeless.** Individuals and families who live in a place not meant for human habitation (including the streets or in their car), emergency shelter, transitional housing, and hotels paid for by a government or charitable organization.
- 2. Imminent Risk of Homelessness.** Individuals and families who will lose their primary nighttime residence within 14 days and have no other resources or support networks to obtain other permanent housing.
- 3. Homeless Under other Federal Statutes.** Unaccompanied youth under 25 years of age, or families with children and youth, who do not meet any of the other categories are homeless under other federal statutes, have had a lease and have moved two or more times in the past 60 days and are likely to remain unstable

because of their special needs or barriers.

- 4. Fleeing/Attempting to Flee DV.** Individuals or families who are fleeing or attempting to flee domestic violence, dating violence, sexual assault, or stalking and who lack resources and support networks to obtain other permanent housing.

CoCs rely on these definitions to determine who is eligible for assistance and HUD-funded projects like Rapid Rehousing (RRH) or Permanent Supportive Housing (PSH). Even though other individuals and families may be unstably housed or living in unaffordable housing they likely will not qualify for assistance and are sometimes left without support. Given the lack of resources, CoCs are tasked at assisting the most vulnerable households who lack the resources to self-resolve their housing crisis. Those who meet the criteria to receive assistance through the CoC are aided with supports to create a foundation of housing.

Florida is home to an estimated 27,711 people experiencing homelessness on any given night,¹⁹ which refers to people who live in places not meant for human habitation—on the streets, in cars, wooded areas, or abandoned buildings, or staying in emergency shelters or transitional housing until they find stable, permanent housing of their own. While there are others that are on the verge of becoming homeless or living in unstable housing, the crisis response system cannot meet this demand. Diversion from homelessness is a critical strategy that works to help persons experiencing a housing crisis with identifying alternative, safe options outside of emergency shelter. Another type of households that fall under federal definitions outside of HUD, but within the McKinney-Vento Homeless Assistance Act (subsection VII-B), are sometimes referred to as “doubled-up,” and due to their economic and housing crisis these households lack the resources to support a lease in their own name. Some of these home-sharing arrangements are relatively stable; in other cases, people, especially young 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.

Over the last few years, youth homelessness has received the attention of HUD, and for good reason. This is evidenced by the Youth Homelessness Demonstration Project (YHDP) which is designed to reduce homelessness among youth, unaccompanied youth, and pregnant and parenting youth. Youth-specific programs are invaluable because young people who are trying to resolve an episode of homelessness may have additional barriers, including being too young to legally execute a lease or sign legally binding paperwork, experiencing significant trauma, and oftentimes lacking any kind of natural supports. Youth-centric programs better serve youth experiencing homelessness, often by incorporating other youth with lived experience, and tailored support services and financial assistance to promote housing stability.

HUD’s special purpose Family Unification Program (FUP) serves youth

transitioning out of the foster care system. FUP provides a Housing Choice Voucher administered by a local Public Housing Authority in partnership with Public Child Welfare Agencies. In addition to rental assistance, support services are also offered. Participating youth receive the voucher and support services for up to 18 months, and in some cases, up to five years. Unaccompanied youth can be composed of households with only children, representing persons under 18 years old, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children. Parenting youth are persons under 18 years old with children of their own. Additionally, the Runaway Homeless Youth Act identifies persons not more than 21 years of age who lack the resources to self-resolve or have no alternative living environment. This definition is utilized under the US Department of Health and Human Services.

US Department of Education

Subtitle VII-B of the McKinney-Vento Homeless Assistance Act prescribes a definition of homelessness that more broadly accounts for the traumatic impact of housing instability on children and youth and the impact of that trauma on their education and development.

Homeless children and youth is defined as Individuals who lack a fixed, regular, and adequate nighttime residence and includes:

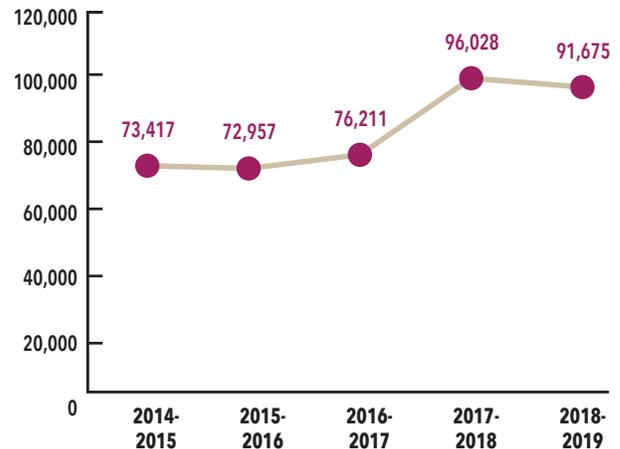
1. Children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals; or are awaiting foster care placement;
2. Children and youths who 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;
3. Children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
4. 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).

Subtitle VII-B of the McKinney-Vento Homeless Assistance Act also defines unaccompanied youth as follows: The term "unaccompanied youth" includes a youth not in the physical custody of a parent or guardian.

Schools identify homeless children and youth throughout the year, as opposed to the single night of the Point in Time Count. During the 2018-2019 school year, 91,675 students experienced homelessness in Florida²⁰ (FDOE Homeless Students Count information available in Appendix IV). 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.

FIGURE 1
Number of Homeless Students, State Total



Florida Department of Education, Homeless Students Count 2014-2019. Available at: <http://www.fldoe.org/policy/federal-edu-programs/title-x-homeless-edu-program-hep.stml>

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. 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.

One thing we know for sure is that, 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. The academic performance of children and youth who also change schools due to loss of housing tends to drop sharply. When families have a stable place to call home, it promotes the wellbeing of children in the family.

SPECIAL FEATURE

PUTTING A FACE ON HOMELESSNESS

Homelessness does not discriminate. Demonstrated by the data, people from all races, ethnicities, gender identities, backgrounds, and ages can experience a housing crisis and, without resources to resolve the lack of housing, the crisis turns into homelessness. In Florida, the successes achieved at local levels are attributed to strategic coordination between direct service providers with their boots on the ground. This effort, orchestrated among non-profits, local governments, housing providers, CoCs, Public Housing Authorities, Community Based Care organizations, behavioral health providers, school districts, and other local support providers create a continuity of services aimed at helping the most vulnerable community members stabilize their housing situation and improve their quality of life. This section highlights communities working to return individuals and families back to housing and provide a path back to stability.

Palm Beach County CoC's Youth Homelessness Demonstration Grant

Selected through a highly competitive process, the Palm Beach County Continuum of Care (CoC) was awarded \$4.93 million by the U.S. Department of Housing and Urban Development (HUD) to participate in the Youth Homelessness Demonstration Program (YHDP). This award will fund the development of the Youth Coordinated Community Plan (CCP) which is focused on ending and preventing youth homelessness in Palm Beach County and is anticipated to begin program implementation in October 2020. The YHDP award will assist the CoC to continue expansion of addressing youth homelessness throughout Palm Beach County.

Complimenting the more recent YHDP award, Palm Beach County was chosen as one of five communities nationwide in 2017 to carry out a 100-Day Challenge. With the goal of housing 100 youth experiencing homelessness, the project was a collaborative and innovative effort among PBC Human Services, PBC Youth Services, Gulfstream Goodwill Industries, Adopt-a-Family, ChildNet, School District of Palm Beach County, Vita Nova, Community Partners, Compass, and Friends of Foster Children. The intention of the project was not merely to house youth, but to create a permanent system change that addresses youth homelessness. In the first 100 days, 121 unaccompanied youth and pregnant and/or parenting youth were rapidly re-housed.

Other youth-centered achievements include actively managing a youth by-name list, dedicating 20 emergency shelters beds at the Lewis Center for youth ages 18 to 24 years old and creating an all youth space, launching a RRH program for parenting youth, reallocating funding for youth-specific Rapid Re-housing (RRH) projects, opening the first Youth Drop In Center, and implementing a PSH project designed to serve 10 youth. One youth who graduated from the RRH

project expressed that, "The rapid rehousing has helped me a lot financial wise and with at least giving me a head start with life and parenting. I accomplish a few goals but not quite all, but I wouldn't trade it for nothing."

"Victoria" - Hialeah Housing Authority

Despite barriers caused by growing up in the foster care system, *Victoria* progressed into a motivated and dedicated young adult. Upon aging out of foster care, *Victoria* enrolled into the Post-Secondary Educational Support Services (PESS) program and participated in the Citrus Family Care Network Independent Program where, with proof of compliance with the school program, she received a monthly stipend and supportive services.

With the support of Citrus Network's RRH program, *Victoria* moved into her own rental unit in February 2018. Citrus assisted her with move-in expenses and short-term rental assistance. As *Victoria's* successes continued, she received a FUP voucher in July 2019 from Hialeah Housing Authority and leased in place, creating continuity in her life through the foundation of housing stability. *Victoria* is thriving. She has obtained full-time employment as a clerk at a law office and recently earned her Associates Degree from Miami-Dade College. While maintaining participation in the PESS program, she is currently pursuing her bachelor's degree. *Victoria's* diligence and commitment are seen as a model for her peers, as she is resolute to continue to achieve her goals, succeeding in academia, her professional career, and personal life.

"Christina" - Homestead Housing Authority

A single mother of two children, *Christina* made the decision to flee from an abusive relationship and change the trajectory of her family's life. The trauma and abuse *Christina* endured, paired with substance

use issues, created additional challenges which required intensive support to help Christina move out of crisis and into stability. While living and participating in a residential program, Christina obtained employment teaching adults with developmental disabilities. However, that single income was not enough to fully support her family.

In September 2019, Christina received a FUP voucher from Homestead Housing Authority. To assist with move-in costs, Citrus used RRH assistance, which assured her move-in during December 2019. Thanks to FUP and Citrus Health, her family now lives in a two-bedroom apartment located in a good neighborhood and she is no longer struggling to make ends meet. Christina is continuing to achieve her goals, transitioning from housing insecurity to stability and, with her active participation in her substance use recovery, she has achieved sobriety for over a year. Christina is extremely grateful for the program which has provided her family with a much brighter future and motivation to keep moving forward while helping others in their community.

Suncoast Partnership to End Homelessness

A young man recently exited the foster care system with no supports and many barriers. Upon receiving a temporary living agreement with his grandmother, he began exhibiting life altering medical complications, and was soon told to leave his grandmother's house. His continually increasing medical needs and the recent demand to vacate from his grandmother sent him into a downward spiral of depression, to the point of contemplating suicide. Thankfully, police and medical help stepped in and he received the much-needed medical attention and services, resulting in admission to The Salvation Army Sarasota where he was placed through the Coordinated Entry process.

During this time, he was awarded a housing subsidy paired with services. During the housing search, he was assisted with obtaining benefits through the SSI/SSDI, Outreach, Access, and Recovery (SOAR) benefit process and received wrap around services to help him achieve his goals and housing stability. As a 25-year-old person who has a chronic and disabling condition, his will and determination to survive pushed him to continue moving forward despite the challenges in his path. He will soon be moving into a home of his own while receiving community-based supports focused on maintaining his permanent housing, allowing him to work on his wellness and recovery.

Consuello and Michael – Ability Housing

Consuello and Michael's story begins in 2012. After several setbacks and no place to go other than a crime-ridden, filthy hotel, the streets became Consuello's best chance. Not only did Consuello lose her housing, but she was hit with the devastating blow of losing her daughter. Living a life of uncertainty, she bounced between shelters, and never had the security of knowing where she would rest her head at night.



Once Michael arrived into her life, they had one another to rely on. However, they still lacked the safety of a home to call their own. During the day, they stayed on the move for fear of being arrested if they remained in one area too long. At night, they found shelter

just outside of an abandoned warehouse beneath a large satellite tower where their location offered isolation from crime, but it did not protect them from the outside elements. Consuello and Michael awoke one morning to discover they had been attacked by ants during the night and Consuello had large welts all along her arms. After this experience, they slept fully clothed, with socks on their hands, hoping to stop the nightly attacks of insects. At first, they slept with rocks beneath their backs until Michael was able to locate a piece of wood to replace the rocks. Fortunately, he soon discovered a box spring. Although the insects and sleeping conditions were bad, the weather was even worse, leaving them drenched and frightened in the wake of nightly Florida thunderstorms.

Upon meeting Joe Johnson from Ability Housing, they said their prayers had been answered. Now supplied with a safe home at Village on Wiley and accessible resources, they began to rebuild their life together and made plans to empower themselves. Their first step was to marry, which they did in February 2016.

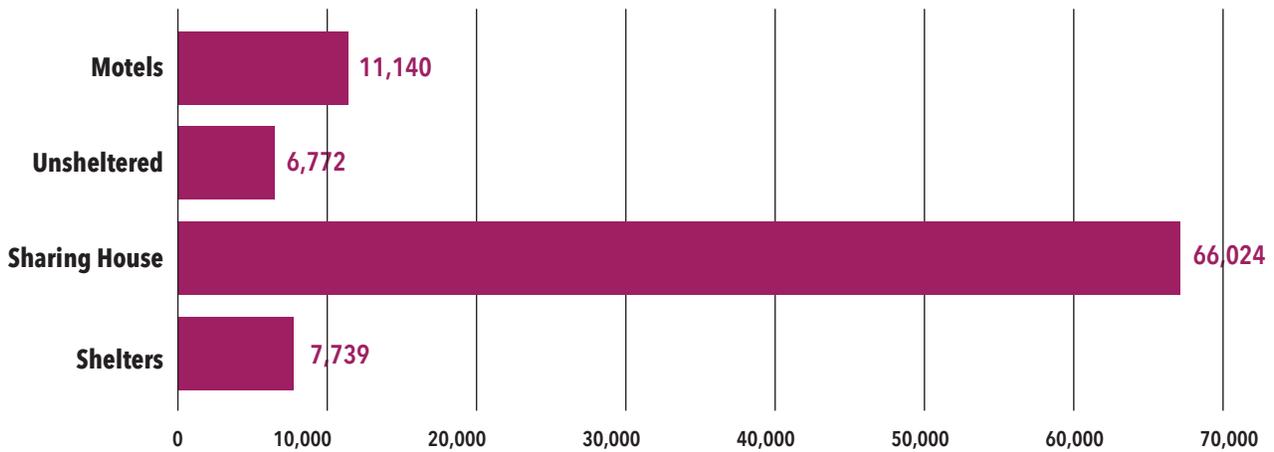
Today, Consuello has earned a driver's license and purchased a car. Both Consuello and Michael are working with the Vocational Center to build their skills through training for part-time employment. While education seemed like an impossible dream when they lacked a place to live, both are now enrolled at Edward Waters College.

Through all of this, they remained together, holding on to their love and faith. Their bond is strong and resilient, a gift they received by having survived homelessness together. With the support of Ability Housing, their future is as bright as their smiles.

HOMELESSNESS AMONG CHILDREN AND YOUTH

The annual Point in Time (PIT) Count required by HUD offers a snapshot of people experiencing literal homelessness but does not account for homelessness among students and other youth subpopulations. The Department of Education uses a broader definition of homelessness to include youth who "lack a fixed, regular, and nighttime residence." The larger numbers of homelessness in this section reflect the broader definition. Since the 2007-2008 school year, the number of students experiencing homelessness has nearly tripled in Florida. Despite a reduction of 4,353 homeless students

FIGURE 2
Living Situation: 2018-2019 Homeless Students Report



Florida Department of Education. Homeless Students Report, 2018-2019

since the 2017-2018 school year, Florida Department of Education (FDOE) is reporting that 91,675 students experienced homelessness in the 2018-2019 school year; with the cause of this being the deficit of housing that is affordable. Homelessness among students is not limited to only those in households with a parent or guardian, but there are 7,061 Florida students identified as Unaccompanied Homeless Youth (UHY) who are experiencing homelessness not in the physical custody of a parent or legal guardian. Though the majority of these youth are not living in emergency shelters or places not meant for human habitation, any type of housing insecurity and lack of regular nighttime setting is a traumatic experience and is proven to cause disruption to a young person's academic pursuits, as documented by disparities in standardized test scores and graduation rates.¹³

Solutions to address homelessness among students in Florida's school system mirror successful interventions in the housing crisis response system which include developing cross-sector collaborations, employing a person-centered approach to services, and advocating for additional funding aimed at affordable housing. To achieve success, there must be an increase of stock in housing that is affordable and available. For schoolchildren and their families who lack stable housing, it takes a multi-system approach, including leveraging local, state, and federal resources, to satisfy the need for housing options. When students and their families have access to stable housing, decent wages, and natural supports they have the opportunity to thrive.

A Disaster's Impact on Students Experiencing Homelessness

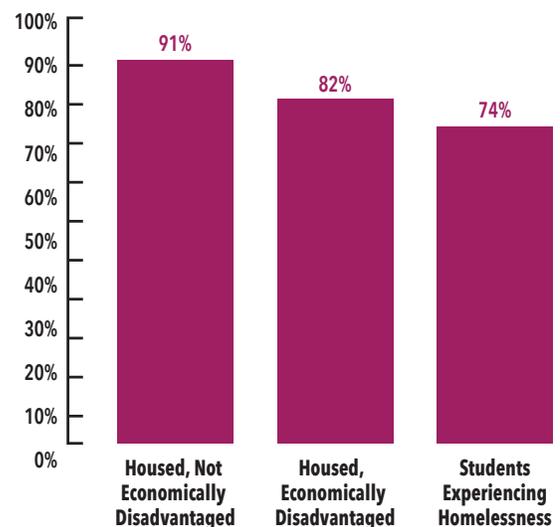
Although disasters are not new to Florida, the COVID-19 pandemic is altering the way school districts prepare to address homelessness among students during the upcoming school year. Highlighted in an

August 2019 publication by the Shimberg Center for Housing Studies and Miami Homes for All, *Students Experiencing Homelessness in Florida: Updates + Solutions*¹⁴ the data proves the importance of housing stability among schoolchildren. Preparing to educate students in the midst of a disaster, there is a need for school district staff to be educated on how to identify students experiencing homelessness and refer them to appropriate services to help support and advance their education.

FIGURE 3
High School Graduation Rates

University of Florida Shimberg Center for Housing Studies and Miami Homes For All. *Students Experiencing Homelessness in Florida: Updates + Solutions*. August 2019.

http://www.shimberg.ufl.edu/publications/Students_Experiencing_Homelessness_2019_update.pdf



School staff are often able to better identify students who are residing in hotels, motels, or living doubled-up with friends or family. As an example, Bay County schools identified 738 students experiencing homelessness prior to Hurricane Michael and 4,720 as of January 2019 after Hurricane Michael. Without the proper training, students can slip through the cracks, missing out on available supports and services to help with housing stability and meeting their educational goals. Traumatic events like experiencing a hurricane, COVID-19, or homelessness can result in educational hardships.

The 2017-2018 and 2018-2019 school years were greatly impacted by hurricanes. School districts responded to an increase of almost 20,000 homeless children and youth left homeless by the 2017 hurricanes, Irma and Maria. Many of those students arrived from Puerto Rico. While this influx strained homeless education resources, Florida's school districts absorbed and accommodated the needs of these students. The school districts that took direct hits from Michael and the surrounding school districts that absorbed many hurricane-affected students continue to struggle to provide classroom space, teachers, administrators, and support staff to serve all students including those experiencing homelessness.

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, annual increases were due in part to an increase in child and youth homelessness, but also to improved school district identification practices. Hurricanes Irma and Maria resulted in 26% increase in Florida's homeless student count in 2017-2018. Hurricane Michael continued hurricane-related high levels in the 2018-2019 school year.

According to the FDOE, Bay District Schools steadily identified around 1,500 homeless children and youth in the four years preceding Hurricane Michael. In 2017-2018, Bay District Schools identified 1,523 homeless children and youth. In 2018-2019, that school district identified 5,725, an increase of 276%. Similarly, Jackson County Schools went from 158 homeless children and youth in 2017-2018 to 2,861 in 2018-2019, an increase of 1,711%. The increases in other school districts directly impacted by Hurricane Michael: Calhoun (176%) and Gulf (575%). Because of the devastation to homes, businesses, schools, and other infrastructure in these counties, the school district in nearby counties absorbed many of the children and youth and their families rendered homeless by Hurricane Michael: Leon (71%), Okaloosa (152%), and Walton (34%).

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. The Department of Education provided additional federal Education of Homeless Education and Youth funds to all of the school districts in the path of Hurricane Michael. Funds were used to remove barriers to regular school attendance and to provide support for the academic success of homeless students.

Despite the immediate turn to virtual education intended to help schoolchildren continue their learning during COVID-19, 10 percent of children ages 0-17 years old do not have computer and internet at home.¹⁵ For those children, the inability to continue their education will be detrimental to their education path, long-term economic mobility, and may be traumatic to those impacted. Although unintended, disasters often intensify the disparities that Florida's children encounter, creating increased challenges for the youth who were already disproportionately affected by poverty and a lack of stable housing opportunities.

Planning for the long-term impact of the COVID-19 pandemic, school districts are modifying how they prepare for the next school year. With the anticipated possible surge at the end of summer, based on economics, and surge later in the fall, school level staff and key school district level staff need to be fully trained on McKinney-Vento and identification of homeless children and youth. Although the future cannot be predicted, school districts are planning that, with this pandemic, there may be an increase in people losing their housing at the beginning of the school year and on into the fall. This will require different kinds of support from state and federal governments and community partners.

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).¹⁶ 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.

While all public school districts are required to comply with the McKinney-Vento Act, 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. Currently 55 Florida school districts receive sub-grants through this process for three-year projects which will end on June 30, 2021. Initial grants range from \$25,000 to \$150,000, depending on the number of homeless children and youth identified by the school district. School districts in the path of Hurricane Michael received additional funds, from this source, in the 2019-2020 school year. School districts also leverage other district and community services and financial support.

SPECIAL FEATURE

HOMELESSNESS AMONG SCHOOLCHILDREN IN SANTA ROSA, THE TENANT BASED RENTAL ASSISTANCE PILOT PROGRAM



Aimed at improving opportunities for children to succeed in school by providing permanent, stable housing and supportive services to families experiencing homelessness with school-aged children, FHFC committed to a three year, short-term, Tenant Based Rental Assistance (TBRA) strategy.

Approved in 2016 and launched in 2018 with a commitment of \$250,000 annually to serve up to 25 eligible families, the program is dedicated to providing rental assistance and intensive case management services for 12 months with the goals of economic independence and increased stability. While the goals hold great importance, the purpose of building the stable foundation is to help improve the child(ren)s ability to focus on pursuing their education. The program hopes that, with the housing stability and resources offered, student attendance will increase, and academic performance will improve.

As it takes a village, the Santa Rosa Homeless Schoolchildren TBRA Pilot Program involved various community stakeholders who provided housing and services supports the program participants. The local community partners included Santa Rosa County School District, Opening Doors of Northwest Florida, Milton Housing Authority, Family Promise of Santa Rosa County, Dawn Church, Hope Church, St. Rose of Lima Catholic Church, and Santa Rosa Bridges Out of Poverty. Additionally, FHFC and the Florida Department of Education actively participated on this pilot project.

The pilot project's first year resulted in remarkable outcomes for these students and their families.¹⁸ Of the participating students in 2017-2018 school year, 100 percent were promoted to the next grade. During the 2018-2019 school year, 87 percent of students earned grades of an A, B, or C on their first nine-weeks report card. Students maintained a 90 percent attendance rate. Additionally, the data collected from the participating families detailed that parents have increased employment opportunities, income, and support among the Santa Rosa community.

Partnerships can be formidable as they are assuring that as many students as possible are identified and have the material, supplies, school uniforms, shoes, 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.

FDOE's Strategic Plan 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 children and youth who lack housing. FDOE's Homeless Education Program works with school districts to assure that children and youth who are homeless in Florida are consistently identified, enrolled quickly in eligible schools and programs 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:

5. Identification of all homeless children and youth in their community,
6. Identification and removal of barriers to regular school attendance and full participation in school programs and activities, and
7. Continued academic progress of students experiencing homelessness.

The MVA requires each school district to designate a Homeless Education Liaison to implement services to focused on these outcomes. 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 referring students experiencing homelessness and their families to available housing, health, and behavioral health services; providing assistance to unaccompanied youth to complete the types of tasks that parents would typically do; assisting to obtain documentation for school enrollment, including medical records; and verifying the independent status of unaccompanied high school graduates' who are homeless so they can qualify for college financial aid.

To ensure equal access to all students, the MVA 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 rights¹⁷ listed below.

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 request such transportation).

Acknowledging the impact that homelessness has on schoolchildren, in 2016, Florida Housing Finance Corporation (FHFC) committed to providing rental assistance and case management services that assist with housing stabilization with the goal of improving educational success and permanent housing retention among the participants. The pilot project, Homeless Schoolchildren Tenant Based Rental Assistance Pilot Program, is achieving positive outcomes and a project update can be found in the next section of this report.

PROGRESS IN FLORIDA

Efforts to prevent and end homelessness throughout Florida are producing positive outcomes. While the national conversation brings attention to an increasing number of people experiencing homelessness, Florida has seen a significant decrease due in large part to the increase of permanent housing solutions and a pivot toward evidence-based strategies. These evidence-based strategies include implementation of Housing First programs, employment and training opportunities for persons at-risk or experiencing homelessness, Permanent Supportive Housing (PSH) and Rapid Re-housing (RRH) interventions, diversion from homelessness, homelessness prevention services, and development of the Coordinated Entry System making homelessness rare, brief, and one-time. Applying these best practices, an emphasis on affordable housing, organized leadership at all levels, and increased effort among all systems of care has resulted in a 50.8 percent reduction in homelessness over the last 10 years.

Department of Children and Families State Office on Homelessness

The State of Florida's Department of Children and Families State Office on Homelessness (the State Office) has spearheaded coordination of local efforts, bringing together CoCs for quarterly calls, statewide data evaluation of system performance measures, and encouraging the use of best practices such as Housing First to make homelessness rare, brief, and one-time. As the state-approved agency for administering funding for homeless-related activities, the State Office moved all state funding to one Unified Funding Application (UFA) that incorporates the Emergency Solutions Grant (ESG), the Temporary Assistance to Needy Families (TANF) Homelessness Prevention Grant, Challenge Grant, and Staffing Grant. The three-year unified contract process

FIGURE 4
Historical Overview of Homelessness in Florida

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	% CHANGE FROM 2010
Total	57,551	56,687	55,170	47,862	41,542	35,900	33,559	32,190	31,030	28,328	-50.8%
Families	8,017	6,483	6,333	5,806	4,550	3,053	3,031	2,831	2,436	2,171	-72.9%
Chronic	9,232	11,638	10,054	9,647	7,989	6,540	6,079	5,120	5,230	5,727	-37.9%
Veterans	7,794	5,644	5,331	5,505	4,552	3,926	2,902	2,789	2,515	2,472	-68.3%

Florida Department of Children and Families Office on Homelessness.

combined these funding sources into one application, simplifying the process and making consistent expiration for all funding sources ending June 30, 2022. Understanding that CoC Lead Agencies are applying for various funding opportunities, the simplification of this process allows CoCs to shift time and energy to managing the crisis response system and leveraging state dollars.

Council on Homelessness

Members of the Council on Homelessness take an active role in developing policy, coordinating a multi-system response to homelessness, and advocating for the implementation of effective practices and programs for low-income, homeless, and special needs households throughout Florida. The public and private agency representatives who comprise the Council recognize the importance of working in coordination to promote preventing and ending homelessness, which is even more essential for persons who overlap between these systems. The Council is tasked with a significant role in making homelessness rare, brief, and one-time in Florida. The Council represents a broad perspective, integrating missions, visions, data, definitions, funding sources, and populations across federal, state, and local systems.

Training and Technical Assistance

Beginning in 2015 and until 2019, the State of Florida appropriated funding for homeless-specific training and technical assistance. This funding supported annual convenings of CoCs and Managing Entities, workshops, webinars, local on-site visits, and a hotline and email platform to answer CoC and provider questions. Training and technical assistance helped communities better understand how to utilize state and federal dollars, improve their crisis response systems, work collaboratively, and improve overall system performance. Stemming from the homeless training and technical assistance allocation, landlord collaboration and case management guidebooks were developed and made available to anyone working within the crisis response system. Over the course of time funding was distributed for this initiative, CoCs along with hundreds of providers working to end homelessness, accessed this assistance, improving their ability to address homelessness and expand permanent housing solutions.

Implementing Best Practices

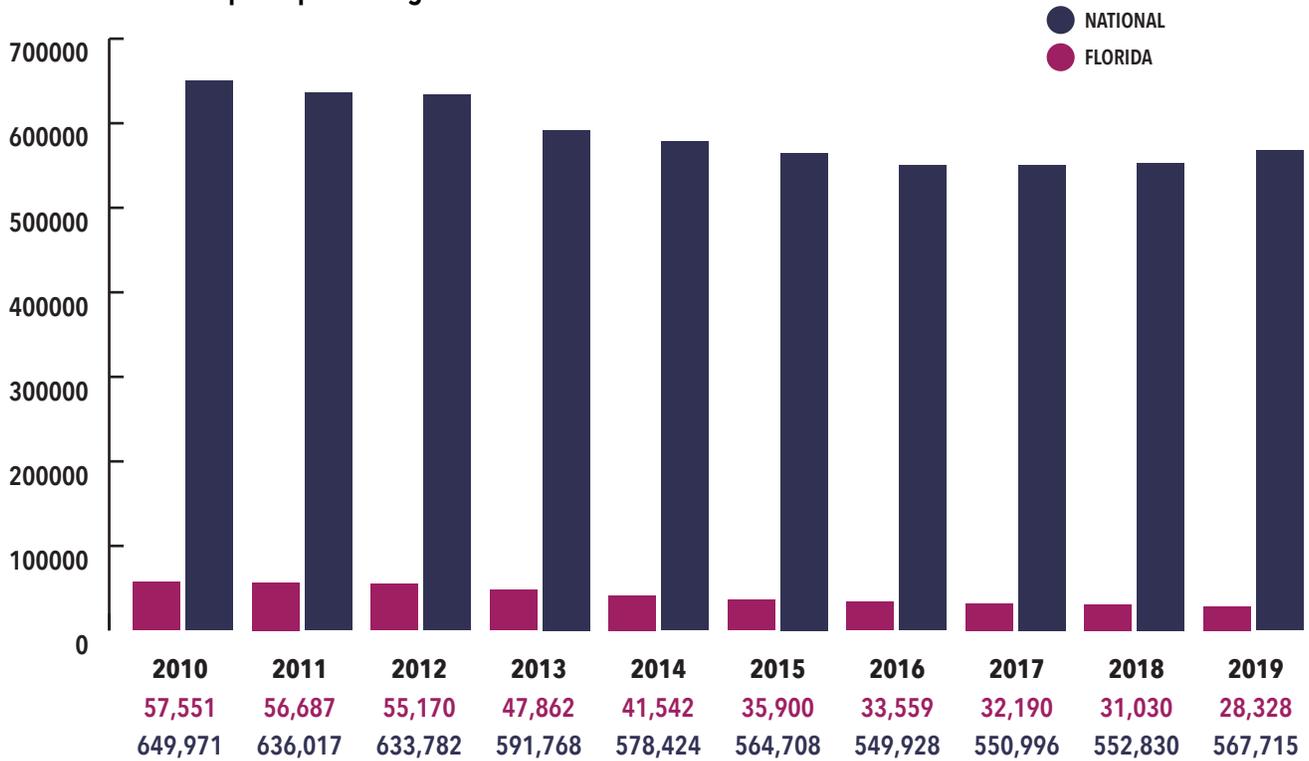
In addition to the impact of statewide training and technical assistance, CoCs have embraced and implemented best practices. Pairing best practices for service delivery with permanent housing solutions is essential in reducing the number of people experiencing homelessness. As the state has enhanced training and improved coordination and collaboration, Florida has seen significant results. CoCs have been implementing much larger and stronger RRH and PSH programs with a Housing First approach which quickly transitions people out of homelessness and into permanent housing that is affordable. The impact of these strategies has exhibited tremendous results in the reduction of homelessness.

Permanent Housing Solutions

The increased focus on permanent housing has been adopted and implemented by CoCs, local governments, nonprofits, housing developers, and funders. CoCs are focused on increasing their supply of housing through collaborations with external systems, braiding funding sources, and in some cases, developing housing. CoCs are also coordinating their efforts with local governments. Local governments provide a critical source of funding for housing and homelessness with sources like the state appropriated Challenge Grant, State Housing Initiatives Partnership (SHIP), State Apartment Incentive Loan (SAIL) program, and HUD formula grants. These funds often provide rental assistance, subsidies, prevention assistance, and flexible funding to help people maintain and obtain stable housing that is safe, decent, and affordable.

Demonstrated by Florida Housing Finance Corporation (FHFC) pilot projects highlighted in this report, permanent housing is not only the most effective way to end homelessness, it is also the most cost effective. Providing a safe, stable home allows households to find sustainable employment, afford childcare and necessities, and contribute to strengthening Florida's economy. Highlighted throughout this report, Florida lacks the amount of affordable and available housing units needed to provide housing for all low-income, homeless, and special needs households. To augment the existing data, FHFC is supporting a Needs Assessment for Homeless/Special

FIGURE 5
Total Number of People Experiencing Homelessness



US Department of Housing & Urban Development Point in Time Count Estimates by State <https://www.hudexchange.info/resource/3031/pit-and-hic-data-since-2007/> &
 US Department of Housing & Urban Development Annual Homeless Assessment Report (AHAR), 2010-2019 <https://www.hudexchange.info/homelessness-assistance/ahar/#2019-reports>

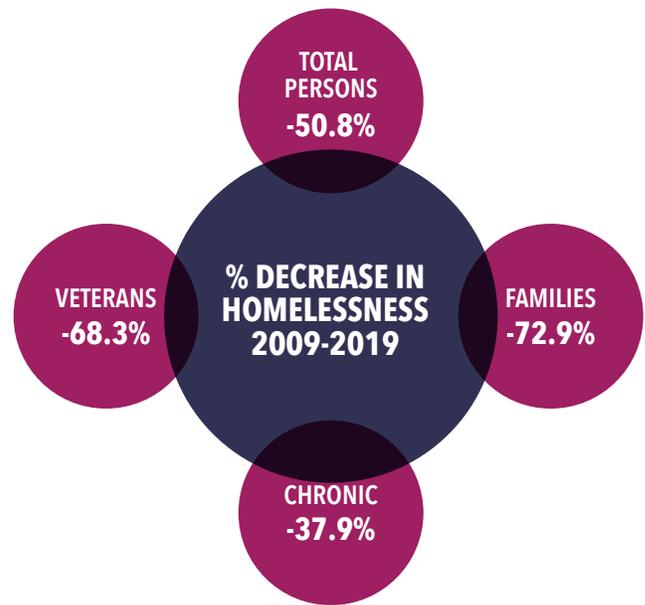
Needs Households that will “Identify the rental housing needs of Special Needs and Homeless populations with incomes at or below 60% of area median income (AMI), and perform financial modeling to provide access to the number of units required to meet the various housing needs determined by the needs assessment.”²¹ The completed needs assessment and the subsequent data is anticipated to be available in 2021.

Over time, Florida’s CoCs and service providers have progressed and shifted beyond the aged-out philosophy that people needed to earn their worth to obtain a roof over their head; moving to a Housing First philosophy that identifies housing as the foundation of a person’s recovery and wellness. The understanding that housing is a right and the implementation of the Housing First model, removes the mandate that people experiencing homelessness are “less than” by requiring proof of readiness to live under a roof, and supports creating a foundation of housing and safety where a person can stabilize once their housing crisis has ended. Florida’s CoCs are leading the charge in endorsing housing as a human right.

Florida’s Forecast

Despite having made progress in reducing homelessness, the impact that COVID-19 will have on Florida’s housing crisis response systems is yet to be determined. It is anticipated COVID-19 will significantly impact housing stability and homelessness, and the recovery will

FIGURE 6
 Florida Department of Children and Families Office on Homelessness.



SPECIAL FEATURE

SADOWSKI AFFORDABLE HOUSING TRUST FUND

Pending execution of the final budget, the Council applauds Governor DeSantis, the Florida House of Representatives, and the Florida Senate for the anticipated appropriation that will fully fund the Sadowski Affordable Housing Trust Funds. For the first time since the 2006-2007 fiscal year, the Sadowski Affordable Housing Trust Funds will be fully funded. Pending signature from the Governor, a total of \$370 million will be distributed through the state for rental, development, and homeownership activities that improve the opportunities for low-income Floridians to obtain and maintain housing that is affordable. Passed in 1992, the Sadowski Act created an Affordable Housing Trust Fund with dedicated revenue from documentary stamp taxes to fund housing programs that are affordable to Floridians in need. These programs increase and preserve the stock of affordable housing units through development, rehabilitation, renovation, and retrofitting for moderate income, low-income, very-low income, and extremely low-income Floridians. Furthermore, a portion of these funds are dedicated to creating affordable, supportive housing for people experiencing homeless and special needs households.

By fully funding our state's affordable housing programs, Florida's leadership sent a message that they are invested in housing solutions to ensure every Floridian can obtain safe and decent housing that is affordable and of their choosing. With this anticipated appropriation, \$225 million will be used for the State Housing Initiative Partnership (SHIP) program which is wide reaching to residents throughout all of Florida's 67 counties, \$30 million will be allocated to the Hurricane Housing Recovery Program (HHRP) for Hurricane Michael impacted counties, and the State Apartment Incentive Loan (SAIL) program will receive \$115 million to bridge the affordable housing developer's financing gap between the development's primary financing and the total cost of the development. The full funding of Sadowski is estimated to create 13,139 homes, house 32,848 Floridians, provide a \$4.4 billion-dollar boost to Florida's economy, and create roughly 30,000 jobs for Floridians.²³



be long. While studies are being published with rough estimates on how many renters will be impacted, there is no way to know the extent of the economic fallout. While FEMA has approved local emergency management operations to set up non-congregate shelter for individuals who are at high risk, including people experiencing homelessness, longer term resources are needed. Unforeseen disasters can have a drastic impact on housing availability and the COVID-19 pandemic is a perfect example of how disaster amplifies the immediate strain on the crisis response system.

The CARES Act provides flexibility and additional funding to resource limited communities, local governments, and housing agencies. The Act provides a remarkable amount of housing funding, with almost \$4 billion Emergency Solutions Grant (ESG-CV) to address households at risk of or experiencing homelessness. The first distribution of the ESG-CV funding awarded the State of Florida with \$20,384,797.²² The second distribution of the ESG-CV funding awarded the State of Florida with \$65,511,297. This funding will be allocated to CoCs to help them immediately deploy funding to those who need it most. This allocation is in addition to the nearly \$25 million allocated directly to local government entitlement jurisdictions. There are also CDBG-CV, HOPWA, and other housing dollars that can be leveraged with existing rental assistance and permanent housing programs. In addition to the immediate housing response to COVID-19, communities should look at the long-term investment opportunity these new federal resources offer. Communities may use these funds to not only prevent and reduce homelessness through rental assistance to impacted households; but just as important, to maintain, preserve, and increase long-term supportive housing opportunities for the most vulnerable. These permanent housing interventions provide short, medium, and long-term assistance tailored to individual households to ensure quick access to housing and supports to maintain that housing. While each community will have to determine what the best use of funding is to address their needs, long-term and inclusive planning is key. For example, using the opportunity to shelter persons who are chronically homeless in hotels and engage them in services, the CARES Act funding flexibility can be used as an essential tool to bridge households typically disengaged in services directly from the streets to non-congregate sheltering. From there those households can be engaged in services, assessed, and prioritized for programs like PSH that provide long-term subsidies and tailored supportive services.

Short-term solutions have long-term consequences. Florida must respond in a way that meets the immediate housing need to ensure people are able to maintain and obtain housing that is affordable, while simultaneously planning for long-term recovery. This long-term recovery and planning effort require involvement and cooperation from stakeholders at the state and local level. The Council recognizes this need and continues to work to break down silos and meet the vast housing need across Florida.

RENTAL STUDIES & DATA IN FLORIDA

This report highlights annual research and data from around the state and its implications on the housing crisis response system. The current research and data available do not account for the extent to which the COVID-19 crisis will impact household income, employment, housing, and overall housing stability. The Turner Center for Housing Innovation estimates that 994,200 renter households in Florida will likely be impacted by the economic fallout and job losses.²⁴ While not every household evicted becomes homeless, this pandemic is unprecedented, and the future is still unknown. The largest stimulus package in history, the CARES Act provides \$12 billion in housing aid, but some advocates estimate it will take over \$100 billion in rental assistance to reach all those housing cost-burdened households.

In response to the COVID-19 pandemic, the University of Florida Shimberg Center for Housing Studies has developed a new COVID-19 data application (<http://www.shimberg.ufl.edu/covid-19>) that provides county and state level data on population by age, children and education, workers in affected industries, housing burden, Federally Financed Multifamily Housing, and mapping. As Florida navigates through the COVID-19 pandemic, information will be forthcoming to help guide the response using data-driven decision making.

Despite the 56 developments funded by FHFC that target homeless households²⁵ and 26,701 CoC permanent housing beds,²⁶ Florida has a deficit of 356,808 affordable rental homes that are affordable and available for renters whose income falls within zero to 30 percent area median income (AMI).²⁷ The lack of affordable housing for extremely low-income (ELI) households results in a severe housing cost burden. When paired with low, stagnant wages, these households are often one crisis away from housing instability that can quickly develop into homelessness. The experience and crisis of homelessness is traumatic and can lead to exacerbation of already existing physical and behavioral health disorders. Stable housing is crucial to keeping Floridians employed, safe, healthy, and contributing to the economy.

Among the key findings of the Rental Market Study²⁸ are the following:

- 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 AMI.
- At the 0-30 percent AMI and 30-40 percent AMI levels, there are more renter households than affordable units.
- Out of the entire housing stock, only 39 percent of rental units rented for \$1,000 or less in 2017 and that percentage continues to decrease, while rental units renting for more than \$1,000 doubled (see Figure 7).

Housing is generally considered affordable if it costs no more than 30 percent of a household's income, however the Shimberg Center for Housing Studies 2019 Rental Market Study determines cost burden based on households paying at least 40 percent of their income

toward gross rent. The Rental Market Study reports that 70 percent of renter households with income at or below 30 percent AMI are cost burdened, and roughly 80 percent of the state's cost burdened renters fall within the 60 percent AMI or less range. Detailed in the information and chart below (Figure 8), the Rental Market Study offers a snapshot of how serious Florida's housing crisis is based on the household income data evaluated by the University of Florida Shimberg Center for Housing Studies. 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 reports that the majority of renter households also appear to be income limited. Large counties hold 61 percent of low-income and cost burdened households and Miami-Dade County has the highest percentage of cost-burdened households, at almost 17 percent of all renters in the state.

A household trying to work its way out of homelessness, seeking rental housing in these tight rental markets is a daunting task for anyone with limited income. Households experiencing homelessness typically have extremely low income through low paying jobs or limited, fixed benefits and would have to wait a significant amount of time in almost any community in Florida for an affordable unit. Even for those who have not experienced homelessness and have higher incomes, access to affordable housing is challenging.

The Need for Employment and Stronger Income Opportunities

Over the past several years, the number of people experiencing an episode of homelessness in Florida has declined steadily and, some years, significantly. This reduction is due, in large part, to an improved

economy and job growth in Florida. Income plays an essential role in a household's ability to obtain and maintain secure housing. Despite a growing economy, not everyone benefits, and low wage workers can be disproportionately impacted by housing crises.

The National Low Income Housing Coalition's Out of Reach 2019 report states that it takes \$38,294 annually to afford a one-bedroom apartment in Florida, while the estimated renter median household income is \$27,819 annually.²⁹ Of the Top Ten Occupations throughout Florida,³⁰ the majority of which overlap into renter households at or below 60 percent of AMI (see Figure 9). 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. As an example, 73 percent of the 60 percent AMI or less renter households are employed but earn low wages in the service industry.³¹

These facts are further emphasized by the United Way's 2018 Asset Limited Income Constrained Employed (ALICE) Report,³² 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.

FIGURE 7
Units by Gross Rent Above/Below \$1,000

University of Florida Shimberg Center for Housing Studies. 2019 Rental Market Study.

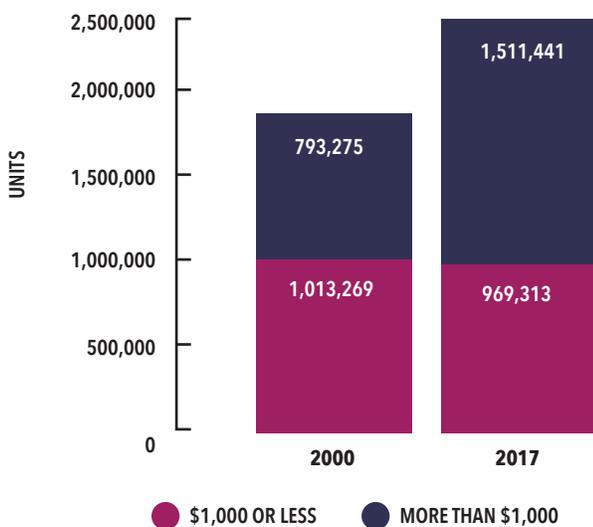
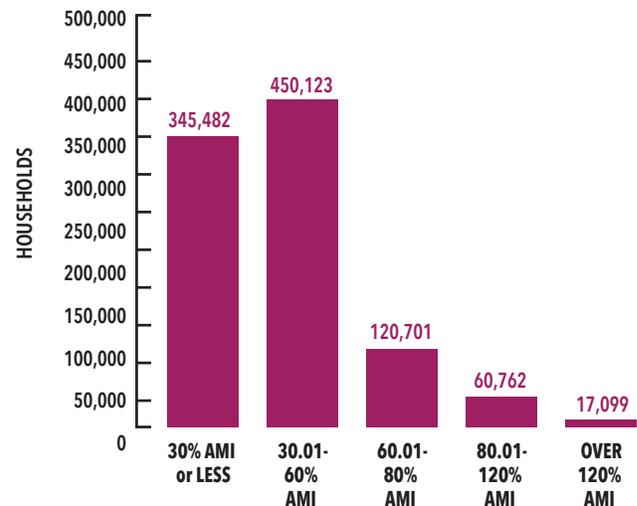


FIGURE 8
2019 Renter Households by Income

University of Florida Shimberg Center for Housing Studies. 2019 Rental Market Study.



Vulnerable to a financial crisis and unable to make ends meet, there are 8,608,660 Floridians employed across the states most common occupations who earn less than the median wage of \$14.06 per hour³³ and would benefit from increased opportunities for more affordable housing. More recently and despite a strong economy, COVID-19's impact is anticipated to be far reaching among Florida's workers and is affecting, due to slowdown and layoffs, approximately 1,243,425 Floridians who work in Leisure & Hospitality, 1,132,539 workers in the Retail Trade, and 1,211,904 workers throughout Florida in Health Care and Social Assistance.³⁴

There are 669,811 cost burdened households headed by persons age 65 or older in Florida.³⁵ Although some seniors can participate in the Senior Community Service Employment Program (SCSEP), Florida's elderly households still remain cost burdened and vulnerable to housing insecurity. The SCSEP serves unemployed low-income individuals age 55 and older who have poor employment prospects. The program provides participants with the skills necessary to transition to unsubsidized employment and individuals are paid for their participation in SCSEP. In 2019, Florida was designated an Age-Friendly State,³⁶ promoting a vision where older Floridians can live well. Within the *8 Domains of Livability*,³⁷ AARP identifies that elderly households, even with employment support and benefits, are still at-risk of homelessness due to the lack of housing options that are affordable and available within their income.

Florida's critical Affordable Housing Trust Funds provide a myriad of opportunities for preserving and increasing affordable housing to reach these households. However, there remains a limited portion of trust funds set aside for Extremely Low Income (ELI), homeless, and special needs households. The "sweeps" of the Affordable Housing Trust Fund has redirected over \$2.3 billion dollars from the creation of affordable housing which is critical to addressing and preventing further housing crises in Florida. It is important that the Affordable Housing Trust Fund dollars set aside funding in proportion to the need of ELI renters experiencing homelessness and/or with special needs.

According to the 2019 Rental Market Study, there are no areas in Florida where adequate affordable housing exists for ELI households. Fifteen percent of the renter households are comprised of all adults who are elderly or disabled in Florida and out of the labor force/ not employed. 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, individual with a disability, whose sole source of income is disability benefits from either Supplement Security Income (SSI) or Social Security Disability Income (SSDI), receives on average between \$783 for SSI and \$1,260 for SSDI³⁸ which is approximately 18% and 28% of the Florida median household income.³⁹ In Florida there are an estimated 104,273 households living on a disability-related income source who are cost burdened⁴⁰ and 596,088 low-income households that have members

FIGURE 9

	MEDIAN HOURLY WAGE	0-60% AMI RENTERS	ESTIMATED ANNUAL INCOME (FULL TIME)	\$ NEEDED TO RENT A 1-BEDROOM
Maids and Housekeeping Cleaners	\$10.33	X	\$21,486	-\$16,808
Cashiers	\$9.36	X	\$19,469	-\$18,825
Waiters and Waitresses	\$10.15	X	\$21,112	-\$17,182
Janitors and Building Cleaners	\$10.69	X	\$22,235	-\$16,059
Cooks	\$9.81-\$12.53	X	\$23,234	-\$15,060
Nursing, Psychiatric, and Home Health Aides	\$10.97-\$12.07	X	\$23,962	-\$14,332
Retail Salespersons	\$10.53	X	\$21,902	-\$16,392
Customer Service Representatives	\$14.34	X	\$29,827	-\$8,467
Construction Laborers	\$13.79	X	\$28,683	-\$9,611
Driver/Sales Workers and Truck Drivers	\$10.07-\$18.39	X	\$29,598	-\$8,696
Supervisors of Retail Sales Workers	\$19.21		\$39,957	N/A
Managers	\$45.18		\$93,974	N/A

University of Florida Shimberg Center for Housing Studies. 2019 Rental Market Study.

with one or more disabilities.⁴¹ Because market-rate affordable housing does not exist for a household living solely on disability income, subsidized housing must be created to meet this need.

Implementation of the SSI/SSDI Outreach, Access, and Recovery (SOAR) model, under the direction of the Department of Children and Families (DCF) Office of Substance Abuse and Mental Health and carried out by the Managing Entities network of direct service providers and community organizations, increases access to SSDI and/or SSI benefits. Eligible individuals must be at risk of or experiencing homelessness and have a serious mental illness, medical impairment, and/or a co-occurring disorder. While disability benefits provide a critical source of income, it is often far from sufficient. Making progress on the SOAR initiative, in 2019 Florida's SOAR processors achieved:⁴²

- 543 out of 993 initial applications approved
- 85 appeals applications approved
- 54 reconsiderations for benefits approved
- 31 approvals during Administrative Law Judge Hearings phase for SSI/SSDI

The benefits awarded will help Florida's most vulnerable residents obtain income, support their recovery, and promote the potential for housing stability. The unfortunate reality is that people surviving on a fixed disability income need affordable, subsidized housing which is often oversubscribed and unavailable. To address this critical need, it is necessary to create a new stock of housing that is affordable, including set-asides for ELI households as well as PSH for households that require deep subsidies and consistent support to maintain their housing.

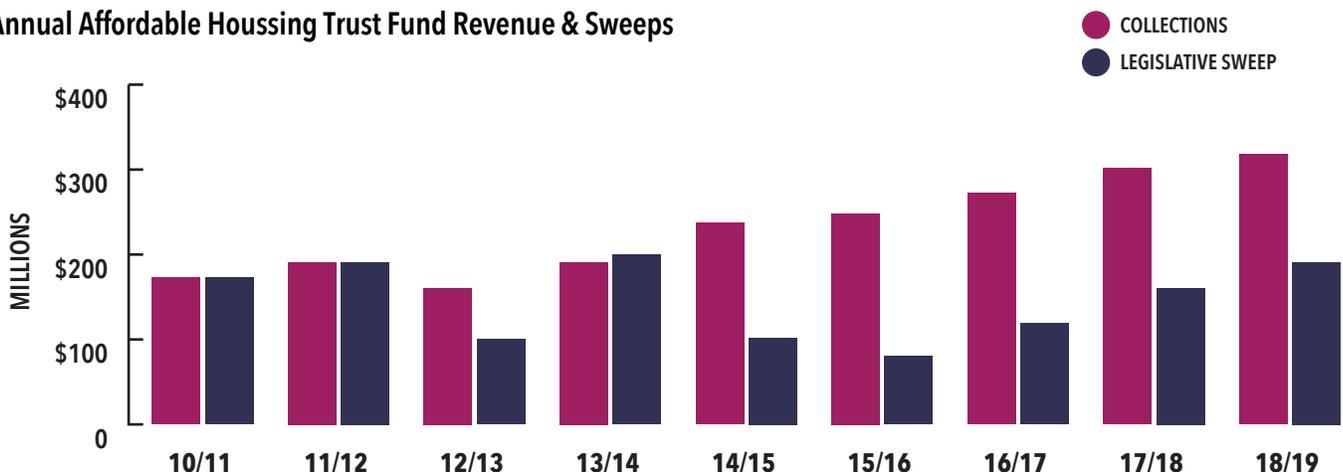
Inadequate Access to Physical and Behavioral Health Care

Poor access to health care creates additional barriers to housing stability in several ways. Increasing uninsured health costs can quickly exhaust all financial resources and negatively impact credit history if medical expenses go unpaid, health-related issues can result in loss of employment, and loss of employment often results in loss of medical insurance making it more difficult to seek preventative care. Without support systems and safety nets to help with unforeseen circumstances, it is easy to see how income restrained households can tumble into a housing crisis. Second, uninsured physical health costs for those who are chronically homeless in Florida communities deplete community resources, as documented by Ability Housing's The Solution That Saves and Carrfour Supportive Housing's Coalition Lift pilot projects (available in the following section). The lack of Medicaid expansion has prevented access to healthcare for thousands of households who would otherwise be eligible.

Because persons experiencing homelessness are less likely to access primary health care and address health concerns, health issues can often escalate. Homelessness worsens a person's pre-existing health problems, in addition to posing unique health risks. Uninsured emergency room visits and inpatient stays skyrocket. Third, like physical health costs, treatment for mental health and substance use disorders among those who are homeless is often limited to crisis response and emergency services. Ultimately, people who are experiencing homelessness cycle in and out of publicly funded crisis services and health systems, resulting in high community costs but with few, if any, improvements in the individual's health care.

The Department of Children and Families, Office of Substance Abuse and Mental Health contracts for behavioral health services through regional systems of care call Managing Entities. Among all seven Managing Entities housing is continually identified as one of the top

FIGURE 10
Annual Affordable Housing Trust Fund Revenue & Sweeps



Sadowski Coalition.

five needs for individuals with behavioral health disorders who are unstably housed.⁴³ Understanding the correlation between recovery and housing, the Office of Substance Abuse and Mental Health spearheaded a Managing Entity Housing Coordination initiative in 2016, establishing partnerships between housing providers, service providers, behavioral health agencies, CoCs, and other systems serving consumers who overlap between these resource-limited systems. This initiative is focused on ensuring individuals with behavioral health disorders live in the most independent, least restrictive housing possible in their local community and receive services in community-based settings that support wellness, recovery, and resiliency.

The Projects for Assistance in Transition from Homelessness (PATH) Grant is one of the resources the Office of Substance Abuse and Mental Health leverages to connect individuals served to homeless and housing services. The Grant is administered by the Substance Abuse and Mental Health Services Administration (SAMHSA) which aims to reduce or eliminate homelessness for individuals with serious mental illnesses, co-occurring disorders, who are homeless or are at imminent risk of becoming homeless. The Office of Substance Abuse and Mental Health is responsible for grant management and the provision of technical assistance to the Managing Entities and PATH providers. PATH funds are used to provide a menu of allowable services, including street outreach, case management, and services that are not supported by mainstream mental health programs. PATH is the only funding dedicated to outreach services for individuals with serious mental illnesses, or co-occurring disorders, who are homeless or are at imminent risk of becoming homeless.

Additionally, the PATH program offers assistance obtaining income and access to other mainstream benefits such as food assistance and SSI/SSDI. PATH is an example of how coordination between systems can streamline the pathway to housing and leverage funding for individuals in the behavioral health system. Behavioral health providers and some CoCs in Florida serve as the PATH recipients, utilizing the funding to provide outreach and case management services to people experiencing homelessness, ultimately reducing their length of homelessness.

FIGURE 11

PERSONS CONTACTED AND ENROLLED IN PATH PROGRAM	TOTAL
Total instances of contact	18,339
Total persons contacted	5,358
PATH enrolled Individuals	2,867
Identified as chronically homeless	1,131
Identified with co-occurring disorders	943
Total PATH enrolled individuals receiving mental health services (any funding source)	1,765
SOAR Connected	410

Florida Department of Children and Families Office of Substance Abuse and Mental Health. PATH Data Exchange (PDX) System. Annual Report FY 2019.

The Office of Substance Abuse and Mental Health will continue to advocate for and support affordable, supportive, and recovery housing, and recovery services to aid individuals with substance use, mental health or co-occurring disorders, those addicted to opiates, and those experiencing or at risk of homelessness.

As housing has been clearly demonstrated to be a social determinant of health, Florida Housing Finance Corporation (FHFC) dedicated funding to support pilot projects aimed at serving persons experiencing chronic homelessness who are also high utilizers of public systems. The next section highlights FHFC-funded PSH projects operated by Ability Housing and Carrfour Supportive Housing projects aimed at providing housing and supportive services to some of Florida's most vulnerable persons experiencing homelessness. Now more than ever, it is clear that housing is healthcare.

Carrfour Supportive Housing: Coalition Lift

Released in July 2019, Carrfour Supportive Housing issued the interim report⁴⁴ on the success of their Coalition Lift Supportive Housing Pilot Project, selected as one of three award recipients to participate in this study to demonstrate the effectiveness of addressing homelessness among high utilizers by providing PSH. The Miami-Dade nonprofit, established in 1992, is an innovative leader in the development of permanent supportive and affordable housing throughout Florida.

The Coalition Lift project targeted individuals with high needs who were identified as chronically homeless, high utilizers of public system services, and whose income was at or below 33 percent AMI. Enrolled participants were able to move directly into deeply affordable housing and given access to tailored support services. Carrfour renovated and furnished the rental units for 34 housing program participants, ensuring all units were move-in ready for immediate occupancy. Thirty-five participants received housing in scattered-site PSH units within Miami-Dade County.

Taking a collaborative approach to identify the highest utilizers and creating a prioritized group of individuals for this project, the Miami-Dade County used five sources to create its high utilizer population: Miami Dade County Criminal Court System, Miami Dade County Homeless Trust CoC's HMIS database, Jackson Memorial Hospital, Thriving Mind South Florida, and Miami-Dade County and City of Miami Beach's Homeless Outreach Teams due to their collaboration with law enforcement. Assessments were administered to determine people's acuity and multi-system data was used to prioritize the highest "scoring" individuals. Those individuals were engaged and enrolled in the Coalition Lift project. Of the 802 individuals identified on the master list, the goal was to engage a minimum 115 individuals of those identified in the master list which comprised three study groups; understanding that up-to 45 persons served may not accept housing and remain homeless during the two-year pilot.

As a result of this project, there was an overall savings of \$11,343 per person, which translates to \$385,662 of cost savings based on the

FIGURE 12

SYSTEM	BASELINE	ONE YEAR FOLLOW-UP	CHANGE	PERCENT CHANGE
Jails	\$105,100	\$52,200	-\$53,000	-50.4%
Medicaid	\$357,470	\$124,082	-\$233,388	-65.3%
SAMHIS	\$12,196	\$64,113	\$51,917	425.7%
Shelter Stays	\$79,070	\$0	-\$79,070	-100%
Outpatient Transition	\$8,744	\$4,586	-\$4,158	-47.6%
Total	\$562,580	\$244,981	-\$317,599	-56.5%
Average Cost per Person	\$20,092	\$8,749	-\$11,343	-56.5%

Carrfour Supportive Housing. Coalition Lift Pilot Project, One Year Evaluation Report.

FIGURE 13

SYSTEM	BASELINE	ONE YEAR FOLLOW-UP	CHANGE	PERCENT CHANGE
Inpatient Care	3,547,248	1,467,555	2,079,693	59%
Emergency Room Care	1,086,651	614,579	472,072	43%
Total Hospital Costs	6,458,809	2,741,425	3,717,384	58%
Criminal Justice	\$79,070	\$0	-\$79,070	-100%
Arrests and Bookings	74,256 (84 arrests)	25,636 (29 arrests)	48,620	65%
Days in Jail	123,447 (2,053 days)	34,274 (570 days)	89,173	72%
Total Costs	7,503,314	5,253,803	2,249,501	30%
AVERAGE COST PER PERSON	110,343	77,262	33,081	30%

Ability Housing. The Solution That Saves, Two-Year Evaluation Report

34 individuals housed at the Coalition Lift site-based units owned/operated by Carrfour. The biggest reduction of costs was associated with Medicaid, which proved a 65.3 percent reduction, or a \$233,388 change, from the baseline when the participants lacked housing. Of the participants, 83.3 percent remained housed and avoided returns to homelessness. Group 1, who participated in the site-based Coalition Lift housing program, increased income by 42.5 percent since becoming housed and Group 2's scattered-site PSH participants showed an increase in self-reported earned wages and produced a decrease of income and benefits by 27.6 percent at the time. The third group, which is comprised of persons who remained literally homeless, did not report earned wage income and the average benefit amount reported was \$139.56 during the time of the assessment.

The Coalition Lift pilot project demonstrates that with permanent housing, evidence-based supports, and linkage to primary care and preventative services, there are effective solutions to end homelessness. One of the most valuable outcomes confirmed by this project is that, with stable housing, people also improve their social connects and increase contact with family and friends, enhancing opportunities for long-term natural supports and an enriched recovery-oriented system of care.

Ability Housing: The Solution That Saves

In 2015 Ability Housing, a nationally recognized leader in the affordable and supportive housing industry, launched The Solution That Saves Supportive Housing Pilot Project. The pilot, located in Duval County, identified community residents that had a disability, had been homeless for an extended period of time and were high utilizers of crisis services. Pilot participants were provided with Permanent Supportive Housing, an evidence-based practice which links affordable housing with individualized, voluntary supports.

Pilot participants were identified through a collaborative approach which encompassed Duval County's healthcare, criminal justice, and emergency services systems. Ninety-two individuals enrolled in the pilot. Each earned 30 percent or less of the Area Median Income, had a disability and were chronically homeless. Participants had significant medical conditions; most had co-occurring disorders.

Forty-three of the pilot participants were housed at Village on Wiley, the pilot site funded by FHFC; forty-nine were housed either at other properties owned by Ability Housing or in market units master-leased by Ability Housing. All residents were provided rental assistance, supportive housing case management, and certified peer support specialist supports.

To enroll, participants had to agree to share information regarding their engagement with publicly funded systems of care; signing releases so cost data could be gathered. They also agreed to baseline, mid-term and final assessments to determine the impacts had on their quality of life and mental health.

The evaluation compared individual participant's data dating from the two years prior to moving into housing and the two years after their move-in anniversary. At the end of the two years, 68 program participants remained enrolled in the pilot and 77 individuals were still housed with Ability Housing; overall the pilot demonstrated a 90 percent housing retention rate. Of the twenty-four initial enrollees not included in the final data, two had been determined to not be eligible for the pilot, some had moved away so their data could not be collected, a few had passed away and several declined to share their

data for the final collection. No participants lost housing due to not sharing data.

Released in November 2018, The Solution That Saves Evaluation Report⁴⁵ demonstrated it was 30 percent less expensive, including the cost of housing assistance and supports, to provide persons Permanent Supportive Housing than it had been to maintain their homelessness prior to housing.

In addition, participants received supportive services, which included linkage to resources and mainstream benefits resulting in a 66 percent, or \$244 monthly, increase in the participants average monthly income. Health insurance participation increased by 56 percent among pilot participants.

SPECIAL FEATURE

FHFC PERMANENT SUPPORTIVE HOUSING PILOTS

In 2014, FHFC solicited applications through a Request for Proposals (RFP) process to develop a supportive housing program with a data collection and reporting component. The selected projects were responsible for conducting research on housing for high needs/high cost Individuals who are chronically homeless. This pilot project reflects the state's awareness that using evidence-based practices is the most effective way to end homelessness, especially among the most hard-to-house populations. In the following section, this report highlights the data collected and evaluated from Carrfour Supportive Housing's interim report on their Coalition Lift Supportive Housing Pilot Project as well as Ability Housing's The Solution That Saves pilot project.



DESPITE THE 56 DEVELOPMENTS FUNDED BY THE FHFC THAT TARGET HOMELESS HOUSEHOLDS AND 26,701 COC PERMANENT HOUSING BEDS, **FLORIDA HAS A DEFICIT OF 356,808 AFFORDABLE RENTAL HOMES** THAT ARE AFFORDABLE AND AVAILABLE FOR RENTERS WHOSE INCOME FALLS WITHIN ZERO TO 30 PERCENT AREA MEDIAN INCOME (AMI).

PREVENTING, REDUCING, AND ENDING HOMELESSNESS

MAKING HOMELESSNESS RARE, BRIEF, AND ONE-TIME

The State of Florida's Council on Homelessness promotes the implementation of nationally recognized best practices that have proven to be effective in making homelessness rare, brief, and one-time. CoCs throughout Florida actively pursue training for implementation and use of best practices, like Housing First, Rapid Re-housing (RRH), and Permanent Supportive Housing (PSH). The systematic shift to person-centered, housing focused approaches has resulted in the significant reduction of people experiencing homelessness in the state. It has been proven that reduction in homelessness is directly connected to housing.

Ensuring that all individuals and families who are experiencing a housing crisis are evaluated for housing and services in a uniform process, the HUD-mandated Coordinated Entry System (CES) is required for all CoCs. Rather than the first come, first served process that simply addresses the easiest to serve consumers; CoCs implemented a coordinated effort to increase access for persons who do not always seek out services. Through implementation of a coordinated process to prioritize and streamline assessments, all people experiencing homelessness are triaged using standardized assessment tools and are prioritized for all services determined by severity of service need. Although it would be easier to address needs of people who are seeking out services and are willing to jump through hoops to get housed immediately, it has been proven that addressing homelessness in the first come, first served method leaves out those who are most in need and lacking of supports to resolve their homelessness.

One of the most important approaches that has proven effective is the Housing First model. Implementing Housing First means a full shift in philosophy where providers are changing their processes, moving away from requiring people to earn a roof over their head to adopting practices that reflect the idea that housing is the foundation of recovery. As the United States Interagency Council on Homelessness detailed in their strategic plan, "The only true end to homelessness is a safe and stable place to call home." From this, it is understood that people, while experiencing a housing crisis, may not have the capacity

to address issues like trauma, substance use, and unemployment. Moving a person without a home into stable, permanent housing as quickly as possible then offering supportive services tailored to the person's individualized needs is most effective in ending homelessness. These services can include assisting with housing retention, life skill building, employment or benefit acquisition, or supports linked to behavioral health needs. Tailored supports take into consideration that not everyone requires the same level of services, services for the same length of time, or same type of services. This method, termed "progressive engagement," ensures that people are not under- or over-served.

Street outreach is a critical component of identifying and engaging people experiencing chronic homelessness. Often sleeping in places not meant for human habitation and in unsheltered locations, people experiencing chronic homelessness are frequently disengaged and can be resistant to services. Prior to the system pivoting to identify and house the most acute, these individuals and families would be left without help. Now these households are prioritized for housing. Once housed, individuals and families receive voluntary supportive services that focus on helping them obtain and maintain stable housing.

Permanent housing interventions result in the likely success of permanently ending an episode of homelessness. There are two permanent housing interventions implemented within housing crisis response systems, PSH and RRH. Reserved for households with the most intensive service needs and long-term homeless histories, PSH offers a long-term housing subsidy in conjunction with individualized, voluntary supportive services. PSH is an evidence-based practice with extensive data concerning best practices and fostering the increased independence of persons living in PSH. This intervention can be project-based or tenant-based and offers a deep subsidy allowing the household to contribute no more than 30 percent of their income for rent. As persons stabilize, the level of services required can diminish. HUD funded PSH is mostly dedicated to households that experienced chronic homelessness and due to their disability and corresponding limited income, on-going rental assistance is usually required to ensure households do not return to homelessness upon exiting PSH.

RRH is a permanent intervention that can be used to serve anyone who meets the literally homeless definition. While RRH can quickly

SPECIAL FEATURE

STRATEGIC PARTNERSHIPS TO PREVENT AND END HOMELESSNESS

I-Care Program – Opening Doors of Northwest Florida

Opening Doors of Northwest Florida's Integrated Coordination with Assessment, Referral, and Education (I-CARE) in Escambia County is grant-funded by the City of Pensacola. I-CARE aims to eliminate homelessness and reduce emergency service utilization among individuals experiencing chronic homelessness by empowering participants to become permanently housed while working with them to increase life skills and foster self-sufficiency. In its fourth year, Opening Doors has continued to improve the I-CARE program by incorporating intensive case management services that include developing treatment plans and goals during weekly in-person meeting with a social worker.

I-CARE is expanding to include services for unaccompanied youth experiencing homelessness, ages 18 to 24 years old, living within Santa Rosa County. To outreach this population, the I-CARE Street Outreach Van allows case managers in the community to connect with consumers and meet them where they are at for easier access into the Coordinated Entry System.

Highlighting the program's success, Opening Doors described how this program changed the life of one of their consumers, a 61-year-old single white female who otherwise would continue cycling through systems. This I-CARE participant who had a history of substance use, mental illness, and was a victim of sexual assault also experienced homelessness for a four-year period prior to entering the I-CARE program. The support provided by this program assisted the consumer to achieve housing stability, increase their income by applying for benefits through the Social Security Administration, and participate in services through a local behavioral health direct service provider, Lakeview, for medication management and therapy. At this time, the I-Care program participant is continuing to successfully engage in services and is financially self-sufficient, paying her own bills for the last six months.

resolve homelessness for households with moderate and serious needs, it is sometimes used to target households who just need a "light touch" of financial assistance and support services. While RRH does offer supportive services, it is focused on housing stabilization as opposed to a more therapeutic approach. The RRH case manager should be linking the program participants to longer-term supports in the community such as employment opportunities, education, and other types of community supports that improve the potential of housing retention once the program ends. The financial assistance is re-evaluated as the program progresses to increase the household's contribution to rent and other household expenses while the program phases out. The premise of this program is that, through progressive engagement strategies of offering financial assistance and services tailored to the household's need, the household will be able to maintain the lease with the landlord once the household successfully exits the RRH project.

IMPORTANCE OF AFFORDABLE HOUSING – EXTREMELY LOW INCOME AND SPECIAL NEEDS HOUSEHOLDS

The scarcity of affordable housing is the primary factor causing and perpetuating homelessness in Florida. There is a severe housing shortage for extremely low-income renters, leaving only 23 affordable and available units for every extremely low-income (ELI) renter household.⁴⁷ This deficit of housing options that are affordable to persons within the ELI range directly impacts the 28 percent of adults in Florida have a disability.⁴⁸ In addition, 33 percent of renters at 30 percent AMI or less are adults that are elderly or who have a disability that are unemployed or out of the labor force, once again proving there is a significant need for housing options that accommodate limited, fixed income.⁴⁹ Without the resources available to assist households obtain housing that is affordable and accommodates their special needs, homelessness would increase.

Elderly households, many of whom rely on a fixed amount of monthly

income, are a vulnerable population throughout Florida and benefit from a broad service array to meet their needs and help them maintain independent, stable housing. Often times, elderly persons overlap into other service systems, requiring intensive care coordination among providers. In a 2019 report, the Florida Department of Elder Affairs identified that 50 percent of persons registered for services, or 74,205 consumers,⁵⁰ were living with income below poverty level, which makes housing options that are affordable even more desirable.

The importance of housing that is affordable is demonstrated once again when evaluating the community cost reported by Medicaid data. When elderly persons or a person with a disability lives independently, the annual Medicaid expenditure is \$10,380 as opposed to that person living in an institutional setting, which amounts to \$30,019 annually. Medicaid pays \$109,714 for one person with Development Disabilities to live in an institutional setting, while the expense is \$30,323 for that same person to live independently.⁵¹ Without

SPECIAL FEATURE

THE INTERSECTION OF HOMELESSNESS & HEALTH CARE: AGENCY FOR HEALTH CARE ADMINISTRATION'S HOUSING PILOT

Recognizing that income-constrained Floridians with a diagnosed behavioral health disorder are many times the same community members who are at-risk of or experiencing homelessness and lack the resources to attain or maintain decent, safe, and affordable housing; the Agency for Health Care Administration (AHCA) implemented the Florida Medicaid Temporary Housing Assistance Pilot, beginning December 01, 2019.⁴⁶ This pilot addresses the housing barriers that Medicaid recipients often experience when trying to obtain community-integrated housing opportunities so they can live independently with targeted support services that assist them in retaining their housing. While the Medicaid dollars do not pay actual rent, the goal of funding this supportive housing pilot is to “facilitate housing stability and improve health outcomes” for the up to 4,000 Medicaid recipients who can be served by this program annually.

Learned from models such as Housing First and PSH projects, evidence shows the success that participants achieve when pairing a housing subsidy with supportive services that are intended to assist with housing stabilization. Using this evidence, the Medicaid Housing Pilot provides these participants with an array of covered services to include:

- *Transitional Housing Services* - Designed to prepare and support the transition into permanent housing.
- *Tenancy Sustaining Services* - Supports the individual in being a successful tenant.
- *Mobile Crisis Management* - Established to provide immediate, on-site de-escalation of issues when crises occur.
- *Self-Help/Peer Support* - Designed to allow individuals to work with peer support specialists to help manage SUD or SMI symptoms and promote community living skills.
- *One-Time payment for Moving Expenses* - Assists with incidental expenses.

AHCA, responsible for the state-wide administration of the Florida Medicaid program for an estimated 4.27 million Floridians, works to ensure that Florida's most vulnerable have access to the medical services they need. With a focus on solutions, AHCA acted to address the lack of housing resources by obtaining approval from the Centers for Medicare and Medicaid Services which allows AHCA to amend the state's 1115 Managed Medical Assistance (MMA) waiver, approving using dollars to support accessing housing; which was not a service covered by Florida Medicaid until now. Individuals ages 21 years and older, who are enrolled in Medicaid Managed Health Care Plans operated by Aetna, Magellan Complete Care, Simply, and Staywell, who are living in Pinellas, Pasco, Seminole, Orange, Osceola, and Brevard Counties and who are diagnosed with a serious mental illness (SMI), substance use disorder (SUD), or SMI with co-occurring SUD, who are homeless or at risk of homelessness due to their disability are eligible to participate.

SPECIAL FEATURE

FORWARD MARCH UPDATE

In 2019, Governor DeSantis created the Forward March Initiative jumpstarting an advocacy campaign to solicit feedback and address the critical needs from Florida's veterans. Forward March aimed at taking a collective approach to assessing the gaps and needs of veterans throughout Florida. To accurately assess and evaluate standards of service while creating a comprehensive vision, regional meetings in Pensacola, Jacksonville, West Palm Beach, Ocala, Port Canaveral, and Sarasota were convened with the invited participation of veterans, elected officials, community leaders, and members of veterans service organizations. Break-out groups were formed focusing on benefits, homelessness and community services, legal aid and veteran's treatment courts, health care and mental health, and transition services. One thing was clear, many veterans do not know they are eligible for certain services and benefits.

The 2019 report⁵⁶ to update the Governor on the outcomes of the Forward March Initiative highlights recommendations specific to addressing homelessness among veterans including:

- The Florida Department of Veterans Affairs (FDVA) should create a point of entry, being a one-stop shop for veterans to access information and resources
- The FDVA should lead the charge in developing, making available, and conducting outreach to provide basic needs and service resources while coordinating efforts to identify veterans throughout Florida
- The FDVA should address the lack of affordable and safe housing options by supporting funding opportunities for housing subsidies and repurposing buildings to supply housing for veterans;
- The FDVA should be a unifying force, bringing together fractured systems to address the needs of veterans, with an emphasis on veterans experiencing homelessness.

As of September 2019, Flagler County, Miami-Dade County, Ft. Myers/Lee County, Punta Gorda/Charlotte County, and Volusia County/Daytona Beach have announced that they have ended veteran homelessness in their local communities. The continued implementation of the recommendations by the Forward March initiative is critical to helping communities in their efforts to prevent and end veteran homelessness.

affordable and available housing to compliment the voluntary, supportive services, thousands of elderly Floridians and Floridians with disabilities remain at-risk of homelessness in our communities.

Recognized as a priority within the State of Florida, FHFC, HUD, and local governments contribute to creating housing solutions for households whose income is at or below 30 percent AMI, persons with disabilities, persons experiencing homelessness, youth transitioning out of the foster care system, elders, and other special needs populations. The SHIP and SAIL programs, funded with Sadowski Affordable Housing Trust Fund dollars, have assisted thousands of elderly households, persons with developmental disabilities, and persons experiencing homelessness access housing options that are affordable based on their limited household income.⁵²

FHFC solicits applications through an annual competitive bid process, selecting developers for tax credits and other funding awards to create housing that is affordable, aiming to house people who otherwise may lack housing options due to barriers. Many of the FHFC funding opportunities ensure housing is reserved for special populations and economically disadvantaged households. A short highlight of some multifamily financing opportunities available through FHFC include:

- The Elderly Housing Community Loan, Financing to Develop Housing for Homeless Persons
- Grants for Persons with Developmental Disabilities
- Financing for Smaller PSH Developments for Persons with Special Needs
- Financing to Develop Housing for Persons with Disabling Conditions/Developmental Disabilities

FIGURE 14

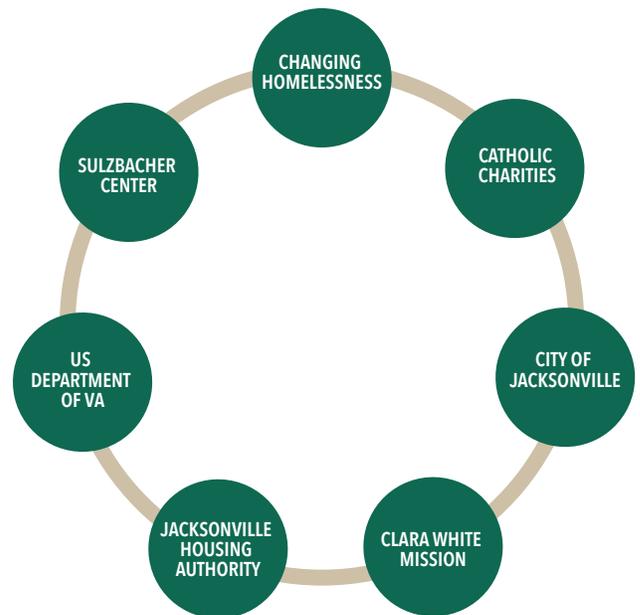
HUD PROGRAM	TOTAL VOUCHERS IN FL	# OF PHAS	TARGETED POPULATION
FUP	1,433	16	Families whose lack of adequate housing is a primary factor in the imminent placement of the family's child or children in out-of-home care, or the delay in the discharge of the child or children to the family from out-of-home care.
HCV	100,668	97	Transition-age youth (18 to 24 years old) who have left foster care, or will leave foster care within 90 days, and is homeless or is at risk of becoming homeless at age 16 or older.
HUD-VASH	7,102	41	Income eligible households comprised of elderly, persons who have a disability, and family households with or without dependents.
Mainstream	2,405	28	Veterans experiencing chronic homelessness.
NED	1,735	15	Non-elderly persons with disabilities who are transitioning out of institutional or other segregated settings, at serious risk of institutionalization, currently experiencing homelessness, previously experienced homelessness and currently a client in a PSH or RRH, or those at risk of experiencing homelessness.
			Persons with disabilities who are not elderly.

US Department of Housing and Urban Development. HUD Housing Choice Voucher Data Dashboard. https://www.hud.gov/program_offices/public_indian_housing/programs/hcv/dashboard?utm_source=Housing+Policy+News&utm_campaign=3fd314d99d-EMAIL_CAMPAIGN_2019_09_20_06_59_COPY_01&utm_medium=email&utm_term=0_8fdffd50b8-3fd314d99d-111136841

FHFC's LINK Unit Program sets aside a number of designated ELL units for consumers referred by a community-based supportive services agency who has entered into a MOU with FHFC. To compliment this approach to addressing housing inequity among Florida's at-risk residents, FHFC coordinated the Affordable Housing Workgroup which issued its findings and recommendations in the Final Report in 2017 that details "the need for, production of, and access to affordable housing in Florida."⁵³

While it takes housing subsidies from all types of funding sources to make housing affordable for various income levels, one of the most prominent are HUD's Housing Choice Vouchers (HCV), also known as Section 8. HCVs are intended to address housing disparities among persons with disabilities, the elderly, and very-low income households; ensuring consumer choice of where the housing participant wants to live and promising decent, safe, and affordable housing in the private market. Through the use of scattered-site, market rate rentals, the federally funded programs help deconcentrate poverty and encourage inclusion for vulnerable populations. PHAs across Florida also administer special purpose vouchers that include Family Unification Program (FUP), Non-Elderly Disabled (NED) Vouchers, and HUD Veterans Affairs Supportive Housing (HUD-VASH). Despite these resources, housing subsidies are challenging to obtain due to long waitlists and hard-to-find housing units that are within the payment standards allowable by the PHA. As seen by the long wait lists for subsidized housing, these programs only satisfy a small portion of those who need for housing supports that allow people to live independently and within the community of their choosing.

There are 345,482 renter households in Florida whose income is 30 percent AMI or less.⁵⁴ Despite the 100,668 Housing Choice Vouchers, and the 285,275 assisted units,⁵⁵ there remains a significant deficit of assisted housing units that are affordable and available to meet



the current need of households whose income is 30 percent AMI or less. When there is a lack of housing available and affordable to a spectrum of income ranges, there is increased pressure on the market, which causes limited availability and rents to increase. The scarcity of deeply subsidized housing units and housing vouchers cannot be overemphasized.

SPECIAL FEATURE

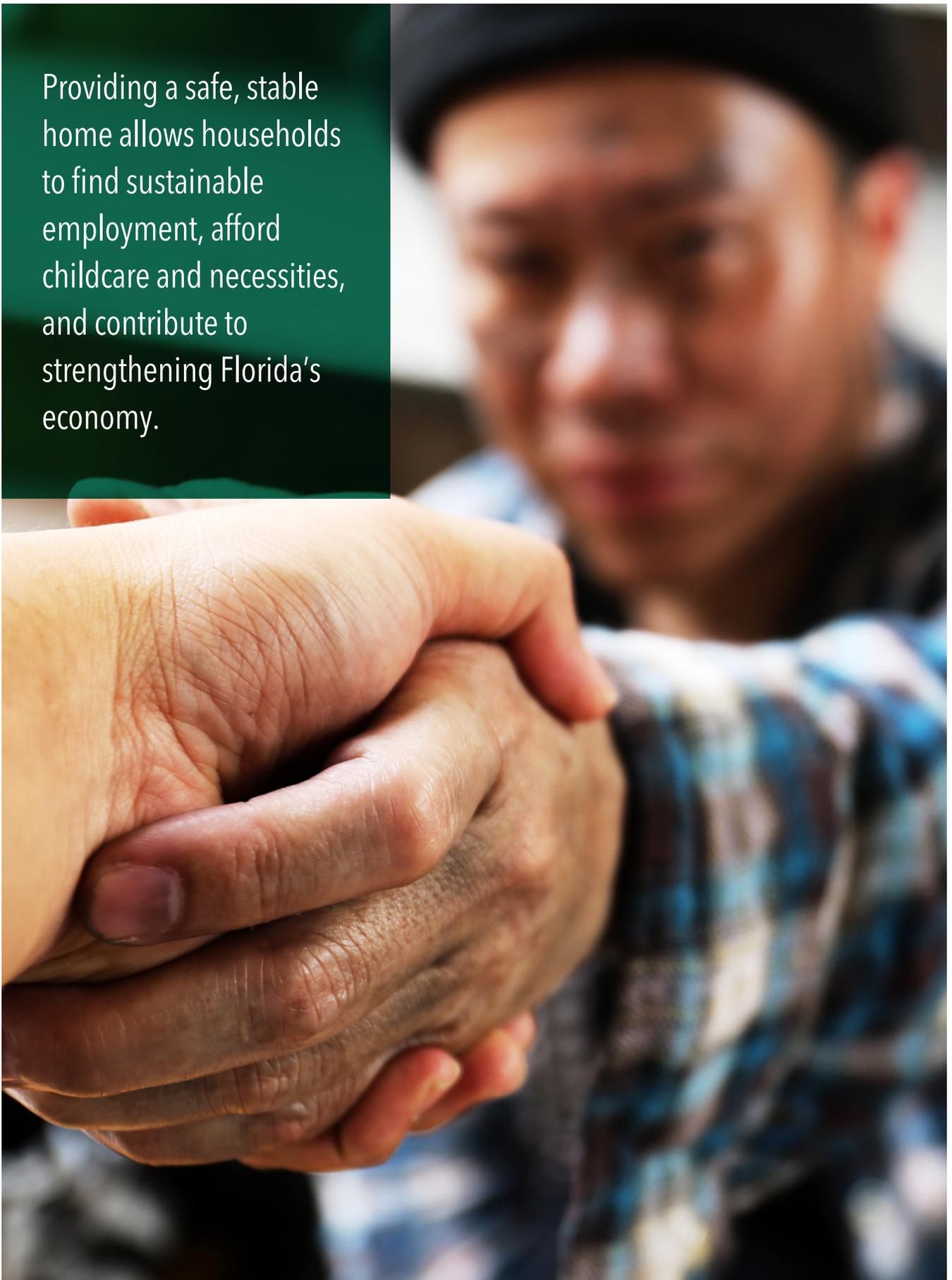
BUILT FOR ZERO: FL-510 - JACKSONVILLE-DUVAL, CLAY COUNTIES COC

Built for Zero, an initiative developed by Community Solutions, works with local communities to improve how they respond to homelessness and execute strategies to achieve Functional Zero. Reaching Functional Zero means the number of people experiencing homelessness in the community is no greater than that community's average housing placement rate. Using data-driven decisions to achieve a greater impact, Built for Zero is focused on taking a system-wide approach to making homelessness rare and brief. In addition to the Jacksonville-Duval, Clay CoC, participating Florida CoCs include: West Palm Beach/Palm Beach County, St. Johns County, North Central Florida, and the Tallahassee/Leon County.

With the help of Built for Zero, the FL-510 CoC, responsible for the Clay, Duval, and Nassau Counties, is working to reach functional zero. This is a great task to take on and requires developing real time data on homelessness, optimizing local housing resources, and tracking progress against monthly goals. In Jacksonville, Changing Homelessness is spearheading this initiative through actively managing a By-Name List that evolves almost daily with targeted sub-populations through an innovative data-oriented and technologically advanced approach.

The community is involved in identifying permanent housing options to quickly identify and house veterans experiencing homelessness. This takes the collaboration of service providers, community partners, landlords, and the CoC. Incorporated into this strategy is the idea that each organization is contributing to the solution and is led by an integrated team that is responsible for commanding the mission. While funders of programs and services continually evaluate the success of individual programs, the Built for Zero initiative measures the community's ability to reduce the number of people experiencing homelessness rather than focusing on the success of individual projects.

Providing a safe, stable home allows households to find sustainable employment, afford childcare and necessities, and contribute to strengthening Florida's economy.





HOMELESSNESS MEANS
THAT A PERSON LACKS A HOME.
WHILE CONCEPTUALLY SIMPLE,
STATE STATUTES AND FEDERAL
REGULATIONS DICTATE WHAT
IT MEANS FOR AN INDIVIDUAL
OR FAMILY TO BE DEFINED AS
HOMELESS

HOMELESSNESS DATA & RETURN ON INVESTMENT



Using data to shape decisions is becoming increasingly important to help providers, funders, and other stakeholders understand how to better design the crisis response system. While housing and service providers work to serve the vast array of people experiencing homelessness, funders are looking at the return on investment. Simply put, are the ways in which we are responding to homelessness working? A good example of improvements throughout the crisis response system is the growing focus on permanent housing solutions. One of the earliest responses to homelessness was emergency shelter. Following emergency shelter, transitional housing programs began developing. The crisis response system was fragmented and focused on the short-term response. As providers branched out and tried new interventions and partnered with other systems and across sectors, the evidence began to point in a singular direction – there must be a coordinated response, and it must include permanent housing solutions. It takes many different systems and interventions to make up the crisis response system – shelter, bridge housing, short- and medium-term rental assistance, long term rental assistance, support services, education, access to behavioral and physical healthcare, and so on. For a crisis response system to effectively prevent and end homelessness it must prioritize the need for long term, affordable, permanent housing and it must include a coordinated community, cross-system response.

Fulfilling their role in accordance with state statute, the Council on Homelessness and DCF Office on Homelessness use locally collected data to evaluate impacts within the statewide housing crisis response system which assists in the development of a consolidated plan that addresses the needs of persons at-risk of or experiencing

homelessness. As referenced in the statute excerpt below, this data is also used to evaluate the performance of state-funded programs that are executed at the local level which helps determine potential future funding for well-performing projects.

“(6) The State Office on Homelessness, in conjunction with the Council on Homelessness, shall establish performance measures and specific objectives by which it may evaluate the performance and outcomes of lead agencies that receive grant funds. Challenge Grants made through the State Office on Homelessness shall be distributed to lead agencies based on their overall performance and their achievement of specified objectives. Each lead agency for which grants are made under this section shall provide the State Office on Homelessness a thorough evaluation of the effectiveness of the program in achieving its stated purpose. In evaluating the performance of the lead agencies, the State Office on Homelessness shall base its criteria upon the program objectives, goals, and priorities that were set forth by the lead agencies in their proposals for funding. Such criteria may include, but are not limited to, the number of persons or households that are no longer homeless, the rate of recidivism to homelessness, and the number of persons who obtain gainful employment.”⁵⁷

One challenge in looking at the data is the vast array of sources. Each agency and system report into their own databases. This information is often unavailable for sharing and systems must rely on aggregate datasets that do not always offer the full picture because it seeks to evaluate and report on differing subject matter based on the population served and purpose of services. However, the past few years have shown an increase in innovative ways to share data. For example, behavioral healthcare providers serving households experiencing homelessness have begun to use databases tailored toward homeless service and housing providers. Jails, hospitals, schools, child welfare, and other systems are coordinating to identify people overlapping in their systems. Increased care coordination activities to identify and serve high utilizers of public systems require data sharing and evaluation, and the systems willingness to work in partnership to best serve the hardest to house Floridians.

Another opportunity to utilize data to shape decisions and improve opportunities for collaboration are the Elder Needs Index (ENI) and Supplemental Population Maps developed by the Department of Elder Affairs. The tools help Aging Network partners strategically plan for targeting and serving areas with concentrations of vulnerable elders. The ENI is a composite index of population characteristics presented in map format to denote the location and proportion of elders in vulnerable groups throughout Florida. This information is drawn from the five-year estimates of the American Community Survey (ACS) and is meant to indicate a senior's overall level of risk for a need for social services within a geographic area.

The Department of Children and Families, Office of Substance Abuse and Mental Health reports that, in FY2018-2019, over \$11 million in funding was dedicated to individuals who have serious mental illness and are at risk of or experiencing homelessness (including PATH, match, and non-PATH funds). During the reporting period, Florida was allocated \$4,334,220 in PATH funds. Matching funds used in support of PATH equaled an estimated \$1.6 million, exceeding the required \$1.4 million.

FIGURE 15
PATH Outcomes FY 18-19

SERVICE/REFERRAL	TOTAL PERSONS SERVED
Reengagements	663
Screenings	1,802
Clinical assessments	800
Community mental health	827
Substance use treatment	137
Case management	1,708
Residential supportive services	329
Housing eligibility determination	405
Security deposits	72
One-time rental payments	89

DCF Office of Substance Abuse and Mental Health. PATH Data Exchange (PDX) System

As evidenced by the Council on Homelessness, Florida has done an incredible job at bringing together stakeholders from a variety of systems to implement a coordinated response. These partnerships demonstrate how a coordinated response, informed by data, significantly impacts each community's ability to prevent and end homelessness. It is difficult to provide a succinct picture with the amount of data being collected among various tools and requirements on collection. Despite the challenges, historically siloed service systems are making progress toward a more coordinated approach, improving their ability to best serve Floridians who benefit from a streamlined approach to services the most.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)

HUD continues to refine its strategy to measure performance, advancing the CoCs housing crisis response system's ability to manage and improve their systems through targeted, data-driven decision making. Data-driven decision making is essential in identifying what interventions are successfully preventing and ending homelessness. When there are well-performing projects that are successful at housing people and helping them remain housed, it is valuable to identify what is effective and replicate that effort.

The Homeless Management Information System (HMIS), required by HUD, is used by CoCs to collect client-level data, documenting persons experiencing homelessness and their engagement in housing and services. This data collected is used in many ways, including informing Congress on the landscape of homelessness in America, reflecting what housing and service providers are doing that is working, and driving community-wide decisions to continuously improve the crisis response system. This section highlights the Point in Time Count, HUD System Performance Measures, Longitudinal System Analysis, and Stella Performance. Applying the data from HMIS and these instruments, CoCs are improving their ability to make homelessness rare, brief, and one-time. As data continues to prove, housing is the solution to ending homelessness.

HUD requires that CoCs conduct an annual count, coined the Point in Time Count (PIT Count), of persons experiencing homelessness which are divided into unsheltered and sheltered population categories. Not only are people living on the streets counted, but so are those residing in Emergency Shelters, Safe Havens, and Transitional Housing units. Conducting a PIT Count is challenging and 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 person that is homeless in a community, and the count only offers a snapshot because it is completed on a single night in January.

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. 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. This report contains unpublished, preliminary data from the 2020 PIT Counts conducted across Florida, supplying data about homelessness among individuals, youth, 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.

HUD's focus at the federal level has shifted to evaluating performance on a system level, seeking to identify how each piece of the housing crisis response system contributes to the effectiveness of the system as a whole. Rather than focusing on individual service providers, HUD uses System Performance Measures (SPM) to help the CoC evaluate the continuum's overall effectiveness and efficiency in making homelessness rare, brief, and one-time. The PIT Count is an easy way to measure increases or reductions in a community's overall number of persons experiencing homelessness. By contrast, HUD's SPMs offer a more comprehensive and complete picture of how long people are experiencing homelessness, how many households are entering and exiting throughout the year and housing outcomes.

These SPMs measure the following:

1. Length of time persons remains homeless
2. The extent to which persons who exit homelessness to permanent housing destinations return to homelessness within 6, 12, and 24 months
3. Number of homeless persons
4. Employment and income growth for homeless persons in CoC Program-funded projects
5. Number of persons who become homeless for the first time
6. Homeless Prevention and housing placement of persons defined

by Category 3 of HUD's homeless definition in CoC Program-funded projects

7. Successful placement from street outreach and successful placement in or retention of permanent housing

According to 2019 Fiscal Year SPM data,⁵⁸ there were 57,724 persons who experiencing sheltered homelessness throughout the year, while the 2019 PIT Count snapshot identified 15,852 persons residing in either Emergency Shelter or Transitional Housing⁵⁹ on any given night. With housing as the recognized solution, HUD measures exits from homelessness to permanent housing destinations.

- In 2019, of the 16,565 who were enrolled in Street Outreach services, 2,294 enrollees (14%) exited to a permanent housing destination.
- The number of individuals who exited shelter interventions (Emergency Shelter, Transitional Housing, Safe Haven) to permanent housing destinations in 2019 totaled 21,585 individuals (43%).
- Of the 13,304 persons exited from the crisis response system to permanent housing, 12,740 of those persons (96%) were successful exits to or retention of permanent housing.
- In 2019, 43,698 persons (69%) who entered the system (Emergency Shelter, Safe Haven, Transitional Housing, and

SPECIAL FEATURE

HOMELESS SERVICES NETWORK OF CENTRAL FLORIDA BEZOS AWARD

Homeless Services Network of Central Florida, Inc. (HSN) was a recipient of a \$5.25 million-dollar award from Amazon founder Jeff Bezos, which will bring innovation to the work of ending family homelessness. This non-renewable five-year gift was the largest awarded and is part of \$90 million dollars distributed to 25 agencies throughout the country by the Jeff and MacKenzie Bezos Day 1 Family Fund. HSN will utilize these funds to target system improvements by investing in diversion and rapid exit strategies to reduce the flow of families into the emergency response system, as well as shorten the time families spend in emergency shelters. Additional capital dollars will be made available to retrofit shelters to flexibly serve non-typical households where household size, gender, or adult children often create barriers to shelter entry.

HSN is also experimenting with a collaborative funding process that will include performance-based bonuses. Martha Are, CEO of Homeless Services Network, the lead CoC agency for Central Florida Commission on Homelessness commented, "Our successful application is due to the tireless efforts of Central Florida's non-profit, government, and business partners who are collaborating on strategies that are delivering concrete and measurable impacts for people in our community experiencing homelessness." The flexibility of the gift will allow Central Florida's homeless response system to fill gaps, clear bottlenecks, and speed system flow through the coordinated entry, assessment, and supportive housing pipeline.

Permanent Housing projects) within the reporting year did not have entries in HMIS within the 24 months prior.

Over the last few years, CoCs across Florida have been applying effective prevention and diversion strategies which have contributed to the reduction of newly homeless individuals by 2,968 persons between the 2018 and 2019 SPM data reporting years.

Housing is the solution to ending homelessness and is measured by evaluating the number of persons who exit Street Outreach, temporary housing, and institutional settings to a permanent housing destination. Another component of this measure is to show an increase of those who exit to and retain of permanent housing. HUD continues to improve the ways in which the data is captured and the way it is utilized. HUD introduced Longitudinal System Analysis (LSA) to enhance the CoC's ability to evaluate data based on mapping households throughout various stages in the crisis response system.

Illustrating the data captured from the LSA, HUD's Stella Performance (or Stella P.) creates visuals that show how households are moving through the crisis response system while also highlighting disparities of persons served. Stella P. also evaluates past and

current performance, identifies areas of improvement, and focuses on three primary performance measures being: 1. Number of days homeless, 2. Exits from the homeless system to permanent destinations, and 3. Returns to the homeless system after exits to permanent destinations.⁶⁰ This system offers system mapping, evaluation of trends, population-focused, and allows for demographics of households and limited information about individuals. Using the HMIS data, the system maps project participants in Emergency Shelter, Safe Haven, Transitional Housing, RRH, and PSH projects. Rather than looking at individual project performance, Stella P. is providing an overview that details the entire system's performance.

The advancement of technology solutions to enable better, real-time data capture greatly enhances the housing crisis response system's ability to adapt quickly to the changing needs of people experiencing homelessness. System mapping will allow communities to pinpoint where gaps exist, and people's needs are unmet. The technology comes with a bit of a learning curve, but ultimately it will truly be the path forward to preventing and ending homelessness.

APPENDICES

APPENDIX I:

2019 Policy Recommendation Updates

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.**

Governor DeSantis prioritized full funding of the Sadowski Affordable Housing Trust Fund in each of his two budgets. The Florida Legislature did not vote to allocate full funding of Sadowski in year 1 of Governor DeSantis' administration.

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.**

Both Governor DeSantis and the Florida Legislature funded the Challenge Grants and Staffing Grants at the continued recurring amount. In fiscal year 2019, the funds were shifted from the Sadowski Affordable Housing Trust Fund to General Revenue.

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.**

Florida's CoCs have continued to focus on utilizing best practices, which has played a major role in successfully reducing homelessness in Florida by 50.8 percent over the last decade.

4. **Revise Florida Statute 420.621.626.**

The statute revision died in Senate Appropriations at the end of the 2019 Legislative Session. Bills to revise the statute were re-filed and approved during the 2020 Legislative Session. The revision adds representatives to serve on the Council on Homelessness from the Florida Housing Coalition and the Department of Elder Affairs; revises the state's approach to homelessness by adopting the federal definition for "homeless" and aligning other state requirements with U.S. Department of Housing and Urban Development requirements; changes the requirements for the award of challenge grant and grants-in-aid to reduce the amount of matching funds required from 100 percent to 25 percent; increases the maximum percentage of grant funds that a Continuum of Care lead agency may spend on administrative costs from 8 percent to 10 percent; changes preference for funding to go to Continuum of Care lead agencies that have a demonstrated ability to move households out of homelessness; and amends sections of the law to require individuals and families being considered for Rapid Rehousing assistance to be assessed and prioritized through the Continuum of Care's Coordinated Entry System.

5. **Support increased collaboration between Florida's Community Based Care Child Welfare Lead Agencies, State of Florida's Substance Abuse and Mental Health Managing Entities, Florida Housing Finance Corporation, Homeless Continuums of Care, and Public Housing Authorities.**

There has been significant collaboration between these systems across multiple areas. It was discussed about highlighting these partnerships in the Council Report through special features sections.

APPENDIX II: CoC Funding

APPENDIX II, TABLE 1: COC FUNDING TABLE FROM FEDERAL AND STATE SOURCES

COC #	COC	SFY19-20					FY18	TOTAL (STATE & FEDERAL)
		CHALLENGE (STATE)	EMERGENCY SOLUTIONS GRANT (STATE)	TANF HOMELESS PREVENTION (STATE)	STAFFING (STATE)	STATE TOTAL	HUD COC	
FL-500	Sarasota, Bradenton/ Manatee, Sarasota Counties CoC	\$119,000.00	\$172,000.00	\$38,000.00	\$107,142.85	\$436,142.85	\$-	\$436,142.85
FL-501	Tampa/ Hillsborough County CoC	\$86,000.00	\$151,000.00	\$-	\$107,142.85	\$344,142.85	\$6,347,400.00	\$6,691,542.85
FL-502	St Petersburg, Clearwater, Largo/ Pinellas County CoC	\$148,500.00	\$200,000.00	\$46,582.00	\$107,142.85	\$502,224.85	\$4,129,427.00	\$4,631,651.85
FL-503	Lakeland, Winterhaven/Polk County CoC	\$119,000.00	\$172,000.00	\$34,683.00	\$107,142.85	\$432,825.85	\$1,974,655.00	\$2,407,480.85
FL-504	Deltona, Daytona Beach/Volusia, Flagler Counties CoC	\$148,500.00	\$200,000.00	\$46,582.00	\$107,142.85	\$502,224.85	\$1,420,440.00	\$1,922,664.85
FL-505	Fort Walton Beach/ Okaloosa, Walton Counties CoC	\$148,500.00	\$300,000.00	\$38,000.00	\$107,142.85	\$593,642.85	\$676,587.00	\$1,270,229.85
FL-506	Tallahassee/Leon County CoC	\$86,000.00	\$150,000.00	\$32,250.00	\$107,142.85	\$375,392.85	\$1,451,760.00	\$1,827,152.85
FL-507	Orlando/Orange, Osceola, Seminole Counties CoC	\$148,500.00	\$200,000.00	\$46,582.00	\$107,142.85	\$502,224.85	\$8,069,046.00	\$8,571,270.85
FL-508	Gainesville/ Alachua, Putnam Counties CoC	\$86,000.00	\$257,000.00	\$32,250.00	\$107,142.85	\$482,392.85	\$703,177.00	\$1,185,569.85
FL-509	Fort Pierce/St Lucie, Indian River, Martin Counties CoC	\$148,500.00	\$300,000.00	\$-	\$107,142.85	\$555,642.85	\$1,710,063.00	\$2,265,705.85
FL-510	Jacksonville-Duval, Clay Counties CoC	\$148,500.00	\$172,000.00	\$46,582.00	\$107,142.85	\$474,224.85	\$4,659,124.00	\$5,133,348.85
FL-511	Pensacola/ Escambia, Santa Rosa Counties CoC	\$119,000.00	\$257,000.00	\$38,000.00	\$107,142.85	\$521,142.85	\$815,404.00	\$1,336,546.85
FL-512	St Johns County CoC	\$86,000.00	\$226,000.00	\$32,250.00	\$107,142.85	\$451,392.85	\$133,307.00	\$584,699.85
FL-513	Palm Bay, Melbourne/Brevard County CoC	\$119,000.00	\$257,000.00	\$32,250.00	\$107,142.85	\$515,392.85	\$742,388.00	\$1,257,780.85

COC #	COC	SFY19-20					FY18	TOTAL (STATE & FEDERAL)
		CHALLENGE (STATE)	EMERGENCY SOLUTIONS GRANT (STATE)	TANF HOMELESS PREVENTION (STATE)	STAFFING (STATE)	STATE TOTAL	HUD COC	
FL-514	Ocala/Marion County CoC	\$86,000.00	\$172,000.00	\$38,000.00	\$107,142.85	\$403,142.85	\$292,129.00	\$695,271.85
FL-515	Panama City/Bay, Jackson Counties CoC	\$86,000.00	\$226,000.00	\$32,250.00	\$107,142.85	\$451,392.85	\$53,680.00	\$505,072.85
FL-517	Hendry, Hardee, Highlands Counties CoC	\$86,000.00	\$226,000.00	\$-	\$107,142.85	\$419,142.85	\$184,256.00	\$603,398.85
FL-518	Columbia, Hamilton, Lafayette, Suwannee Counties CoC	\$119,000.00	\$257,000.00	\$38,000.00	\$107,142.85	\$521,142.85	\$360,919.00	\$882,061.85
FL-519	Pasco County CoC	\$119,000.00	\$172,000.00	\$32,250.00	\$107,142.85	\$430,392.85	\$911,344.00	\$1,341,736.85
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	\$119,000.00	\$257,000.00	\$38,000.00	\$107,142.85	\$521,142.85	\$428,405.00	\$949,547.85
FL-600	Miami-Dade County CoC	\$148,500.00	\$200,000.00	\$46,582.00	\$107,142.85	\$502,224.85	\$31,480,996.00	\$31,983,220.85
FL-601	Fort Lauderdale/Broward County CoC	\$119,000.00	\$194,019.00	\$-	\$107,142.85	\$420,161.85	\$10,201,816.00	\$10,621,977.85
FL-602	Punta Gorda/Charlotte County CoC	\$148,500.00	\$300,000.00	\$46,582.00	\$107,142.85	\$602,224.85	\$258,810.00	\$861,034.85
FL-603	Fort Myers, Cape Coral/Lee County CoC	\$148,500.00	\$105,525.00	\$46,582.00	\$107,142.85	\$407,749.85	\$1,835,581.00	\$2,243,330.85
FL-604	Monroe County CoC	\$119,000.00	\$257,000.00	\$32,250.00	\$107,142.85	\$515,392.85	\$491,912.00	\$1,007,304.85
FL-605	West Palm Beach/Palm Beach County CoC	\$86,000.00	\$-	\$38,000.00	\$107,142.85	\$231,142.85	\$5,795,007.00	\$6,026,149.85
FL-606	Naples/Collier County CoC	\$86,000.00	\$-	\$-	\$107,142.85	\$193,142.85	\$297,734.00	\$490,876.85
TOTAL		\$3,181,500.00	\$5,380,544.00	\$852,507.00	\$2,892,856.95	\$12,307,407.95	\$85,425,367.00	\$97,732,774.95

- **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.

APPENDIX III:

Point In Time Count Data

Due to COVID-19, the HUD deadline for Point in Time (PIT) Count data submission has been delayed to June 30, 2020. Therefore, the Point in Time Count data collected at the time of this report has yet to be published by HUD, and in some circumstances 2019 PIT Count data is incorporated due to COVID-19's impact on data evaluation and submission.

APPENDIX III, TABLE 1: TOTAL HOMELESS, 2016-2020

COC #	CONTINUUM OF CARE (COC) GEOGRAPHIC AREA	2016	2017	2018	2019	2020
FL-500	Manatee, Sarasota Counties CoC	1,468	1,447	1,192	1,135	1,044
FL-501	Hillsborough County CoC	1,817	1,549	1,795	1,650	1,452
FL-502	Pinellas County CoC	2,777	2,831	2,612	2,415	2,209
FL-503	Polk County CoC	635	512	552	563	565
FL-504	Flagler, Volusia Counties CoC	1,005	753	683	875	912
FL-505	Okaloosa, Walton Counties CoC	629	401	495	399	351
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	869	1,072	909	966	799
FL-507	Orange, Osceola, Seminole Counties CoC	1,613	2,074	2,053	2,010	2,007
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	844	819	756	804	880
FL-509	Indian River, Martin, St. Lucie Counties CoC	2,382	1,732	1,542	1,499	1,379
FL-510	Clay, Duval, Nassau Counties CoC	1,959	1,869	1,794	1,654	1,665
FL-511	Escambia, Santa Rosa Counties CoC	798	758	632	518	707
FL-512	St. Johns County CoC	1,064	445	342	356	368
FL-513	Brevard County CoC	827	845	734	815	940
FL-514	Marion County CoC	823	725	571	475	523
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	310	336	381	488	385
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	1,071	609	453	403	403
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	1,145	502	493	538	578
FL-519	Pasco County CoC	1,055	2,512	1,356	894	894*
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	595	635	711	677	703
FL-600	Miami-Dade County CoC	4,235	3,721	3,516	3,472	3,472
FL-601	Broward County CoC	2,302	2,450	2,318	2,803	2,312
FL-602	Charlotte County CoC	388	222	164	156	169
FL-603	Lee County CoC	439	431	728	630	444
FL-604	Monroe County CoC	575	631	973	501	437
FL-605	Palm Beach County CoC	1,332	1,607	1,309	1,397	1,510
FL-606	Collier County CoC	545	621	653	498	603
TOTALS		33,502	32,109	29,717	28,591	27,711

*2019 Point in Time Count data

APPENDIX III, TABLE 2: SHELTERED AND UNSHELTERED, 2020

COC #	COC NAME	SHELTERED	UNSHELTERED	% UNSHELTERED	TOTAL
FL-500	Suncoast Partnership to End Homelessness	681	363	35%	1,044
FL-501	Tampa Hillsborough Homeless Initiative	861	591	41%	1,452
FL-502	Pinellas County Homeless Leadership Board	1,400	809	37%	2,209
FL-503	Homeless Coalition of Polk County	375	190	34%	565
FL-504	Volusia/Flagler County Coalition for the Homeless	459	453	50%	912
FL-505	Homelessness & Housing Alliance	96	255	73%	351
FL-506	Big Bend Continuum of Care	699	100	13%	799
FL-507	Homeless Services Network of Central FL	1,548	459	23%	2,007
FL-508	United Way of North Central FL	279	601	68%	880
FL-509	Treasure Coast Homeless Services Council	188	1,191	86%	1,379
FL-510	Changing Homelessness	863	802	48%	1,665
FL-511	Opening Doors of NWFL	334	373	53%	707
FL-512	Flagler Hospital-St Augustine	163	205	56%	368
FL-513	Brevard Homeless Coalition	366	574	61%	940
FL-514	Marion County Homeless Council	373	150	29%	523
FL-515	Doorways of NWFL	136	249	65%	385
FL-517	Heartland Coalition for the Homeless	403	N/C	0%	403
FL-518	United Way of Suwannee Valley	84	494	85%	578
FL-519	Coalition for the Homeless of Pasco County	206*	688*	77%	894*
FL-520	Mid FL Homeless Coalition	279	424	60%	703
FL-600	Miami-Dade County Homeless Trust	2,464	1,008	29%	3,472
FL-601	Broward County Homeless Initiative Partnership	1,356	956	41%	2,312
FL-602	Gulf Coast Partnership	93	76	45%	169
FL-603	Lee County Human & Veteran Services	233	211	48%	444
FL-604	Monroe County Homeless Services CoC	225	212	49%	437
FL-605	Palm Beach County Division of Human Services	480	1,030	68%	1,510
FL-606	Hunger & Homeless Coalition of Collier County	435	168	28%	603
TOTALS		15,079	12,632	45%	27,711

*2019 Point in Time Count data

APPENDIX III, TABLE 3: HOMELESS POPULATION CHARACTERISTICS, 2019-2020

The 27 local Continuum of Care planning agencies have reported the following information on the makeup of people experiencing homelessness 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 2020 data is compared to reported 2019 data. Reported characteristics are based the individuals own self-report and may not have been verified.

In this section, when necessary, 2019 PIT Count data is incorporated to provide an estimate of the reported subpopulation due to COVID-19's impact on data evaluation and submission.

GENDER				
GENDER	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
Female	10,055	35.1%	9,263*	34.3%
Male	18,449	64.5%	17,637*	65.4%
Transgender	67	.23%	52*	.2%
Gender Nonconforming	20	.07%	23*	.1%
TOTAL	28,591	100%	26,975	100%

*Includes 2019 Point in Time Count data

AGE				
AGE RANGE	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
Under 18	4,838	16.9%	4,653*	17.1%
18-24	1,628	5.7%	1,914*	7.0%
Over 24	22,125	77.4%	20,672*	75.9%
TOTAL	28,591	100%	27,239*	100%

*Includes 2019 Point in Time Count data

ETHNICITY				
ETHNICITY	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
Hispanic/Latino	3,755	13.1%	3,796*	14.4%
Non-Hispanic/ Non-Latino	24,836	86.9%	22,614*	85.6%
TOTAL	28,591	100%	26,410*	100%

*Includes 2019 Point in Time Count data

RACE				
POPULATION CATEGORY	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
American Indian or Alaska Native	233	0.8%	326*	1.2%
Asian	109	0.4%	113*	.4%
Black or African American	11,677	40.8%	10,566*	39.6%
Multiple Races	771	2.7%	781*	2.9%
Native Hawaiian or Pacific Islander	93	0.3%	63*	.2%
White	15,708	54.9%	14,822*	55.6%
TOTAL	28,591	100%	26,671*	100%

*Includes 2019 Point in Time Count data

HOUSEHOLD COMPOSITION				
HOUSEHOLD TYPE	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
People in households with at least one adult and one child	7,287	25.5%	6,640*	24.6%
People in households without children	21,048	73.6%	20,015*	74.0%
People in households with only children	256	.9%	389*	1.4%
TOTAL	28,591	100%	27,044*	100%

*Includes 2019 Point in Time Count data

MILITARY VETERANS				
SERVED/ACTIVE DUTY	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
Yes	2,384	8.3%	2,378*	8.8%
No	26,207	91.7%	24,792*	91.2%
TOTAL	28,591	100%	27,170*	100%

*Includes 2019 Point in Time Count data

OTHER CHARACTERISTICS				
CONDITION	2019 NUMBER	2019 PERCENTAGE	2020 NUMBER	2020 PERCENTAGE
Substance Use Disorder	3,948	13.8%	3,214*	11.8%
Severely Mentally Ill	4,947	17.3%	4,732*	17.4%
HIV/AIDS	505	1.8%	445*	1.6%
Survivors of Domestic Violence	2,029	7.1%	2,165*	8.0%
TOTAL	11,429	40%	27,170*	38.8%

*Includes 2019 Point in Time Count data

APPENDIX III, TABLE 4: CHRONIC HOMELESSNESS, 2016-2020

COC #	CONTINUUM OF CARE (COC) GEOGRAPHIC AREA	2016	2017	2018	2019	2020
FL-500	Manatee, Sarasota Counties CoC	311	285	250	246	188
FL-501	Hillsborough County CoC	254	235	262	264	266
FL-502	Pinellas County CoC	607	690	434	722	593
FL-503	Polk County CoC	88	77	84	80	78
FL-504	Flagler, Volusia Counties CoC	210	85	90	89	75
FL-505	Okaloosa, Walton Counties CoC	306	92	119	269	183
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	81	112	151	152	187
FL-507	Orange, Osceola, Seminole Counties CoC	106	182	272	478	489
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	265	284	272	261	212
FL-509	Indian River, Martin, St. Lucie Counties CoC	77	134	64	51	45
FL-510	Clay, Duval, Nassau Counties CoC	337	286	327	301	301*
FL-511	Escambia, Santa Rosa Counties CoC	216	132	78	52	206
FL-512	St. Johns County CoC	35	42	65	14	43
FL-513	Brevard County CoC	193	153	116	206	245
FL-514	Marion County CoC	201	137	173	181	130
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	30	38	98	34	43
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	335	283	259	235	98
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	279	34	38	41	65
FL-519	Pasco County CoC	404	418	495	265	265*
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	23	40	36	68	58
FL-600	Miami-Dade County CoC	472	294	384	378	378
FL-601	Broward County CoC	430	581	641	914	612
FL-602	Charlotte County CoC	76	29	45	48	25
FL-603	Lee County CoC	90	65	132	110	93
FL-604	Monroe County CoC	125	83	62	36	36*
FL-605	Palm Beach County CoC	455	252	164	215	239
FL-606	Collier County CoC	73	77	119	61	80
TOTALS		6,079	5,120	5,230	5,771	5,233

*2019 Point in Time Count data

APPENDIX III, TABLE 5: HOMELESSNESS AMONG VETERANS, 2016-2020

COC #	CONTINUUM OF CARE (COC) GEOGRAPHIC AREA	2016	2017	2018	2019	2020
FL-500	Manatee, Sarasota Counties CoC	161	149	108	111	105
FL-501	Hillsborough County CoC	181	172	171	149	169
FL-502	Pinellas County CoC	380	329	281	316	266
FL-503	Polk County CoC	42	35	26	38	46
FL-504	Flagler, Volusia Counties CoC	36	52	44	61	62
FL-505	Okaloosa, Walton Counties CoC	37	27	30	21	31
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	117	110	108	91	83
FL-507	Orange, Osceola, Seminole Counties CoC	231	218	181	177	177*
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	123	126	114	126	155
FL-509	Indian River, Martin, St. Lucie Counties CoC	50	72	61	50	73
FL-510	Clay, Duval, Nassau Counties CoC	130	125	121	118	118*
FL-511	Escambia, Santa Rosa Counties CoC	112	117	103	64	53
FL-512	St. Johns County CoC	36	40	30	25	25*
FL-513	Brevard County CoC	160	187	169	182	180
FL-514	Marion County CoC	108	72	69	81	80
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	39	34	34	54	18
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	12	16	18	1	N/C
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	140	43	41	29	39
FL-519	Pasco County CoC	100	215	186	92	92*
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	49	57	45	57	41
FL-600	Miami-Dade County CoC	157	167	120	169	171
FL-601	Broward County CoC	210	197	189	219	153
FL-602	Charlotte County CoC	65	55	40	43	59
FL-603	Lee County CoC	19	13	18	25	25*
FL-604	Monroe County CoC	87	87	67	50	50*
FL-605	Palm Beach County CoC	115	65	130	30	100
FL-606	Collier County CoC	5	9	11	5	5*
TOTALS		2,902	2,789	2,515	2,384	2,376

*2019 Point in Time Count data

APPENDIX III, TABLE 6: FAMILY HOMELESSNESS, 2016-2020

COC #	CONTINUUM OF CARE (COC) GEOGRAPHIC AREA	2016	2017	2018	2019	2020*
FL-500	Manatee, Sarasota Counties CoC	249	245	238	160	199
FL-501	Hillsborough County CoC	533	479	602	456	379
FL-502	Pinellas County CoC	394	365	359	381	332
FL-503	Polk County CoC	218	170	198	189	113
FL-504	Flagler, Volusia Counties CoC	256	198	199	301	311
FL-505	Okaloosa, Walton Counties CoC	108	154	147	80	56
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla Counties CoC	234	262	269	215	799
FL-507	Orange, Osceola, Seminole Counties CoC	576	732	713	745	657
FL-508	Alachua, Bradford, Gilchrist, Levy, Putnam Counties CoC	248	120	113	129	163
FL-509	Indian River, Martin, St. Lucie Counties CoC	1,457	982	688	745	570
FL-510	Clay, Duval, Nassau Counties CoC	493	425	384	289	289*
FL-511	Escambia, Santa Rosa Counties CoC	183	139	165	45	65
FL-512	St. Johns County CoC	283	150	123	120	94
FL-513	Brevard County CoC	322	262	213	211	211*
FL-514	Marion County CoC	173	126	129	110	161
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, Washington Counties CoC	44	51	68	34	39
FL-517	Desoto, Glades, Hardee, Hendry, Highlands, Okeechobee Counties CoC	470	232	161	161	143
FL-518	Columbia, Hamilton, Lafayette, Suwanee Counties CoC	260	130	106	84	205
FL-519	Pasco County CoC	262	1,696	552	209	209*
FL-520	Citrus, Hernando, Lake, Sumter Counties CoC	181	191	285	178	180
FL-600	Miami-Dade County CoC	1,053	1,175	1,091	1,160	1,160
FL-601	Broward County CoC	458	413	462	462	431
FL-602	Charlotte County CoC	165	57	34	25	32
FL-603	Lee County CoC	129	114	305	334	136
FL-604	Monroe County CoC	78	50	249	32	32*
FL-605	Palm Beach County CoC	324	326	345	264	276
FL-606	Collier County CoC	207	119	102	168	184
TOTAL		9,358	9,363	8,300	7,287	7,426

*2019 Point in Time Count data

APPENDIX III, TABLE 7: POINT IN TIME COUNTS BY COUNTY, 2016-2020

COUNTY	2016	2017	2018	2019	2020	COUNTY	2016	2017	2018	2019	2020
Alachua	777	702	641	714	657	Lee	439	431	728	630	444
Baker	N/C	N/C	N/C	N/C	N/C	Leon	768	1,022	903	951	761
Bay	310	316	372	470	378	Levy	14	38	26	27	27*
Bradford	N/C	6	33	4	N/C	Liberty	1	N/C	N/C	N/C	45
Brevard	827	845	734	815	815*	Madison	8	N/C	N/C	N/C	N/C
Broward	2,302	2,450	2,318	2,803	2,312	Manatee	497	570	545	541	466
Calhoun	N/C	4	N/C	2	N/C	Marion	823	725	571	475	523
Charlotte	388	222	164	156	169	Martin	610	498	311	305	305*
Citrus	224	175	169	262	171	Miami-Dade	4,235	3,721	3,516	3,472	3,472
Clay	76	84	62	74	74*	Monroe	575	631	973	501	437
Collier	545	621	653	498	603	Nassau	99	142	92	86	86*
Columbia	596	292	485	316	312	Okaloosa	464	302	322	372	372*
DeSoto	270	178	104	104	104*	Okeechobee	128	73	50	48	48*
Dixie	N/C	N/C	N/C	N/C	N/C	Orange	1,228	1,522	1,539	1,544	1,401
Duval	1,784	1,643	1,640	1,494	1,494*	Osceola	175	239	226	214	234
Escambia	745	693	598	504	504*	Palm Beach	1,332	1,607	1,309	1,397	1,510
Flagler	104	75	62	130	73	Pasco	1,055	2,512	1,356	894	894*
Franklin	4	N/C	N/C	N/C	7	Pinellas	2,777	2,831	2,612	2,415	2,209
Gadsden	42	25	6	2	14	Polk	635	512	552	563	565
Gilchrist	N/C	1	N/C	N/C	N/C	Putnam	53	72	56	59	178
Glades	85	44	36	34	34*	St. Johns	1,064	445	342	356	368
Gulf	N/C	N/C	2	4	2	St. Lucie	1,016	642	784	708	708*
Hamilton	114	44	N/C	45	45*	Santa Rosa	53	65	34	13	13*
Hardee	96	81	82	70	70*	Sarasota	971	877	647	594	594*
Hendry	107	61	45	45	45*	Seminole	210	313	288	252	372
Hernando	143	189	182	151	151*	Sumter	30	29	48	10	24
Highlands	385	172	136	102	102*	Suwannee	367	142	8	150	182
Hillsborough	1,817	1,549	1,795	1,650	1,650*	Taylor	28	N/C	N/C	9	11
Holmes	N/C	2	3	N/C	N/C	Union	N/C	N/C	N/C	N/C	N/C
Indian River	756	592	447	486	486*	Volusia	901	678	621	745	839
Jackson	N/C	14	2	5	3	Wakulla	10	25	N/C	4	N/C
Jefferson	8	N/C	N/C	N/C	6	Walton	165	99	173	27	27*
Lafayette	68	24	N/C	27	27*	Washington	N/C	N/C	2	7	2
Lake	198	242	312	254	254*	TOTALS	33,502	32,109	29,717	28,590	27,679

*2019 Point in Time Count data

APPENDIX IV

Florida Department of Education Homeless Student Data

APPENDIX IV, TABLE 1: FLORIDA DEPARTMENT OF EDUCATION HOMELESS STUDENT COUNT, 2018-2019

DISTRICT NUMBER	DISTRICT NAME	LIVING SITUATION AT THE TIME THE STUDENT WAS IDENTIFIED AS HOMELESS				TOTAL HOMELESS	UNACCOMPANIED HOMELESS YOUTH (UHY)
		SHELTERS	SHARING HOUSING	UNSHELTERED	MOTELS		
01	ALACHUA	164	747	33	82	1,026	35
02	BAKER	<11	46	<11	<11	55	<11
03	BAY	139	3,122	1,235	1,229	5,725	206
04	BRADFORD	0	139	<11	13	160	19
05	BREVARD	135	1,771	86	269	2,261	245
06	BROWARD	506	4,132	356	430	5,424	314
07	CALHOUN	<11	183	<11	<11	202	<11
08	CHARLOTTE	29	286	14	35	364	50
09	CITRUS	71	479	35	34	619	73
10	CLAY	43	820	21	99	983	131
11	COLLIER	88	879	19	44	1,030	347
12	COLUMBIA	88	369	<11	41	507	42
13	MIAMI-DADE	1,652	7,390	360	547	9,949	419
14	DESOTO	<11	136	<11	<11	155	<11
15	DIXIE	0	51	0	<11	53	0
16	DUVAL	260	3,173	29	308	3,770	482
17	ESCAMBIA	175	1,574	<11	180	1,936	86
18	FLAGLER	40	456	16	44	556	53
19	FRANKLIN	16	236	36	<11	289	34
20	GADSDEN	25	204	17	<11	252	<11
21	GILCHRIST	<11	<11	<11	0	13	0
22	GLADES	0	43	<11	0	45	<11
23	GULF	<11	90	<11	<11	108	<11
24	HAMILTON	0	309	<11	33	347	<11
25	HARDEE	<11	153	14	<11	178	22
26	HENDRY	18	291	30	<11	346	48
27	HERNANDO	25	468	24	60	577	81

DISTRICT NUMBER	DISTRICT NAME	LIVING SITUATION AT THE TIME THE STUDENT WAS IDENTIFIED AS HOMELESS				TOTAL HOMELESS	UNACCOMPANIED HOMELESS YOUTH (UHY)
		SHELTERS	SHARING HOUSING	UNSHELTERED	MOTELS		
28	HIGHLANDS	32	416	11	<11	465	15
29	HILLSBOROUGH	504	2,928	160	648	4,240	303
30	HOLMES	<11	45	<11	<11	56	<11
31	INDIAN RIVER	70	294	28	49	441	27
32	JACKSON	34	536	2,241	50	2,861	15
33	JEFFERSON	0	33	0	<11	34	17
34	LAFAYETTE	0	94	110	0	204	<11
35	LAKE	85	1,477	229	208	1,999	101
36	LEE	148	745	44	338	1,275	62
37	LEON	240	963	32	117	1,352	154
38	LEVY	17	226	<11	<11	256	<11
39	LIBERTY	<11	26	<11	0	34	<11
40	MADISON	0	189	38	0	227	<11
41	MANATEE	128	1,099	48	131	1,406	102
42	MARION	157	1,642	44	307	2,150	359
43	MARTIN	97	470	25	28	620	54
44	MONROE	68	251	26	<11	352	25
45	NASSAU	11	478	32	25	546	147
46	OKALOOSA	215	742	25	150	1,132	94
47	OKEECHOBEE	<11	420	<11	<11	432	13
48	ORANGE	373	3,824	149	1,772	6,118	247
48D	UCP CHARTER	0	17	0	<11	21	0
49	OSCEOLA	89	2,396	134	870	3,489	86
50	PALM BEACH	319	3,544	253	349	4,465	225
50D	SOUTHTECH	<11	31	<11	<11	39	<11
51	PASCO	151	1,447	57	253	1,908	324
52	PINELLAS	558	3,135	211	467	4,371	483
53	POLK	192	2,661	114	550	3,517	364
53D	LAKE WALES	<11	146	12	16	177	<11
54	PUTNAM	65	414	32	26	537	93
55	ST. JOHNS	93	509	53	77	732	156
56	ST. LUCIE	77	1,165	44	226	1,512	155
57	SANTA ROSA	57	980	37	67	1,141	94
58	SARASOTA	162	577	19	75	833	101
59	SEMINOLE	71	1,159	51	309	1,590	132

DISTRICT NUMBER	DISTRICT NAME	LIVING SITUATION AT THE TIME THE STUDENT WAS IDENTIFIED AS HOMELESS				TOTAL HOMELESS	UNACCOMPANIED HOMELESS YOUTH (UHY)
		SHELTERS	SHARING HOUSING	UNSHELTERED	MOTELS		
60	SUMTER	16	89	<11	20	127	<11
61	SUWANNEE	<11	285	14	<11	307	23
62	TAYLOR	<11	79	<11	<11	100	<11
63	UNION	0	61	0	0	61	<11
64	VOLUSIA	160	2,114	57	413	2,744	280
65	WAKULLA	0	90	<11	<11	94	<11
66	WALTON	<11	399	27	36	465	23
67	WASHINGTON	<11	194	<11	<11	211	11
68	DEAF/BLIND	0	18	0	<11	19	<11
71	FL VIRTUAL	<11	18	<11	<11	38	<11
72	FAU LAB SCH	0	19	<11	0	20	0
73	FSU LAB SCH	<11	<11	0	0	<11	<11
74	FAMU LAB SCH	0	13	0	<11	16	<11
75	UF LAB SCH	0	0	0	<11	<11	0
99	STATE TOTAL	7,739	66,024	6,772	11,140	91,675	7,061
	% OF TOTAL HOMELESS	8.4%	72.0%	7.4%	12.2%		7.7%

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

APPENDIX IV, TABLE 2: FLORIDA DEPARTMENT OF EDUCATION, HOMELESS STUDENT COUNT BY SCHOOL DISTRICT 5-YEAR TOTALS, 2014-2019

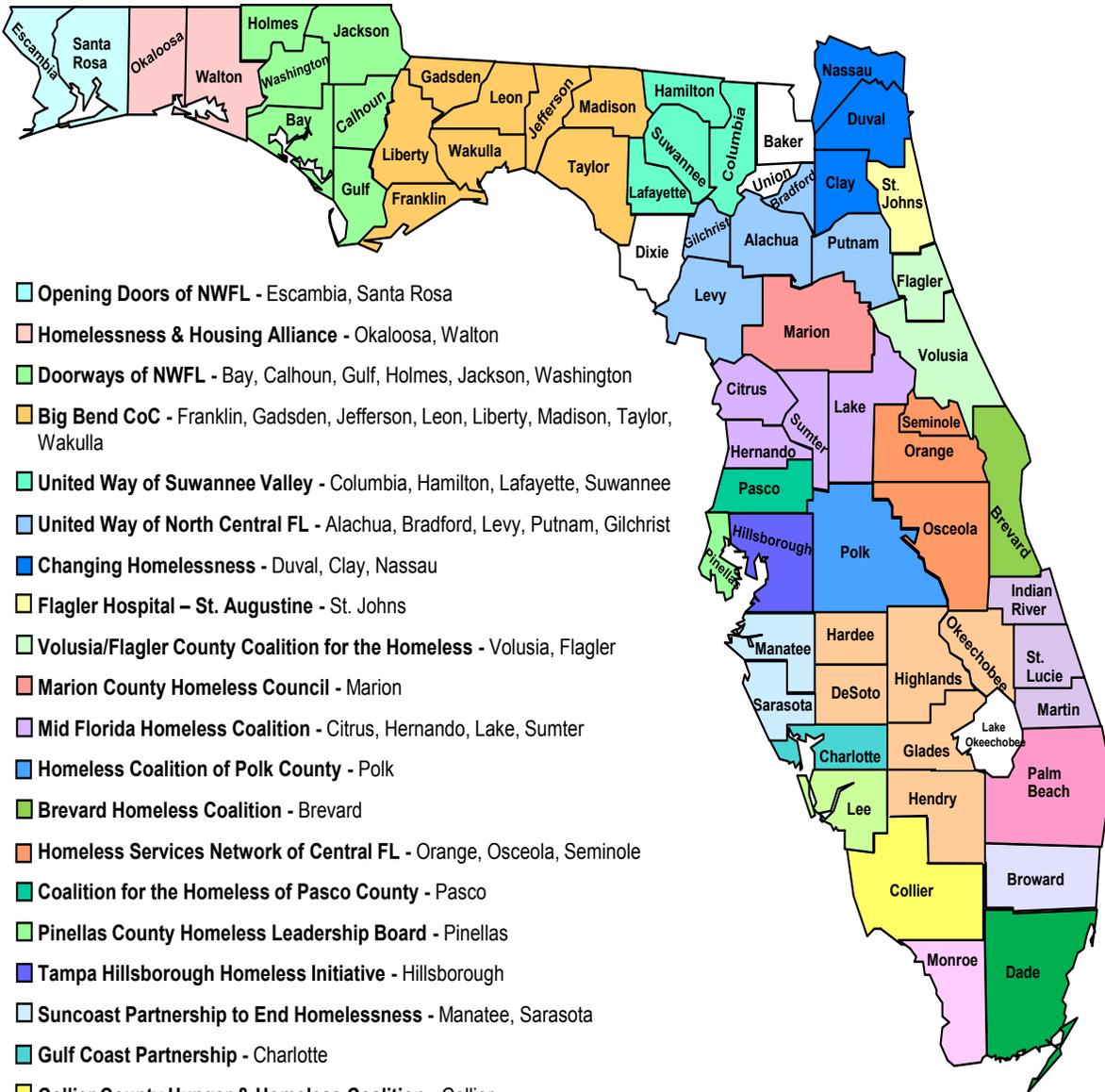
DISTRICT	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
ALACHUA	685	785	840	1,021	1026
BAKER	93	41	11	98	55
BAY	1,437	1,506	1,583	1,523	5725
BRADFORD	255	212	180	155	160
BREVARD	1,845	1,973	2,262	2,765	2261
BROWARD	2,269	2,262	2,741	4,917	5424
CALHOUN	76	99	71	73	202
CHARLOTTE	508	436	458	436	364
CITRUS	341	600	592	669	619
CLAY	1,102	840	557	730	983
COLLIER	779	808	900	1,367	1030
COLUMBIA	588	553	504	672	507
MIAMI-DADE	4,031	6,103	8,045	8,957	9949
DESOTO	368	329	263	134	155
DIXIE	62	44	67	80	53
DUVAL	2,166	2,256	3,349	5,825	3770
ESCAMBIA	1,938	1,869	1,618	1,912	1936
FLAGLER	616	509	550	529	556
FRANKLIN	225	268	286	290	289
GADSDEN	530	519	307	287	252
GILCHRIST	<11	<11	<11	13	13
GLADES	61	63	49	39	45
GULF	15	16	<11	16	108
HAMILTON	251	335	364	335	347
HARDEE	200	192	160	151	178
HENDRY	309	424	545	1,235	346
HERNANDO	510	522	612	656	577
HIGHLANDS	461	461	492	651	465
HILLSBOROUGH	3,904	3,316	3,211	4,865	4240
HOLMES	106	94	76	71	56
INDIAN RIVER	366	311	302	416	441
JACKSON	143	140	124	158	2861
JEFFERSON	<11	<11	<11	38	34
LAFAYETTE	208	199	166	201	204
LAKE	2,416	2,433	2,395	2,297	1999
LEE	1,256	1,293	1,499	2,071	1275

DISTRICT	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
LEON	797	866	866	806	1352
LEVY	217	190	227	212	256
LIBERTY	50	47	25	29	34
MADISON	244	150	159	169	227
MANATEE	1,864	1,581	1,907	1,679	1406
MARION	2,685	2,494	2,426	2,669	2150
MARTIN	179	265	477	482	620
MONROE	456	387	360	698	352
NASSAU	484	445	566	547	546
OKALOOSA	487	849	686	454	1132
OKEECHOBEE	468	375	487	521	432
ORANGE	6,800	6,853	6,130	9,699	6118
UCP CHARTER			<11	17	21
OSCEOLA	4,672	3,759	3,341	5,221	3489
PALM BEACH	3,750	2,092	4,311	4,410	4465
SOUTHTECH			12	11	39
PASCO	2,190	2,092	1,976	2,232	1908
PINELLAS	3,764	3,509	4,019	4,238	4371
POLK	3,790	3,581	3,331	4,626	3517
LAKE WALES		275	236	273	177
PUTNAM	674	705	701	634	537
ST. JOHNS	809	816	886	876	732
ST. LUCIE	663	718	742	1,585	1512
SANTA ROSA	1,696	1,312	1,101	1,034	1141
SARASOTA	885	867	794	833	833
SEMINOLE	1,994	1,898	1,539	2,269	1590
SUMTER	154	144	144	148	127
SUWANNEE	354	355	469	286	307
TAYLOR	94	127	126	126	100
UNION	-	116	68	98	61
VOLUSIA	-	2,171	2,318	2,720	2744
WAKULLA	40	54	61	83	94
WALTON	294	241	218	349	465
WASHINGTON	190	200	199	197	211
DEAF/BLIND	20	16	18	17	19
FL VIRTUAL	61	98	60	89	38

DISTRICT	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
FAU LAB SCH	<11	<11	<11	24	20
FSU LAB SCH	<11	0	<11	<11	<11
FAMU LAB SCH	<11	<11	19	<11	16
UF LAB SCH	0	0	0	0	<11
STATE TOTAL	73,417*	72,957*	76,211	96,028	91,675

APPENDIX V:

CoC Geographic Areas and Lead Agencies



APPENDIX VI:

Designated CoC Lead Agency Contact Information

COC #	CONTACT	CONTINUUM OF CARE	COUNTIES SERVED
FL-500	Chris Johnson P: 941-955-8987 F: 941-209-5595 chris@suncoastpartnership.org www.suncoastpartnership.org	Suncoast Partnership to End Homelessness 1750 17 th Street, Bldg. C-1 Sarasota, FL 34234	Manatee, Sarasota
FL-501	Antoinette Hayes-Triplett P: 813-223-6115 F: 813-223-6178 tripleтта@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	Homeless Leadership Alliance of Pinellas 647 1 st 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@vfch.org www.vfch.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
FL-506	Amanda Wander P: 850-792-5015 F: 850-488-1616 awander@bigbendcoc.org www.bigbendcoc.org	Big Bend Continuum of Care 2507 Callaway Road 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.hsncl.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 1 st 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, Inc. 2525 St. Lucie Avenue Vero Beach, FL 32960	Indian River, Martin, St. Lucie

COC #	CONTACT	CONTINUUM OF CARE	COUNTIES SERVED
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: 1020 North New Warrington Road Pensacola, FL 32506	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
FL-513	Miriam Moore P: N/A miriam@brevardhomelesscoalition.org www.brevardhomelesscoalition.org	Brevard Homeless Coalition 300 N. Cocoa Boulevard Cocoa, FL 32922	Brevard
FL-514	Angela Juaristic P: 352-732-1380 F: 352-622-2975 angela@mchcfl.org www.mchcfl.org	Marion County Homeless Council 2300 SW 17 th Road 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
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

COC #	CONTACT	CONTINUUM OF CARE	COUNTIES SERVED
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 angela.hogan@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: 239-533-7960 jsutton@leegov.com leegov.com/dhs	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: 561-355-9901 F: 561-355-4801 smcnair@pbcgov.org PBCHHA@pbcgov.org	Palm Beach County Division of Human Services 810 Datura Street Suite 350 West Palm Beach, FL 33401	Palm Beach
FL-606	Michael Overway 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: 1791 Trade Center Way Naples, FL 34109	Collier

APPENDIX VII: Council Members

420.622 State Office on Homelessness; Council on Homelessness:

(2) The Council on Homelessness is created to consist of 17 representatives of public and private agencies who shall develop policy and advise the State Office on Homelessness. The council members shall be:

“The Secretary of Children and Families, or his or her designee; the executive director of the Department of Economic Opportunity, or his or her designee, who shall advise the council on issues related to rural development; the State Surgeon General, or his or her designee; the Executive Director of Veterans’ Affairs, or his or her designee; the Secretary of Corrections, or his or her designee; the Secretary of Health Care Administration, or his or her designee; the Commissioner of Education, or his or her designee; the Director of CareerSource Florida, Inc., or his or her designee; one representative of the Florida Association of Counties; one representative of the Florida League of Cities; one representative of the Florida Supportive Housing Coalition; the Executive Director of the Florida Housing Finance Corporation, or his or her designee; one representative of the Florida Coalition for the Homeless; and four members appointed by the Governor.”

STATUTORY POSITION (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	---
Department of Economic Opportunity	Isabelle Potts
Department of Education	Courtney Walker
Department of Health	Patricia Boswell
Department of Veterans' Affairs	Don Stout
Florida Association of Counties	Claudia Tuck
Florida Coalition to End Homelessness, 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
Department of Elder Affairs	Jeanne Curtin

GOVERNOR'S APPOINTEES	REPRESENTED BY
	Andrae Bailey
	Steve Smith

APPENDIX VIII:

Glossary

Affordable Housing – In general, housing for which the tenants are paying no more than 30 percent 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 V.

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 VI.

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.

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 percent 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.

Longitudinal System Analysis (LSA) – Also known under the full name of The Longitudinal System Analysis for the Annual Homeless Report, the LSA is one part of HUD’s annual report to Congress. The LSA report is produced from a CoC’s HMIS and is submitted annually to HUD. This report provides information about how people who are experiencing homelessness are using their housing crisis response system.

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 unsheltered. Data collected during the PIT Counts is critical to effective planning and performance management toward the goal of ending homelessness for each community and for the nation as a whole. 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 permanent 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.”

Stella P. – Used as a tool to visualize system performance based on LSA data, Stella P. provides an illustrative approach to a housing crisis response system's data by reporting the number of days homeless, exists from the homeless system to permanent destinations, and returns to homelessness. Stella P. develops data visualization elements to describe trends, population characteristics, performance, and comparisons based on official HUD data sets.

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 IX:

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