Council on Homelessness

2013 Report

Submitted June 2013 to:

Governor Rick Scott
Senate President Don Gaetz
House Speaker Will Weatherford
Secretary David E. Wilkins

Council on Homelessness
Department of Children and Families
1317 Winewood Boulevard
Tallahassee, Florida 32399-0700
850-922-4691

www.myffamilies.com/service-programs/homelessness
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**Exhibits**

| Exhibit 1 Council Members for 2012-2013       | E-1  |
June 30, 2013

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

Dear Governor Scott:

On behalf of the members of the Council on Homelessness, it is my honor to submit the 2013 Council on Homelessness Report for your consideration.

In accordance with state law, the Council has prepared recommendations for reducing homelessness in our state. This year the Council limited its recommendations to four core actions identified as necessary to reduce the number of persons experiencing homelessness in Florida.

The report also summarizes the extent of homelessness in our state and provides information concerning Floridians who are without a place to live.

Homelessness continues to be a growing concern in Florida. According to 2012 Annual Homeless Assessment Report, Volume I, issued by the U.S. Department of Housing and Urban Development, since 2007 Florida has had the largest increase in the rate of homelessness. 7,107 more Floridians experienced homelessness in 2012 than had experienced homelessness in 2007; a 14.8% increase. Nationally, during the same period, homelessness decreased 5.7%.

Florida continues to have the third largest homeless population in the country; 8.7% of the nation’s homeless live in Florida. It also has the third highest rate of unsheltered homeless persons (64.1%)

The Council has worked diligently to identify the causes of homelessness in Florida and develop targeted strategies that can demonstrably reduce the number of persons without a place to live. We hope you will take these recommendations into consideration as you work to improve the quality of life for all Floridians.

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

Sincerely,

Shannon Nazworth
Chairperson

Cc: David E. Wilkins, Secretary; Dept. of Children and Families
Executive Summary

Implementing what is now a national best practice, in 2001 Florida created an inter-agency Council on Homelessness; the purpose of which is to develop recommendations for state leadership on how to reduce homelessness throughout the state.

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

On one day and one night in January 2013, local communities counted 45,364 persons who were living on the street, or in an emergency shelter. This data covers 54 counties and all 28 reporting homeless continuum of care planning areas. Thirteen (13) counties did not conduct a count of the unsheltered homeless due to the lack of resources to do the count.

Nationally, the U.S. Department of Housing and Urban Development reports homelessness amongst families with children as the fastest growing homeless population. This is also true for Florida. For school year 2011-2012, Florida’s public schools identified 63,685 students as homeless. This includes families that have lost their housing and are staying with family and friends.

The Council on Homelessness submits its recommendations for state action to reduce the number of Floridians who are without a home. These inter-related recommendations focus on: meeting the housing needs of households with Extremely Low Incomes, especially those with a disability or other special need; continuing support of community agencies which lead the homeless continuum of care planning process; providing flexible funding to support local initiatives to help persons exit homelessness; and prioritizing a state pilot to conduct a cost benefit analysis of providing affordable housing linked with support services for high utilizers of crisis services.
Section 1
Recommendations to Reduce Homelessness

The Council on Homelessness submits four recommendations of critical actions the state can undertake to enable communities across Florida to reduce the number of persons experiencing homelessness.

Recommendation One
Create Housing for Extremely Low Incomes, especially households with Special Needs as defined by Florida Administrative Rule, 67-48.002.

Appropriate resources to Florida Housing Finance Corporation to produce housing for households with Extremely Low Income, homeless households and persons with special needs.

Rationale:
There are approximately 450,000 Extremely Low Income (ELI) renter households in Florida. These are households with incomes at or below 30 percent of the area median income (AMI) for their communities. This equates to a family of four in Orlando earning $17,550 or less per year; or an elderly couple in the Panhandle with an annual income of $11,550. A large majority (75%) of ELI households are cost burdened, spending 40 percent or more of their income on housing. Between 2005 and 2011, the number of cost-burdened ELI renter households increased 24 percent, from 256,357 in 2005 to 317,990 in 2011.

Across the state, the need for housing affordable to ELI households far exceeds the supply. A 2013 analysis conducted by the University of Florida’s Shimberg Center on Housing Studies for Florida Housing Finance Corporation found that in all regions of the state, except the Northwest and Northeast non-metropolitan counties, the need is twice the supply. For every 100 ELI renter households there are 50 or fewer affordable and available units. Statewide the average is 31 affordable and available rental units for every 100 ELI renter households.

Based upon the 2013 HUD Point in Time Count statewide data and 2011-2012 Florida Department of Education counts of homeless students, the Shimberg Center on Housing Studies reports there are 42,476 homeless individuals and 31,148 homeless families with children in Florida. The Shimberg Center on Housing Studies reports that these statistics undercount the real number of homeless individuals and families. They do not include 6,798 unaccompanied homeless youth working to stay in school and 24,815 families with children in school who live in unstable housing such as motels and doubled up with friends, neighbors or relatives.

In addition to the cost burden necessary for ELI households to access permanent housing, these individuals and families frequently have other issues that adversely impact their ability to access and/or retain permanent housing. These issues can include a disabling condition, escaping a domestic violence situation, suddenly becoming unemployed or underemployed or losing their home to foreclosure. Many of these issues create barriers to passing landlord screenings.
Recommendation Two
Sustain Ongoing Funding for Local Homeless Coalitions

Continue recurring funding for local homeless coalitions and lead agencies sufficient to ensure capacity to secure essential federal resources targeted to reducing homelessness.

Rationale:
Continued state financial assistance is essential to helping community partners carry out federally required planning, data collection, program coordination and grant writing necessary to successfully compete for significant grant funding to house persons experiencing homelessness.

Each year the federal government appropriates resources to community agencies to reduce homelessness. These community organizations have secured more than $300 million in federal, local and private financing for community services and housing in Florida. In 2012, they brought nearly $80 million in federal grants to Florida.

Based on a sample of small and medium sized homeless planning areas, the community partners have identified the workload and costs incurred to carry out these prerequisite actions for eligibility to apply for federal homeless housing grants.

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<th>Staffing Needed</th>
<th>Cost to Carry Out Action</th>
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<td>Local coordination across all service providers</td>
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<td><strong>TOTAL:</strong></td>
<td><strong>5.47 FTE</strong></td>
<td><strong>$126,660</strong></td>
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Source: 2013 Survey of Agencies leading local continuum of care planning, Office on Homelessness, Department of Children and Families. April 2013

Planning Areas Responding: Suncoast Partnership, Lee County, St. Johns, Monroe County, Marion County, Suwannee Valley, Pinellas County, Charlotte County, Okaloosa Walton CoC
Recommendation Three
Support State Funding for Community Efforts to Reduce Homelessness

Provide a flexible source of state financial aid to local homeless coalitions and lead agencies to fund priority services and housing for the homeless.

Rationale:
Communities need resources to reduce and eliminate homelessness. Each community has differing needs and priorities. The communities should be provided flexible state support, which they can utilize to best meet their identified priorities.

Such funding can be an essential source of cash match for federal and private grants. The funding should be flexible so as to address a broad array of needs including housing, education, job training and placement, health services, childcare and other support services. Use of the aid should be consistent with the community’s homeless service plan.

A flexible funding source can enable communities to pilot best practices, and new service delivery models that might otherwise not be possible. Future state funding can also fill gaps in local service budgets, should federal grant in aid dollars be cut in coming budget plans.

Recommendation Four
Prioritize a State Pilot to Provide Florida-specific Data

Prioritize a state pilot to conduct a cost benefit analysis of providing affordable housing linked with support services for high utilizers of crisis services.

Rationale:
Persons experiencing homelessness interact with multiple organizations and systems providing or responsible for public healthcare, emergency services, basic needs; as well as law enforcement, the courts and correctional facilities. Studies in other states have documented significant fiscal and social benefits associated with aligning appropriate and adequate resources and programs to efficiently link affordable housing with support services for homeless persons or families with the greatest need that facilitates and supports stable and productive lives in their communities.

Florida does not have reliable data concerning the cost benefits across its multiple systems. A pilot project to assess the inter-connected cross-agency savings associated with targeting aligned public and private resources to high-utilizers of crisis services will enable Florida to develop strategies and policies, which will result in the best results for the persons served while providing the most cost-effective utilization of public resources.
Section 2
Homeless Conditions in Florida

Point in Time Counts – 2013

The Department of Housing and Urban Development (HUD) requires that the homeless continuums of care conduct an annual count of the homeless persons who are sheltered in emergency shelters, transitional housing and safe havens on a single night during the last ten days of January. Further, HUD requires that the continuums of care also must conduct a count of the unsheltered homeless population every other year, required on odd numbered years. For 2013, the state’s 28 homeless continuums of care carried out both the sheltered and unsheltered counts required.

The goal is to produce an unduplicated count, or statistically reliable estimate of the homeless in the community.

Who is counted as Homeless?

The intent is to identify those men, women and children who meet HUD’s definition of a homeless person. This is limited to:

(1) Those living in a publicly or privately operated shelter providing temporary living arrangements;

(2) Those persons whose primary nighttime residence is a public or private place not intended to be used as an accommodation for human beings, such as:
   a car, park, abandoned building or camping ground;

(3) A person who is exiting from an institution, where he or she lived for 90 days or less, and who was otherwise homeless immediately prior to entering that institution;

(4) A person who is fleeing from a domestic violence situation;

(5) A person who will lose their primary nighttime residence within 14 days, where no subsequent dwelling has been found and the individual lacks the resources to obtain permanent housing.

Who is not counted as homeless?

- Persons residing in permanent supportive housing programs, such as rental assistance vouchers;

- Persons living in emergency shelters and temporary housing that is not dedicated to serving the homeless, such as alcohol detox centers;

- Individuals and families temporarily staying with family or friends due to the loss of their own housing or economic reasons (doubled up or sofa surfing).
• Persons living in permanent housing with assistance from a government program.

The count is undertaken on a single day, and night. The federally approved methods include a report of all homeless persons counted, or a statistically valid sampling to arrive at the unduplicated estimate of the homeless. The unsheltered count methods typically are either street counts, street counts with interviews, or screening and interviewing persons at supportive service agencies, such as soup kitchens where the homeless seek help.

Conducting these point in time counts is challenging, and requires many volunteers. The continuums of care continue to make remarkable success in compiling those one-day counts. Even so, the results can be influenced by many factors, some of which are outside the control of the local continuum. As a result, year-to-year comparisons at the community level can be misleading, especially if the observed trends are due to differing strategies used to undertake the count.

2013 One Day and Night Count Results

To fulfill the federal mandate and instructions, the state’s 28 local continuum of care planning areas conducted a one-day and one night count of the homeless persons in their planning area.

For the 28 continuum of care planning areas reporting, the total number of sheltered and unsheltered homeless persons in 2013 was 45,364. The 2012 number of homeless persons was 54,972 for these 28 planning areas. The 2013 count reflects a decrease of 9,608 persons, a drop of 17.5% statewide.

The number of homeless persons by county reflects differing trends. For 19 of the counties, the homeless population increased from 2012, while 26 counties reported fewer homeless in 2013. Thirteen rural county areas did not have point in time count conducted in 2013.

In reporting their count results, the lead agencies identified a number of factors that impacted the totals, both up and down.

Factors Cited as Contributing to a Decreased Number of Homeless

• Successful programs implemented in the county over past two years;

• Stricter enforcement of trespass ordinances made the street homeless less visible, and harder to find and count;

• Changes in the method used for the count contributed to a lower count, and more reliable count numbers;

• Adjusting count results to ensure that only those who are literally homeless are reported, resulting in decreases particularly by eliminating school age children and other homeless who are in jail.
• Fewer emergency shelters that serve and target the homeless were identified in 2013 than prior years;

• The lack of service providers in rural counties made it harder to identify the homeless, and where to find them during the count;

• Change in federal count instructions that limited shelter counts to only those facilities identified in the planning area’s homeless housing inventory;

• Large emergency shelter provider in area did not report their homeless service data for night of the count;

• The continuum of care had fewer dollars, and volunteers available to carry out their street count;

• 2013 count was not able to get out into the woods, compared to the past street count;

• More permanent supportive housing beds available in 2013 to serve the homeless, whereby those housed are no longer counted as homeless;

• Good, warm and dry weather on day of count kept the street homeless out of cold night shelters, and made them harder to find.

Factors Cited as Contributing to Increased Count

• Better planning for the street count to identify encampments, and recruitment of more volunteers;

• Large increase in homeless families found;

• More transient homeless were found during the count as result of having homeless persons help do the street count;

• Shelter count up due to more beds available that serve homeless veterans;

• Better count system used in 2013, including more homeless persons involved in the street count effort.

Efforts to improve data quality, including developing consistent and better methodologies for conducting the point in time counts of the homeless, are needed, and are being called for by national homeless advocacy groups. Until those changes are made, the early caution is repeated – year-to-year comparisons at the community level can be misleading. Too many variables can cause widely different results.
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<tr>
<td>Miami-Dade</td>
<td>4,392</td>
<td>4,574</td>
<td>4,333</td>
<td>3,832</td>
<td>3,777</td>
<td>3,817</td>
<td>3,734</td>
</tr>
<tr>
<td>Monroe</td>
<td>1,121</td>
<td>1,121</td>
<td>1,040</td>
<td>1,040</td>
<td>926</td>
<td>904</td>
<td>658</td>
</tr>
<tr>
<td>Nassau</td>
<td>71</td>
<td>111</td>
<td>N/C</td>
<td>61</td>
<td>165</td>
<td>84</td>
<td>138</td>
</tr>
<tr>
<td>Okaloosa</td>
<td>2,110</td>
<td>1,752</td>
<td>2,361</td>
<td>1,842</td>
<td>2,145</td>
<td>1,962</td>
<td>1,108</td>
</tr>
<tr>
<td>Okeechobee</td>
<td>316</td>
<td>112</td>
<td>383</td>
<td>383</td>
<td>32</td>
<td>190</td>
<td>78</td>
</tr>
<tr>
<td>Orange</td>
<td>1,473</td>
<td>1,962</td>
<td>1,279</td>
<td>1,494</td>
<td>2,872</td>
<td>2,281</td>
<td>2,937</td>
</tr>
<tr>
<td>Osceola</td>
<td>514</td>
<td>573</td>
<td>374</td>
<td>443</td>
<td>833</td>
<td>722</td>
<td>599</td>
</tr>
<tr>
<td>Palm Beach</td>
<td>1,766</td>
<td>1,766</td>
<td>2,147</td>
<td>2,147</td>
<td>2,148</td>
<td>2,148</td>
<td>1,543</td>
</tr>
<tr>
<td>Pasco</td>
<td>2,260</td>
<td>4,074</td>
<td>4,527</td>
<td>4,442</td>
<td>4,502</td>
<td>3,305</td>
<td></td>
</tr>
<tr>
<td>Pinellas</td>
<td>4,680</td>
<td>4,680</td>
<td>4,163</td>
<td>3,948</td>
<td>3,890</td>
<td>3,971</td>
<td>3,913</td>
</tr>
<tr>
<td>Polk</td>
<td>817</td>
<td>973</td>
<td>820</td>
<td>820</td>
<td>1,095</td>
<td>1,100</td>
<td>404</td>
</tr>
<tr>
<td>Putnam</td>
<td>789</td>
<td>789</td>
<td>911</td>
<td>288</td>
<td>141</td>
<td>164</td>
<td>89</td>
</tr>
<tr>
<td>St. Johns</td>
<td>1,238</td>
<td>1,238</td>
<td>1,237</td>
<td>1,237</td>
<td>1,386</td>
<td>1,391</td>
<td>1,437</td>
</tr>
<tr>
<td>St. Lucie</td>
<td>641</td>
<td>964</td>
<td>788</td>
<td>995</td>
<td>771</td>
<td>636</td>
<td>915</td>
</tr>
<tr>
<td>Santa Rosa</td>
<td>1,192</td>
<td>237</td>
<td>317</td>
<td>317</td>
<td>72</td>
<td>70</td>
<td>151</td>
</tr>
<tr>
<td>Sarasota</td>
<td>388</td>
<td>662</td>
<td>787</td>
<td>787</td>
<td>787</td>
<td>890</td>
<td>1,234</td>
</tr>
<tr>
<td>Seminole</td>
<td>568</td>
<td>561</td>
<td>368</td>
<td>397</td>
<td>810</td>
<td>658</td>
<td>842</td>
</tr>
<tr>
<td>Sumter</td>
<td>44</td>
<td>97</td>
<td>52</td>
<td>48</td>
<td>57</td>
<td>77</td>
<td>37</td>
</tr>
<tr>
<td>Suwannee</td>
<td>222</td>
<td>220</td>
<td>343</td>
<td>123</td>
<td>280</td>
<td>284</td>
<td>318</td>
</tr>
<tr>
<td>Taylor</td>
<td>75</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>14</td>
<td>6</td>
</tr>
<tr>
<td>Union</td>
<td>0</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
</tr>
<tr>
<td>Volusia</td>
<td>2,483</td>
<td>1,763</td>
<td>1,874</td>
<td>2,076</td>
<td>2,215</td>
<td>2,276</td>
<td>1,967</td>
</tr>
<tr>
<td>Wakulla</td>
<td>112</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
</tr>
<tr>
<td>Walton</td>
<td>69</td>
<td>N/C</td>
<td>85</td>
<td>420</td>
<td>619</td>
<td>484</td>
<td>453</td>
</tr>
<tr>
<td>Washington</td>
<td>6</td>
<td>6</td>
<td>3</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
<td>N/C</td>
</tr>
<tr>
<td>60,168</td>
<td>59,034</td>
<td>57,687</td>
<td>57,751</td>
<td>56,771</td>
<td>54,972</td>
<td>45,364</td>
<td></td>
</tr>
</tbody>
</table>

N/C = No Count conducted.
"Homeless people" means those living on the street, or staying in emergency housing.

The count covers those identified during one, 24-hour period of time.

Source: “Lead Agency Survey of 2013 Point in Time Count,” April 2012, Department of Children and Families, Office on Homelessness
Homeless Population Characteristics

The 28 local continuum of care planning agencies have reported the following information on the make-up of the homeless population. They captured this information from direct interviews, or from agency data on homeless persons served as entered into the homeless management information system [HMIS]. The 2013 data is compared to 2011 data, as the last complete sheltered and unsheltered count conducted by all 28 continuums.

Gender

Men made up the majority of the homeless persons. Of the 37,579 persons surveyed, 25,261 were men (67%). This data for 2013 remains consistent with past year’s results.

<table>
<thead>
<tr>
<th>Year</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>66%</td>
<td>34%</td>
</tr>
<tr>
<td>2013</td>
<td>67%</td>
<td>33%</td>
</tr>
</tbody>
</table>

Age

The breakdown of the age of the 2013 homeless population, by age range, was reported.

<table>
<thead>
<tr>
<th>Age Ranges</th>
<th>Number of Persons</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 18</td>
<td>6,658</td>
<td>17.8%</td>
</tr>
<tr>
<td>18 - 24</td>
<td>3,087</td>
<td>8.2%</td>
</tr>
<tr>
<td>24 - 60</td>
<td>25,616</td>
<td>68.3%</td>
</tr>
<tr>
<td>Over 60</td>
<td>2,131</td>
<td>5.7%</td>
</tr>
<tr>
<td></td>
<td>37,492</td>
<td></td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Age Ranges</th>
<th>Under 18</th>
<th>18 – 60</th>
<th>Over 60</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>18.3%</td>
<td>76.4%</td>
<td>5.3%</td>
</tr>
<tr>
<td>2013</td>
<td>17.8%</td>
<td>76.5%</td>
<td>5.7%</td>
</tr>
</tbody>
</table>

Ethnicity

In 2013, 3,910 homeless persons out of 32,254 responding, indicated that they were either Hispanic or Latino. At 12.1% of the homeless population, this is up slightly from the 2011 level of 11.2% of the homeless.

Race

The reported race of the homeless population continues to reflect an over-representation of Black/African Americans, with over 36% of the homeless.
<table>
<thead>
<tr>
<th>Population Category</th>
<th>2013 Number</th>
<th>2013 Percentage</th>
<th>2011 Number</th>
<th>2011 Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>American Indian/Alaska</td>
<td>498</td>
<td>1.5%</td>
<td>1.2%</td>
<td></td>
</tr>
<tr>
<td>Asian</td>
<td>116</td>
<td>0.4%</td>
<td>0.3%</td>
<td></td>
</tr>
<tr>
<td>Black/African American</td>
<td>11,817</td>
<td>36.5%</td>
<td>39.4%</td>
<td></td>
</tr>
<tr>
<td>Hawaiian/Pacific Islander</td>
<td>146</td>
<td>0.4%</td>
<td>0.4%</td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>19,878</td>
<td>61.2%</td>
<td>58.7%</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>32,455</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Household Type**

The great majority, 77.2%, of the unsheltered and sheltered homeless population are single adults or households without children. For 2013, the breakdown of the homeless by household type was reported.

<table>
<thead>
<tr>
<th>Household Type</th>
<th>Number Persons</th>
<th>% Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>At least One Adult, One Child</td>
<td>5,109</td>
<td>17.9%</td>
</tr>
<tr>
<td>[only 1 child]</td>
<td>(1,403)</td>
<td></td>
</tr>
<tr>
<td>[multiple children]</td>
<td>(2,161)</td>
<td></td>
</tr>
<tr>
<td>No Children in Household</td>
<td>21,969</td>
<td>77.2%</td>
</tr>
<tr>
<td>Household - Only Children</td>
<td>1,389</td>
<td>4.9%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>28,467</td>
<td></td>
</tr>
</tbody>
</table>

**Military Veterans**

Of the homeless persons responding to the question on active duty in the U.S. military, 16.1% indicated that they were veterans. This is up from the 2011 level of 13.3%. Give the increased focus of resources, like the HUD/VASH rent vouchers targeted to the homeless veterans, the increase in the percentage of the homeless who are veterans needs further research and assessment.

<table>
<thead>
<tr>
<th>Served /Active Duty</th>
<th>2013 Numbers</th>
<th>2013 Percentage</th>
<th>2011 Numbers</th>
<th>2011 Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>4,915</td>
<td>16.1%</td>
<td>5,696</td>
<td>13.3%</td>
</tr>
<tr>
<td>NO</td>
<td>25,616</td>
<td>83.9%</td>
<td>37,090</td>
<td>86.7%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>30,531</td>
<td></td>
<td>42,786</td>
<td></td>
</tr>
</tbody>
</table>

**Disabling Conditions**

The percentage of the persons who are homeless who report having a disabling condition was 51.3% in 2013, up from 44% in 2011. The breakdown for 2013 was 14,320 persons reporting a disabling condition, out of a total of respondents of 27,905.

The breakdown by type of disability reported indicates the greatest issues being substance abuse and mental illness. The respondents may report more than one disabling condition.
<table>
<thead>
<tr>
<th>Disabling Condition</th>
<th>2013 Number</th>
<th>2013 Percentage</th>
<th>2011 Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical</td>
<td>4,007</td>
<td>28.0%</td>
<td>31.4%</td>
</tr>
<tr>
<td>Substance Abuse</td>
<td>7,040</td>
<td>49.2%</td>
<td>32.8%</td>
</tr>
<tr>
<td>Mental Illness</td>
<td>5,754</td>
<td>40.2%</td>
<td>30.7%</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>716</td>
<td>5.0%</td>
<td>1.7%</td>
</tr>
<tr>
<td>Developmental</td>
<td>567</td>
<td>4.0%</td>
<td>3.4%</td>
</tr>
<tr>
<td>TOTAL with Disabling Condition</td>
<td>14,320</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Foster Care History**

In asking whether the homeless individual had been in foster care, 2,489 persons out of the 29,376 responding to the question indicated that they had been in foster care.

<table>
<thead>
<tr>
<th></th>
<th>2013</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foster Care History</td>
<td>8.5%</td>
<td>8.0%</td>
</tr>
</tbody>
</table>

**Causes and Length of Time Homeless**

The survey and data collected upon entry to shelters seeks to identify the major causes contributing to a person becoming homeless, how long they have been homeless as of the day of the count, whether the person has had previous episodes of being homeless, and how long the person has lived in the community before becoming homeless. The 2013 survey results follow.

**Cause of Becoming Homeless**

<table>
<thead>
<tr>
<th>Cause</th>
<th>2013 Number</th>
<th>2013 %</th>
<th>2011 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment/Financial</td>
<td>13,310</td>
<td>49.0%</td>
<td>48.7%</td>
</tr>
<tr>
<td>Medical/Disability</td>
<td>4,043</td>
<td>14.9%</td>
<td>18.2%</td>
</tr>
<tr>
<td>Housing/Forced to Relocate</td>
<td>3,820</td>
<td>14.1%</td>
<td>19.7%</td>
</tr>
<tr>
<td>Family Problems</td>
<td>3,197</td>
<td>11.7%</td>
<td>11.5%</td>
</tr>
<tr>
<td>Recent Immigration</td>
<td>159</td>
<td>0.6%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Natural Disaster</td>
<td>377</td>
<td>1.4%</td>
<td>1.3%</td>
</tr>
<tr>
<td>No Response</td>
<td>2,260</td>
<td>8.3%</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL</td>
<td>27,166</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Number of Times Homeless**

<table>
<thead>
<tr>
<th>Times Homeless</th>
<th>2013 Number</th>
<th>2013 %</th>
<th>2011 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Prior/First Time</td>
<td>8,293</td>
<td>27.3%</td>
<td>52.99%</td>
</tr>
<tr>
<td>One Prior Episode</td>
<td>7,674</td>
<td>25.3%</td>
<td></td>
</tr>
<tr>
<td>Two or Three Prior Episodes</td>
<td>6,905</td>
<td>22.8%</td>
<td>47.01%</td>
</tr>
<tr>
<td>Four or More Prior Episodes</td>
<td>6,035</td>
<td>19.9%</td>
<td></td>
</tr>
<tr>
<td>No Response</td>
<td>1,446</td>
<td>4.7%</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL</td>
<td>30,353</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Length of Time of Current Homeless Episode

<table>
<thead>
<tr>
<th>Length of Time</th>
<th>2013 Number</th>
<th>2013 %</th>
<th>2011%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than Week</td>
<td>2,270</td>
<td>8.1%</td>
<td></td>
</tr>
<tr>
<td>1 to 4 Weeks</td>
<td>3,422</td>
<td>12.3%</td>
<td>41.99%</td>
</tr>
<tr>
<td>1 to 3 Months</td>
<td>4,896</td>
<td>17.6%</td>
<td></td>
</tr>
<tr>
<td>3 to 12 Months</td>
<td>6,062</td>
<td>21.8%</td>
<td>23.18%</td>
</tr>
<tr>
<td>More than Year</td>
<td>9,595</td>
<td>34.4%</td>
<td>34.83%</td>
</tr>
<tr>
<td>Not Reported</td>
<td>1,627</td>
<td>5.8%</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>27,872</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Length of Time Living in Community Prior to Becoming Homeless

<table>
<thead>
<tr>
<th>Length of Time</th>
<th>2013 Number</th>
<th>2013 %</th>
<th>2011%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than week</td>
<td>1,264</td>
<td>4.52</td>
<td>6.11%</td>
</tr>
<tr>
<td>1 to 4 weeks</td>
<td>1,323</td>
<td>4.73</td>
<td></td>
</tr>
<tr>
<td>1 to 3 months</td>
<td>2,862</td>
<td>10.23</td>
<td>7.30%</td>
</tr>
<tr>
<td>3 to 12 months</td>
<td>4,400</td>
<td>15.73</td>
<td>15.41%</td>
</tr>
<tr>
<td>More than Year</td>
<td>16,419</td>
<td>58.71</td>
<td>71.18%</td>
</tr>
<tr>
<td>Not Reported</td>
<td>1,696</td>
<td>6.01</td>
<td>—</td>
</tr>
<tr>
<td>TOTAL</td>
<td>27,964</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Data for the characteristics of the homeless population was tabulated from 27 of the 28 local homeless continuum of care planning areas. [Source: Lead Agencies Survey of 2013 Point-in-Time Count, April 2013, Department of Children and Families]

### Broader Definition of Homeless Person

The school districts in our state capture and report to the Florida Department of Education, the number of students identified as homeless during the school year. By Federal law, the public schools use the expanded definition of homeless individuals to include those children and youth who lack a fixed, regular, and adequate nighttime residence, including those who are:

1. Sharing the housing of others due to loss of housing, economic hardship, or similar reason;

2. Living in motels, hotels, trailer parks, and camping grounds, due to lack of adequate alternative housing;

3. Living in emergency or transitional shelters;

4. Abandoned in hospitals or awaiting foster care placement;

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

7. Migratory children living in any of the above circumstances.

During the 2011-2012 school year, the Florida school districts identified 63,685 children and youth who were homeless. This is a 12% increase from 2010-2011. Of those identified, 6,798 (11%) were “unaccompanied youth.” An “unaccompanied youth” is defined as one who is not in physical custody of a parent or guardian. The majority, 47,191 (74%) were reported as homeless and temporarily sharing the housing of other persons due to the loss of their housing or economic hardship; the same percent as reported from the previous school year.

### Homeless Students Reported in Florida Public Schools

<table>
<thead>
<tr>
<th>School Year</th>
<th>Homeless Students</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007 - 2008</td>
<td>34,375</td>
<td>+11%</td>
</tr>
<tr>
<td>2008 - 2009</td>
<td>41,286</td>
<td>+20%</td>
</tr>
<tr>
<td>2009 - 2010</td>
<td>49,112</td>
<td>+19%</td>
</tr>
<tr>
<td>2010 - 2011</td>
<td>56,680</td>
<td>+15%</td>
</tr>
<tr>
<td>2011 - 2012</td>
<td>63,685</td>
<td>+12%</td>
</tr>
</tbody>
</table>


### Homeless Students by Florida County

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>ALACHUA</td>
<td>632</td>
<td>594</td>
<td>446</td>
<td>707</td>
<td>616</td>
</tr>
<tr>
<td>BAKER</td>
<td>304</td>
<td>249</td>
<td>191</td>
<td>153</td>
<td>72</td>
</tr>
<tr>
<td>BAY</td>
<td>1,477</td>
<td>1,175</td>
<td>641</td>
<td>700</td>
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N/A: Not Applicable

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

What is a homeless continuum of care plan?

The local homeless assistance continuum of care plan is intended to be a framework for a comprehensive and seamless array of emergency, transitional, and permanent housing and services to address the various needs of homeless persons, as well as those at risk of becoming homeless. [Section 420.624, Florida Statutes]

This locally driven plan reflects the community’s vision for solutions to its specific homeless needs. This planning is required by the Department of Housing and Urban Development to be eligible to apply for and compete for federal grants to develop and operate housing for the homeless.

The continuum of care plan outlines the strategies and actions planned at the community level to accomplish the federal goal for reducing and ending homelessness. Each continuum of care plan serves a specific geographical area, and the local planning effort shall identify an agency to lead this planning. These lead agencies are local homeless coalitions, units of local government or other private nonprofit entities.

Florida’ Planning Effort

In 2013, there are 28 local continuum of care planning areas covering 64 of the 67 counties. The present planning areas are depicted on the attached map, which also identifies the agency leading the homeless plan. The three counties, which have elected not to be part of planning, are Baker, Union and Dixie.

Return on the Planning Investment

The state’s continuum of care areas have become very successful in competing for and receiving housing grants from the Department of Housing and Urban Development, to create transitional and permanent housing for the homeless. In the most recent grant cycle, (FY2012), the 28 continuums have received grant awards totaling $78,554,056. This helps to fund over 350 local projects in Florida. The growth in grant funding being secured to help serve Florida’s homeless is reflected in the following table of awards.

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<tr>
<th>Year</th>
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<td>2011</td>
<td>$78,767,112</td>
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<tr>
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<td>$78,554,056</td>
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Continuum of Care
Designated Lead Agencies by County
(Counties in white are not part of a continuum of care.)
April 2013

- Escarosa Coalition on the Homeless - Escambia, Santa Rosa
- Okaloosa/Walton Homeless Continuum of Care - Okaloosa, Walton
- Homeless & Hunger Coalition of N.W. Florida, Inc. - Bay, Calhoun, Gulf, Holmes, Jackson, Washington counties
- Big Bend Homeless Coalition - Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, Wakulla counties
- United Way of Suwannee Valley - Columbia, Hamilton, Lafayette, Suwannee counties
- Alachua Cnty Coalition for the Homeless - Alachua, Bradford, Levy, Putnam, Gilchrist counties
- Emergency Services & Homeless Coalition of Jacksonville - Duval, Clay, Nassau counties
- Emergency Services & Homeless Coalition of St. Johns County, Inc. - St. Johns County
- Volusia/Flagler County Coalition for the Homeless - Volusia and Flagler counties
- Marion County Homeless Council, Inc. - Marion County
- Mid-Florida Homeless Coalition - Citrus, Hernando, Lake, Sumter
- Homeless Coalition of Polk County, Inc. - Polk County (City of Lakeland)
- Tri-State Community Services - Polk County (excluding City of Lakeland)

- Brevard County Dept. of Hsing & Human Services - Brevard County
- Homeless Services Network of Central Florida - Orlando, Osceola, Seminole counties
- Coalition for the Homeless of Pasco Cnty - Pasco Cnty
- Pinellas Cnty Homeless Leadership Bd - Pinellas Cnty
- Homeless Coalition of Hillsborough County - Hillsborough Cnty
- Suncoast Partnership to End Homelessness - Manatee and Sarasota counties
- Charlotte County Homeless Coalition - Charlotte County
- Collier County Hunger & Homeless Coalition - Collier Cnty
- Lee County Dept of Human Services - Lee County
- Highlands Cnty Coalition for the Homeless - DeSoto, Glades, Hardee, Hendry, Highlands, Okeechobee counties
- Treasure Coast Homeless Services Council, Inc. - Indian River, Martin, St. Lucie counties
- Division of Human Services of Palm Beach County - Palm Beach County
- Broward Cnty Homeless Initiative Partnership Administration - Broward County
- Miami-Dade County Homeless Trust - Miami-Dade County
- Monroe Cnty Homeless Services CoC - Monroe County
The total awards for 2012 only cover grant renewals. Awards for new homeless projects submitted for funding had not been announced in time for this report. A breakdown of the grants by each of the planning areas 2011 and 2012 is attached.

The result of grants has been the growth in housing options to enable the homeless to get off the street, and to get back into permanent housing. This growth is reflected in the chart below comparing the number of beds available in 2001, to the supply in 2012.

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<th>Permanent Housing</th>
<th>Total Beds</th>
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The major growth in the permanent housing bed supply reflects the shift in best practices away from sheltering, to rapid re-housing of the homeless into permanent housing. This model is called “Housing First,” and has demonstrated cost effective outcomes in ending a person’s episode of homelessness.

HUD Continuum of Care Awards
By Florida Planning Areas
2011 and 2012

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<tr>
<td>Pasco</td>
<td>287,860</td>
<td>1,014,276</td>
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<td>Charlotte</td>
<td>231,246</td>
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<tr>
<td>Northwest</td>
<td>44,470</td>
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<tr>
<td>Mid-Florida</td>
<td>390,205</td>
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<tr>
<td>Suwannee Valley</td>
<td>160,334</td>
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<tr>
<td>Highlands</td>
<td>201,534</td>
<td>201,543</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$78,554,056</strong></td>
<td><strong>$78,767,112</strong></td>
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Note: The 2012 awards only reflect the grants announced for renewal awards as of May 2, 2013. Additional awards for new project applications have not yet been announced.
### Council Participants
#### 2012-2013

<table>
<thead>
<tr>
<th>Department</th>
<th>Represented by</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of Children and Families</td>
<td>Kriss Vallese</td>
</tr>
<tr>
<td>Department of Economic Opportunity</td>
<td>Sean Lewis</td>
</tr>
<tr>
<td>Department of Health</td>
<td>Duane Ashe</td>
</tr>
<tr>
<td>Department of Corrections</td>
<td>William Carr</td>
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<tr>
<td></td>
<td>Chris Southerland</td>
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<tr>
<td>Department of Veterans' Affairs</td>
<td>Alene Tarter</td>
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<tr>
<td>Workforce Florida, Inc.</td>
<td>Chris Hart</td>
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<tr>
<td>Florida Department of Education</td>
<td>Lorraine Allen</td>
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<tr>
<td>Agency for Health Care Administration</td>
<td>Molly McKinstry</td>
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<tr>
<td>Florida Housing Finance Corporation</td>
<td>Bill Aldinger</td>
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<tr>
<td>Florida Coalition for the Homeless</td>
<td>Rayme Nuckles</td>
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<td>Angela Hogan</td>
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<tr>
<td>Florida Supportive Housing Coalition</td>
<td>Shannon Nazworth</td>
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<tr>
<td>Florida League of Cities</td>
<td>Alana Brenner</td>
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<td>Rick Butler</td>
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<tr>
<td>Florida Association of Counties</td>
<td>Claudia Tuck</td>
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<tr>
<td>Governor's Appointees</td>
<td>Steve Smith</td>
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<td>Vicki Sokolik</td>
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<td>Ardian Zika</td>
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<td>Cherron Newby</td>
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<td>Arthur Rosenberg</td>
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<td>Teri Saunders</td>
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<tr>
<td>Ex Officio</td>
<td>Lindsey Berling-Cannon</td>
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<td>Tom Bilodeau</td>
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