



## Economic Impact of Homelessness Is Significant; Improvements Needed at State and Local Levels

### *at a glance*

The economic impact of homelessness in Florida is significant, with the state, local, and federal governments spending at least \$168 million annually for programs and services to assist the homeless. This total excludes expenses incurred by local entities such as the police, courts, emergency service providers, hospital emergency rooms, and some private charities in dealing with homeless persons, as these costs are not tracked by homeless coalitions, service providers, or government agencies.

Statewide, Florida is doing well in obtaining dedicated federal funding for the homeless. However, some areas of the state have not done well in accessing federal funding.

State agencies assist local homeless efforts by providing technical assistance, direct services, and funding. However, some state agency practices and administrative requirements of mainstream programs could be improved.

Coordination among local homeless service providers is occurring, but could be improved by increased participation of service providers and full implementation of their computerized information systems.

### Scope

Chapter 2001-98, *Laws of Florida*, directed the Office of Program Policy Analysis and Government Accountability (OPPAGA) to examine state efforts to address homelessness. As provided by law, our report addresses the four questions below.

- What is the economic impact of homelessness in Florida?
- To what extent are local continuums of care accessing dedicated and mainstream federal funding for the homeless?
- How can state agency practices be improved to better assist the homeless?
- How can local providers better coordinate services for the homeless?

### Background

Homelessness is a chronic problem in Florida.<sup>1</sup> In 2003, Florida's homeless population was estimated to range from 68,785 to 76,675 persons on any particular day.<sup>2</sup> Homeless populations include various subgroups, such as families, veterans, senior citizens, and youth. People may become homeless for many reasons, including poverty, lack of affordable housing and transportation, unemployment, illness, and divorce. Homeless individuals also frequently suffer from substance abuse and mental illness.

Federal, state, and local governments, faith-based organizations, and private and non-profit entities provide services to assist the homeless in securing housing, employment and health and treatment

<sup>1</sup> Florida law defines a "homeless" person as an individual who lacks a fixed, regular, and adequate night time residence or someone whose primary nighttime residence is a shelter, an institution, or a public or private place not designed for regular sleeping accommodations.

<sup>2</sup> Homeless population based on two estimated counts conducted in Florida during 2003.

services. Homeless individuals are typically assisted at the local level through a network of service providers that may include shelters, food and clothing banks, and mental health and substance abuse treatment centers.

Funding to address homelessness in Florida is provided by a variety of sources, including federal, state, and local governments and private donations. See page 3 for further discussion of homelessness funding and Appendix A, page 8, for a list of funding sources.

State Office on Homelessness. At the state level, the Department of Children and Families' Office on Homelessness serves as the central point of contact on homeless issues.<sup>3</sup> The office's primary role is to coordinate state agencies and programs that serve the homeless or persons at risk of becoming homeless. The office also administers state-funded grant programs to assist local coalitions that serve the homeless.

The Legislature appropriated the Department of Children and Families \$726,655 and three full-time equivalent positions to administer the Office on Homelessness in Fiscal Year 2004-05.<sup>4</sup>

Council on Homelessness. The Council on Homelessness is responsible for developing policies to reduce homelessness in the state and advising the State Office on Homelessness. The council also annually prepares a report to the Governor and Legislature recommending actions that can help reduce homelessness in Florida. The council has 15 members representing state agencies, gubernatorial appointees, statewide organizations, and homeless advocacy groups.

Local Homeless Coalitions. Homeless coalitions plan, coordinate, and monitor the delivery of services to the homeless at the local level. Homeless coalitions consist of local organizations and government agencies that provide services for the homeless. Members include mental health and substance abuse treatment providers, county health departments, entities that provide food and shelter, law enforcement units, regional workforce boards, public housing authorities, school districts, and county and municipal governments. As of November 2004, 29 homeless

coalitions representing all 67 counties were operating in Florida.

Homeless coalitions must establish continuum of care plans in order to be eligible to apply for federal homeless grants from the U.S. Department of Housing and Urban Development (HUD) and certain state grants administered by the State Office on Homelessness.<sup>5</sup> The coalitions or a designated lead agency are to use these plans to establish a framework for providing emergency, transitional, and permanent housing as well as supportive services to the homeless and persons at risk of becoming homeless. Sixty-one of Florida's 67 counties are currently covered under a continuum of care system; the remaining six counties are rural counties that have few homeless service providers. (See Appendix B on page 13 for a map of areas covered by continuums of care and their lead agencies.)

## Questions and Answers —

Our review of homelessness in Florida considered four questions.

- What is the economic impact of homelessness in Florida?
- To what extent are local continuums of care accessing dedicated and mainstream federal funds for the homeless?
- How can state agency practices be improved to better assist the homeless?
- How can local governments and entities better coordinate services for the homeless?

### *What is the economic impact of homelessness in Florida?*

Homelessness has a significant economic impact on the state, including the costs of providing direct services to homeless persons. As shown in Exhibit 1, we identified \$168 million in state, federal, and local funding for programs and services to assist the homeless, such as housing, food preparation and distribution, transportation and mental health counseling.

This figure does not include the expenses incurred by various local entities, such as some private charities as well as the police, the courts,

<sup>3</sup> Chapter 2001-98, *Laws of Florida*, created the state Office on Homelessness and the Council on Homelessness.

<sup>4</sup> The Office on Homelessness is funded primarily by general revenue.

<sup>5</sup> These grants include the state Challenge Grant and Homeless Housing Assistance Grant. See Appendix A.

emergency service providers, and hospital emergency rooms that deal with homeless persons. Homeless persons often are arrested for various minor crimes such as vagrancy, and often require emergency health treatment. These expenses cannot be determined because they are not separately tracked by homeless coalitions, service providers, and government agencies; however, they are likely to be significant. This can be illustrated by the case of a homeless individual whose service-related expenses were tracked by the homeless coalition serving the City of Jacksonville. This person was a 35-year-old chronically homeless male diagnosed with bipolar disorder and alcoholism. The local homeless coalition estimated that local entities incurred \$43,545 in costs over a seven-month period in dealing with this individual. These costs included amounts resulting from four separate admittances to a crisis stabilization unit for mental illness, three emergency room visits, two admittances to the hospital intensive care unit, 120 total days spent in the county jail, and two stays at a local shelter.

**Exhibit 1**  
**Identifiable Funding for Homeless Services**  
**Totalled \$168 Million in Fiscal Year 2002-03<sup>1</sup>**

Funding Source (Federal Fiscal Year 2003 and State Fiscal Year 2002-03)	Amount of Funding
<b>Federal funds dedicated to homeless</b>	
Continuum of Care programs	\$ 51,396,280
Emergency Shelter Grants	6,977,570
Other homeless grants	28,980,993
Federal funds available for general population, but used to fund local homeless programs*	8,331,611 <sup>2</sup>
<b>State funds dedicated to homeless -</b>	
Office on Homelessness State Grants	\$ 9,731,564
Florida Housing Finance Corporation	5,000,000
Other homeless grants	10,986,805 <sup>2</sup>
<b>Local funds</b>	<b>\$46,464,496<sup>2</sup></b>
<b>Estimated Total</b>	<b>\$167,869,319</b>

<sup>1</sup>OPPAGA collected information for the time period that includes Federal Fiscal Year 2003 and State Fiscal Year 2002-03. Funding amounts were reported by the U.S. Department of Housing and Urban Development, State Office on Homelessness, and local homeless coalitions.

<sup>2</sup>Estimates of these funding amounts were provided by only nine homeless coalitions. Total funding is likely to be greater.

Source: OPPAGA analysis of various funding data.

This figure also does not include the societal costs of homeless, which cannot be readily calculated. These costs could include degraded property

values in areas frequented by homeless persons, lost economic activity, and disrupted education and family situations of children affected by homelessness.

***To what extent is the state accessing dedicated federal homeless funds?***

A major source of dedicated funding for homeless programs is the U.S. Department of Housing and Urban Development (HUD). HUD annually awards dedicated funds for homeless programs created by the McKinney-Vento Homeless Assistance Act to local continuums of care.<sup>6</sup>

Florida is doing well on a statewide basis in obtaining dedicated homeless funding from HUD. As shown in Exhibit 2, HUD has awarded Florida more than its pro-rata amount of funds in each of the last three fiscal years.

**Exhibit 2**  
**Florida Received More Than Its Pro-Rata Amount of McKinney-Vento Act Funding From Federal Fiscal Years 2001 to 2003**

	Federal Fiscal Year		
	2001	2002	2003
Award Amount	\$48,692,766	\$41,239,338	\$51,396,280
Pro Rata Amount	37,106,859	37,416,000	37,416,000
<b>Difference</b>	<b>\$11,585,907</b>	<b>\$ 3,823,338</b>	<b>\$13,980,280</b>

Source: U.S. Department of Housing and Urban Development.

As part of its competitive grant process, HUD initially estimates a “pro-rata need,” which is the dollar expression of relative homeless assistance needs it assigns to each community or groups of communities using U.S. Census Bureau data. HUD may award a community funding that exceeds its pro-rata amount if the community’s continuum of care entity submits a funding application that

- meets HUD’s grant award criteria, such as providing permanent housing for disabled adults;
- clearly identifies a priority need and includes documentation showing how a proposed project would eliminate or substantially decrease the need; and

<sup>6</sup>The federal McKinney-Vento Homeless Assistance Act was passed in 1987. It provides funding to state and local groups through formula or competitive grants to assist communities to develop housing and provide services for the homeless.

- requests renewal funding for projects that were funded in previous years.

Continuums of care may receive less than their pro-rata amount if HUD determines that their funding applications do not adequately address grant award criteria or if the continuum does not seek renewal funding for its projects.

Some Florida continuums have not done well in accessing HUD funding. Between 2001 and 2003, 15 continuums received less than their pro-rata amount as initially determined by HUD. State Office on Homelessness and HUD managers reported that coalitions received less than their pro-rata amount because they failed to apply for funding, submitted applications that contained errors or included activities that were ineligible for funding, or did not have a permanent housing project included in their plans.

Access to mainstream services could be improved. A major concern in serving homeless individuals is ensuring they have access to federal mainstream assistance programs. Mainstream programs are those that provide various forms of financial, health, and social support designed to remedy the disabling conditions and other problems that prevent homeless individuals from becoming healthy and living as self-sufficiently as possible in permanent, stable housing. These programs, such as Temporary Assistance to Needy Families (TANF), Medicaid, and Social Security Income (SSI) are intended to help lower income people and not dedicated to serving the homeless.

The U.S. Department of Housing and Urban Development requires local continuums of care to report on the extent to which they are systematically assisting homeless persons to access federal mainstream program services as part of their grant applications. As shown in Exhibit 3, most of Florida’s homeless continuums of care reported they were assisting homeless people access several mainstream programs.

However, some continuums could improve their efforts to help homeless individuals access federal programs. For example, 11 of 26 continuums did not report helping homeless persons access services provided through the State Children’s Health Insurance Program (SCHIP), and eight did not report helping them access Workforce Investment Act services.

**Exhibit 3  
Most Continuums of Care Assist Homeless Persons Access Mainstream Program Services**

Mainstream Program	Number of Continuums Assisting Homeless (N=26)
State Children’s Health Insurance Program (SCHIP)	15
Workforce Incentive Act (WIA)	18
Supplemental Security Disability Income (SSDI)	22
Supplemental Security Income (SSI)	23
Veterans Health Care	23
Medicaid	24
Food Stamps	24
Temporary Assistance for Needy Families (TANF)	25

Source: OPPAGA analysis of 26 Continuum of Care applications.

We contacted representatives of six continuums of care that reported that their member agencies did not routinely help homeless persons identify, apply for, and follow up to receive benefits for two or more mainstream programs. These representatives gave several reasons for not assisting homeless individuals to access mainstream programs, including not being aware of programs such as SCHIP and the Workforce Investment Act and difficulty in working with their regional workforce agency that administers the Workforce Investment Act. However, two representatives indicated that their continuums had incorrectly completed their HUD grant applications and were in fact helping homeless persons access mainstream programs.

One of the objectives in the Council on Homelessness strategic plan is to increase the percentage of homeless individuals assisted by mainstream programs. In September 2004, the Office on Homelessness proposed that representatives of local continuums of care meet with state agency officials who administer mainstream programs to (1) identify barriers that limit the ability of the homeless to access program benefits, and (2) work cooperatively to develop solutions that can eliminate those barriers. As of November 2004, the Office on Homelessness had developed a list of programs that local homeless coalitions need help accessing. These programs include the Department of Children and Families’ Emergency Financial Assistance for Housing

Program, Public Housing Authorities' Section 8 Program, and Temporary Assistance for Needy Families. According to Office on Homelessness managers, workshops to address barriers posed by these programs will take place during the first quarter of 2005.

The council's strategic plan also notes that it is seeking to establish working agreements with agencies that administer mainstream programs to ensure there is a concerted effort to reduce barriers to homeless individuals. To date, it has fully executed an agreement with the Agency for Workforce Innovation and Workforce Florida to assist the homeless in achieving greater independence through employment. The council is in the process of finalizing agreements with the Department of Community Affairs and the Department of Corrections.

### ***How can state agency practices be improved to better assist the homeless?***

State agencies perform a variety of functions that benefit the homeless, including providing technical assistance and funding to local coalitions. (See Appendix C on page 14 for a description of services provided by state agencies to assist the homeless.)

Most (11 of 15) local coalition directors responding to an OPPAGA survey gave high ratings to the assistance provided by the state Office on Homelessness. However, coalition directors identified some state agency functions that could be improved to enhance services for the homeless, such as better discharge planning for homeless persons and streamlining certain administrative requirements.

Few state agencies have developed or implemented discharge planning policies. Discharge planning is important for people leaving state services who are at risk of becoming homeless. These persons include inmates exiting state correctional facilities, children aging out of foster care, families coming off public assistance, developmentally disabled individuals being de-institutionalized, and mentally ill persons leaving state institutions. Discharge planning refers to preparing a person in an institution for return to the community and linking these individuals to needed community support services.

Some local coalition directors expressed concern that state agencies were not adequately planning for the discharge of persons who could potentially become homeless. For example, the Department of Correction's current discharge planning efforts relies on showing inmates instructional videos prior to their release.

The state Council on Homelessness is working to address these concerns and identified discharge planning as a priority issue in its strategic plan. The council is working with state agencies to formulate program-level discharge planning agreements for various populations at risk of becoming homeless. These discharge plans are to address whether individuals will have housing, services such as transportation, medication, and clothing, personal identification and documentation, employment, benefits (TANF, Food Stamps, Medicaid), and a support network (family, friends) once they are released. The Department of Corrections is currently developing a discharge plan that it expects to finalize by the end of 2004. The Office on Homelessness expects the Department of Children and Families, which administers state public assistance, foster care, and mental health programs, and the Agency for Persons with Disabilities to start developing discharge plans in 2005.

Requirements of some assistance programs pose barriers to homeless applicants. Coalition directors identified several state administrative requirements that impede homeless persons in accessing assistance programs. They told us that the administrative requirements of programs such as Medicaid, Food Stamps, and Temporary Assistance for Needy Families (TANF) make it difficult for them to provide services to the homeless.

Specifically, coalition directors noted client identification and application requirements, and the eligibility determination process for these programs as barriers to assisting clients. Many programs require applicants to provide documents proving their identity, citizenship, income, and financial resources. However, homeless people often do not have these documents because they may not have a safe and secure place to store important papers. This may delay the processing and approval of their applications for services.

These barriers are consistent with those noted in a 2002 report by the U.S. Government Accountability Office (GAO). The GAO report noted that homelessness complicates the ability of people to access program services because paperwork requirements and the need to regularly communicate with agencies and service providers tend to be more difficult for individuals lacking a permanent address or phone number.<sup>7</sup>

***How can local entities better coordinate services for the homeless?***

Homeless coalitions depend on numerous local agencies to provide various services to homeless persons. Local service providers include shelters, food and clothing banks, and mental health and substance abuse treatment centers. Ideally, homeless individuals can access these services through a coordinated system of local service providers.

Most local service providers are trying to coordinate their activities. Our review of local continuum of care plans submitted to HUD in 2003 determined that most providers attended meetings held to coordinate delivery of homeless services. Over half of the local homeless coalition directors who responded to an OPPAGA survey reported that service providers participated in their local continuum of care.

However, efforts to further improve coordination are hindered by two factors:

- some homeless service providers are not participating in their local continuums of care; and
- most homeless coalitions have not yet fully implemented homeless management information systems.

Some homeless service providers do not participate in their local continuums of care. Six coalition directors responding to our survey reported that some providers of homeless services in their community were not participating in the local continuum of care, including some public housing authorities, public defenders, and state attorneys. They believed that these entities may not be participating because they do not have the

time or the personnel to devote to the continuum’s activities or were not interested in being involved. Coalition directors noted that the limited involvement of these and other stakeholders makes it difficult to coordinate services, reduces their ability to acquire federal funding, and impedes efforts to share information about homeless individuals .

Most homeless coalitions have not yet fully implemented homeless management information systems. HUD requires communities that receive federal dedicated homeless funding to track information about their clients with a computerized information system. These information systems are expected to allow local providers to systematically share information, integrate services, and maximize the use of resources. Sharing client information also should reduce duplication in provider intake activities, facilitate referrals among providers, and improve the coordination of services.

Most homeless coalition directors responding to our survey reported their coalitions have not fully implemented homeless management information systems. For example, two coalition directors said their systems had not yet been developed. Other coalition directors told us that only a few of their local service providers were entering information into their systems.

Although the U.S. Congress initially intended homeless management information systems to be fully implemented by 2004, this goal has not been met. According to Office on Homelessness managers, HUD’s 2005 Notice of Funding Availability will encourage local continuums of care to speed up implementing their information systems. They said that participation in a system will be a factor in determining the amount of funding local continuums of care receive from HUD. HUD is also providing technical assistance to continuum of care agencies to assist them in implementing their homeless management information systems.

A problem that could limit the usefulness of the information systems is that some local providers do not wish to use the systems due to concerns with the confidentiality of client data. For example, one provider director told us he did not want to participate in the information system because he was concerned that law enforcement agencies would access the system and use it to

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<sup>7</sup> *Homelessness: Improving Program Coordination and Client Access to Programs*, Government Accountability Office, GAO-02-485T, March 6, 2002.

locate and arrest homeless persons. Until such issues are resolved, it is likely that some local providers will not enter client data into local homeless information systems.

## Conclusions and Recommendations

The economic impact of homelessness in Florida is significant. We identified \$168 million in state, federal, and local funding for programs and services to assist the homeless, such as housing, food preparation and distribution, transportation and mental health counseling. However, this figure excludes additional expenses incurred by various local entities, such as the police, the courts, emergency service providers, and hospital emergency rooms, in dealing with homeless persons. These expenses cannot be precisely determined because they are not routinely tracked by homeless coalitions, service providers, and government agencies.

Florida is doing well on a statewide basis in obtaining dedicated federal funding for the homeless; however, some local homeless continuums of care have not been successful in accessing dedicated and mainstream federal funding for the homeless.

State agencies assist local homeless efforts by providing technical assistance, direct services, and funding. However, some state agency practices such as discharge planning could be improved, and some administrative requirements of programs such as Medicaid, food stamps, and TANF pose barriers to homeless persons seeking benefits.

Coordination among local homeless service providers is occurring, but could be improved by getting more entities to participate in local continuums of care and by local coalitions fully

implementing their computerized information systems.

To improve the provision of services to homeless in Florida, we recommend that the State Office on Homelessness take the actions described below.

- Expand their assistance to local continuums of care experiencing difficulty receiving the pro-rata amount of dedicated federal funding for the homeless. The office should help these continuums develop plans and proposals that meet federal grant award criteria and priorities;
- Develop and disseminate guidelines for accessing and qualifying for mainstream program benefits. In addition, the Council on Homelessness also should continue its efforts to establish working agreements with mainstream program agencies to reduce barriers to access by homeless individuals.
- Revise the terms of its grants to require sub-grantees (local service providers) to participate in a homeless management information system. Such information systems are expected to benefit local providers by allowing them to systematically share information, integrate services, and maximize the use of resources.

In addition, we recommend that the Council on Homelessness work with state agencies to develop discharge plans to help prevent individuals transitioning out of institutions and other forms of state care from becoming homeless.

## Agency Response

In accordance with the provisions of s. 11.51(6), *Florida Statutes*, a draft of our report was submitted to the Secretary of the Department of Children and Families for review and response.

The Secretary's written response is reproduced in its entirety on page 16 (Appendix D).

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OPPAGA supports the Florida Legislature by providing evaluative research and objective analyses to promote government accountability and the efficient and effective use of public resources. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or 800/531-2477), by FAX (850/487-3804), in person, or by mail (OPPAGA Report Production, Claude Pepper Building, Room 312, 111 W. Madison St., Tallahassee, FL 32399-1475). Cover photo by Mark Foley.

*Florida Monitor:* [www.oppaga.state.fl.us](http://www.oppaga.state.fl.us)

Project supervised by Larry Novey (850/487-3768)

Project conducted by Michelle Harrison (850/487-9220) and Shunti H. Taylor

Gary R. VanLandingham, OPPAGA Interim Director

Appendix A

# Many Funding Sources Exist to Assist Homeless

Program	Purpose	Funding Source and Level	Target Funds	Lead Agency	Allocation Process	Eligible Populations
Education for Homeless Children and Youths - McKinney Act	Ensures homeless children, including pre-schoolers, equal access to free and appropriate public education.	U.S. Department of Education Federal Fiscal Year FFY04 \$2.8 million.	Yes	Florida Department of Education	Formula grant	Homeless children and youth, including preschool children.
Elementary and Secondary Education Act Part A of Title I	Provides before/after school programs, summer school, preschool, alternative school programs, home visits, parent education, and childcare.	U.S. Department of Education State Fiscal Year (SFY) 2003-04 \$523,834,879	No	Florida Department of Education	Formula grant	Educationally deprived homeless children are eligible.
Homeless Veterans Reintegration Project - McKinney Act	Funds projects designed to expedite the reintegration of homeless veterans into the labor force.	U.S. Department of Labor FFY04 \$150,000	Yes	Direct to locals	Project grants (competitive)	Homeless veterans.
Veterans Employment Program - Title IV-C of JTPA	Provides employment and training grants.	U.S. Department of Labor FFY04 \$8,421,000	No	Agency for Workforce Innovation	Formula grant	Veterans who are disabled, from the Vietnam era, or have applied for service within 12 months of military separation.
Workforce Investment Act (WIA)	Increase employment, retention, and earning of participants.	U.S. Department of Labor FFY04 \$143,371,066	No	Agency for Workforce Innovation	Formula grant	Youth with education and employment barriers. Adults with employment barriers, certain dislocated workers.
Emergency Food & Shelter Program	Provides a broad range of food, shelter, and supportive services.	Federal Emergency Management Agency FFY04 \$7,695,570	Yes	United Way of Florida	Formula grant	Hungry and homeless people and those at risk of becoming homeless.
State Apartment Incentive Loan	Provides financial assistance to construct or renovate apartments for those with very low incomes; 8% set-aside specifically targeted for formerly homeless.	Florida Housing Finance Corporation SFY03-04 \$56,499,140	No	Florida Housing Finance Corporation	Provides low interest loans (competitive)	Very low income individuals and families.
Community Health Centers	Supports development and operation of community health centers in medically underserved areas/populations.	U.S. Department of Health and Human Services 2003 \$51,873,732	No	Florida Department of Health	Project grant (discretionary)	Residents of medically underserved areas.
Community Services Block Grant	For services and activities to reduce poverty, includes employment, education, housing assistance, nutrition, energy, emergency, and health services.	U.S. Department of Health and Human Services FFY04 \$18,678,760	No	Florida Department of Community Affairs	Formula grant	The poor and near-poor.
Head Start	Provides health, educational, nutritional, social and other services to preschool children from low-income families.	U.S. Department of Health and Human Services FFY04 \$262,647,907	No	Direct to locals	Project grant	Primarily children ages 3-5 from low-income families.
Health Care for the Homeless - McKinney Act	Provides primary health care, substance abuse treatment, case management, outreach and mental health treatment	U.S. Department of Health and Human Services Calendar year 03 \$5,323,136	Yes	Direct to locals	Project grants (discretionary)	Homeless individuals and families.



Program	Purpose	Funding Source and Level	Target Funds	Lead Agency	Allocation Process	Eligible Populations
Maternal and Child Health Services Block Grant	Supports activities to improve the health status of pregnant women, mothers, infants, and children.	U.S. Department of Health and Human Services FFY04 \$20,994,684	No	Florida Department of Health	Formula grant	Pregnant women, mothers, infants and children, and children with special health care needs.
Medicaid	Provides services including in-and out-patient hospital services, physician services, medical and surgical dental services, and nursing facility services.	State General Revenue & trust funds \$5,222,630,155 U.S. Department of Health and Human Services \$7,738,461,947 SFY03-04 TOTAL \$12,961,092,102	No	Agency for Health Care Administration	Entitlement	Low-income persons over age 65, blind, or disabled; low-income children and pregnant women.
Projects for Assistance in Transition from Homelessness (PATH) - McKinney Act	Provides residential treatment and support services to those with mental illnesses and co-occurring substance abuse, who are homeless or at risk of being homeless.	U.S. Department of Health and Human Services FFY04 \$2,566,000	Yes	Florida Department of Children and Families	Formula grant	Persons with mental illness, including those with substance abuse disorders, who are homeless or at risk of becoming homeless.
Runaway and Homeless Youth - Basic Center	Provides funds to establish and operate local centers for runaway or homeless youth.	U.S. Department of Health and Human Services FFY04 \$2,363,285	Yes	Direct to locals	Project grants (discretionary)	Runaway and homeless youth and their families are eligible for benefits.
Runaway and Homeless Youth - Education and Prevention Grants to Reduce Sexual Abuse of Runaway, Homeless, and Street Youth	Funds street-based education and outreach, emergency shelter, and related services for runaway and homeless youth who have been, or are at risk of being, sexually exploited and abused.	U.S. Department of Health and Human Services FFY04 \$490,000	Yes	Direct to locals	Project grants (discretionary)	Adolescents up to the age of 24 who are living on the streets.
Runaway and Homeless Youth - Transitional Living for Older Homeless Youth	Supports residential services (up to 18 mo.) to homeless youth to ensure successful transition to self-sufficient living.	U.S. Department of Health and Human Services FFY04 \$1,609,519	Yes	Direct to locals	Project grants (discretionary)	Homeless youth aged 16 to 21.
Ryan White Care Act Titles I and II	Provides funds to improve the quality and availability of care for individuals and families living with HIV/AIDS.	U.S. Department of Health and Human Services FFY04 \$112,196,959	No	Title I - direct to locals. Title II - Florida Department of Health	Formula and project grants (discretionary)	Low-income, uninsured, and underinsured HIV infected individuals and their families.
KidCare - State Children's Health Insurance Program (SCHIP)	Provides funds to states to enable them to initiate an expanded child health assistance to uninsured, low-income children	Agency for Health Care Administration \$143,062,333 U.S. Department of Health and Human Services \$354,242,918 SFY03-04 TOTAL \$497,305,251	No	Agency for Health Care Administration	Formula grant	Low income children and children who are not eligible for medical assistance under Medicaid or are not covered under a group health or other health insurance plan.
Substance Abuse Prevention and Treatment Block Grant	Provides financial assistance to states for planning, implementing, and evaluating activities to prevent and treat substance abuse.	U.S. Department of Health and Human Services SFY03-04 \$95,483,056	No	Florida Department of Children and Families	Formula grant	All individuals suffering from alcohol and other drug abuse.
Temporary Assistance for Needy Families (TANF)	Provides funding for state-designed programs of time-limited and work-conditional aid to families with children.	U.S. Department of Health and Human Services SFY03-04 \$223,343,035	No	Florida Department of Children and Families	Block grant	Needy families with children.

Program	Purpose	Funding Source and Level	Target Funds	Lead Agency	Allocation Process	Eligible Populations
Community Development Block Grant (CDBG)	Assists urban communities to provide decent housing, a suitable living environment and expanded economic opportunities.	U.S. Department of Housing and Urban Development FFY04 \$189,116,184	No	Florida Department of Community Affairs and direct to locals	Formula and project grants (competitive)	Persons with low and moderate incomes.
Emergency Shelter Grant - McKinney Act	Provides for shelter bedspace and supportive services for homeless.	U.S. Department of Housing and Urban Development FFY04 \$6,977,570	Yes	Florida Department of Children and Families	Formula grant	Homeless individuals and families.
Home Investment Partnerships Program (HOME)	For acquisition, reconstruction, rehabilitation, and new construction of affordable rental and ownership units.	U.S. Department of Housing and Urban Development FFY04 \$84,125,727	No	Florida Housing Finance Corporation and direct to locals	Formula grant	Individuals and families with low and very low incomes.
Housing Opportunities for Persons with AIDS (HOPWA)	Provides for long-term comprehensive strategies to meet housing needs of persons with AIDS or related diseases and their families.	U.S. Department of Housing and Urban Development FFY04 \$32,393,000	No	U.S. Department of Housing and Urban Development and Florida Department of Health	Formula and project (competitive)	Low-income individuals with HIV or AIDS and their families.
Section 8 Project-Based Rental Assistance (Public and Indian Housing)	Pays a portion (generally 70%) of residents' rent for housing owned by private landlords, public housing authorities, and state housing finance agencies.	U.S. Department of Housing and Urban Development FFY04 \$62,878,287	No	Local housing authorities	Payment contract with a private landlord or an annual contract with a housing finance agency or a public housing authority.	Individuals and families with very low incomes.
Section 8 Rental Voucher Program (Public and Indian Housing)	Voucher subsidy that aids families with very low incomes to obtain decent, safe, and sanitary rental housing.	U.S. Department of Housing and Urban Development FFY04 \$695,181,036	No	Local housing authorities	Paid directly to housing authorities	Families with very low incomes.
Section 8 Single Room Occupancy Moderate Rehabilitation - McKinney Act	Rental assistance for homeless persons living in single-room occupancy units. Funds the moderate rehabilitation of residential properties that will contain multiple single-room dwelling units.	U.S. Department of Housing and Urban Development FFY03 \$470,400	Yes	Direct to locals	Project grants (competitive)	Homeless single individuals.
Shelter Plus Care Program - McKinney Act	Provides rental assistance for homeless persons with disabilities (supportive services provided by other sources).	U.S. Department of Housing and Urban Development FFY03 \$9,066,338	Yes	Direct to locals	Project grant (competitive)	Homeless persons with disabilities including serious mental illness, AIDS, chronic drugs and/or alcohol problems; and if also homeless, their families.
Supportive Housing Program - McKinney Act	Provides for short-term transitional and permanent housing with support services for homeless persons.	U.S. Department of Housing and Urban Development FFY03 \$41,859,544	Yes	Direct to locals	Project grant (competitive)	Homeless individuals and families with children eligible for all but the permanent housing for persons with disabilities. Homeless persons with disabilities eligible for all components.

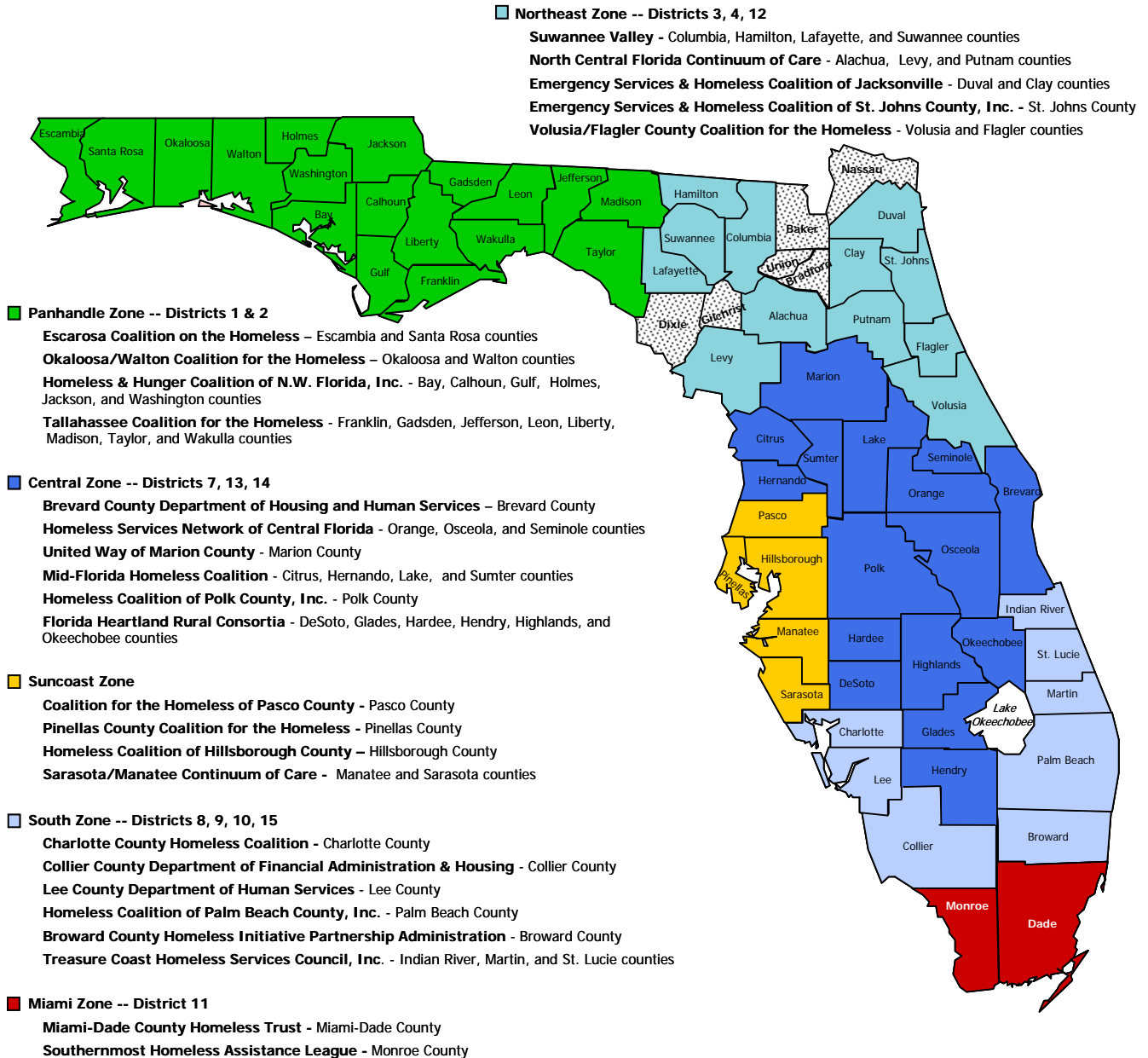
Program	Purpose	Funding Source and Level	Target Funds	Lead Agency	Allocation Process	Eligible Populations
Supplemental Security Income (SSI)	Provides monthly payments to elderly, blind, or disabled individuals with low incomes and few resources.	Social Security Administration Calendar year 02 \$1,814,408	No	Direct to recipients	Entitlement	Individuals who are; aged 65 or older; blind; disabled and meet monthly income and resources limit requirements.
Child and Adult Care Food Program (includes Child Care Centers, Family Day Care Homes, After School Snack Program for Children)	Provides meals and snacks to children and adults in nonresidential day care facilities	U.S. Department of Agriculture SFY03-04 \$98,573,266	No	Florida Department of Health – children; Florida Department of Elder Affairs - adults	Entitlement	Children up to age 12, migrant children up to age 15, certain children with disabilities over age 12, functionally impaired adults and adults aged 60 or older who are not residents of an institution.
Emergency Food Assistance Program	Provides free, healthful foods. Provides states with commodity foods and funds to help cover costs of transporting, processing, storing, and distributing the commodities.	U.S. Department of Agriculture FFY04 \$6,839,663 in commodities.	No	Florida Department of Agriculture and Consumer Services	Formula grant	Needy persons who meet the eligibility criteria established by the state.
Food Stamps	Provides financial assistance for people to buy food and improve their diets. Homeless persons may purchase prepared meals from authorized providers.	U.S. Department of Agriculture SFY03-04 \$917,836,348	No	Florida Department of Children and Families	Entitlement	Low income families and individuals.
Homeless Children Nutrition Program	Provides meals to homeless children under age 6 in emergency shelters.	U.S. Department of Agriculture SFY03-04 \$501,212	Yes	Florida Department of Health	Formula grant	Children under 6 years of age who are in emergency shelters.
National School Lunch Program	Assists the states, through cash grants and food donations, in making the school lunch program available to school students.	U.S. Department of Agriculture FFY03 \$403,403,045 in funding and commodities	No	Florida Department of Education	Entitlement	All children enrolled in schools where the program is operating. Free to children at or below 130% of poverty level, reduced price (max. 40 cents) to children between 130% and 185% of poverty level.
School Breakfast Program	Provides the states with cash assistance for nonprofit breakfast programs.	U.S. Department of Agriculture FFY03 \$99,284,968	No	Florida Department of Education	Entitlement	All children enrolled in schools where the program is operating. Free to children at or below 130% of poverty level, reduced price (max. 30 cents) to children between 130% and 185% of poverty level.
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	Provides supplemental nutritious foods, nutrition education, and health care referrals.	U.S. Department of Agriculture FFY04 \$232,902,249	No	Florida Department of Health	Formula grant	Low-income pregnant, postpartum, and breastfeeding women; infants; and children up to the age of 5 determined to be at nutritional risk.
Summer Food Service Program	Provides funds for program sponsors to serve free, nutritious meals to children in low-income areas when school is not in session.	U.S. Department of Agriculture FFY03 \$14,038,782 in funding and commodities	No	Florida Department of Agriculture and Consumer Services	Entitlement	Children aged 18 or younger. Operating site must be in eligible area (50% of children at or below 185% of poverty level); or 50% of participating children are eligible for free or reduced school lunch.
Domiciliary Care for Homeless Veterans	Provides health and social services to homeless veterans in a domiciliary setting.	U.S. Department of Veterans Affairs FFY03 \$1,284,175	Yes	U.S. Department of Veterans Affairs - Medical Centers	Direct payments to VA medical centers	Veterans who are homeless or at risk of becoming homeless and have a clinical need for VA-based biopsychosocial residential rehabilitation services.

Program	Purpose	Funding Source and Level	Target Funds	Lead Agency	Allocation Process	Eligible Populations
Homeless Chronically Mental Ill Veterans Program	Provides care, treatment, and rehabilitative services to homeless veterans suffering from chronic mental illness.	U.S. Department of Veterans Affairs FFY03 \$2,337,605	Yes	U.S. Department of Veterans Affairs - Medical Centers	Direct services and contract awards	Homeless veterans with substance abuse and/or chronic mental health problems.
HUD-VASH (Supported Housing)	HUD partnership, VA provides permanent housing and ongoing treatment to eligible veterans.	U.S. Department of Veterans Affairs FFY03 \$306,007	Yes	U.S. Department of Veterans Affairs	Direct to U.S. Department of Veterans Affairs Medical Centers	Homeless veterans with mental illness and substance abuse disorders.
Homeless Women's Veterans Program	Provides outreach and social services to homeless and potentially homeless women veterans.	U.S. Department of Veterans Affairs FFY03 \$219,083	Yes	U.S. Department of Veterans Affairs	Direct to U.S. Department of Veterans Affairs Medical Centers	Homeless women veterans.
Loan Guarantee for Homeless Vets Multi-family Housing	Authorizes VA to guarantee loans for construction or rehabilitation of multifamily/rental transitional housing for homeless veterans.	U.S. Department of Veterans Affairs Pending project in Miami	No	U.S. Department of Veterans Affairs - Medical Centers	Competitive application process / formula	Funding may be used to support projects serving homeless veterans and persons who are not veterans.
VA Homeless Providers Grant and Per Diem Program	Funds new programs and service centers to furnish supportive services and supportive housing for homeless veterans.	U.S. Department of Veterans Affairs FFY03 \$1,574,316	Yes	Direct to locals	Project grant (competitive)	Veterans who were discharged or released under conditions other than dishonorable.
Veterans Industries/ Compensated Work Therapy/ Transitional Employment	Offers structured work opportunities and supervised therapeutic housing.	U.S. Department of Veterans Affairs FFY03 \$123,827	No	U.S. Department of Veterans Affairs	Direct to U.S. Department of Veterans Affairs Medical Centers	At-risk and homeless veterans with physical, psychiatric and substance abuse disorders
Challenge Grant	Funds the lead agency of local homeless continuum of care systems to implement that system of assistance to the homeless	State Florida Housing Trust Fund SFY03-04 \$1,648,525	Yes	Florida Department of Children and Families	Competitive application process	Homeless individuals and families.
Emergency Financial Assistance for Housing	Provides a one time payment up to \$400 to homeless families, or those at immediate risk of homelessness, to cover rent or mortgage payments to prevent homelessness.	State Florida Housing Trust Fund \$900,000 Federal TANF \$900,000 SFY03-04 TOTAL \$1.8 million	Yes	Florida Department of Children and Families	Apply at DCF field offices. Funds allocated by the date of the applications received.	Families with dependent children, at or below 200% of federal poverty rate, and who are homeless or face the threat of homelessness.
Homeless Grant-in-Aid Program	Direct service to homeless clients, includes education and outreach, eviction prevention assistance, meals, supportive services.	State General Revenue SFY03-04 \$665,938	Yes	Florida Department of Children and Families	Formula grant by district; allocated by DCF district administrator.	Homeless individuals and families.
Homeless Housing Assistance Grant	Funds the construction or rehabilitation of transitional and permanent housing for homeless people	State Florida Housing Trust Fund SFY03-04 \$4,438,776	Yes	Florida Department of Children and Families	Competitive application process	Homeless individuals and families.
Local Homeless Coalition Grant (Staffing Grant)	Helps to fund staff capacity in each of Florida's local homeless coalitions.	State General Revenue SFY03-04 \$343,750	Yes	Florida Department of Children and Families	Direct allocation to each recognized coalition	Homeless individuals and families.

Source: OPPAGA analysis.

## Appendix B

# Most Florida Counties Are Covered By a Continuum of Care



Source: Office on Homelessness.

## Appendix C

# State Agency Activities to Assist the Homeless

State agencies perform a variety of functions that benefit the homeless, including providing direct services to homeless individuals and technical assistance and funding to local coalitions. The table below lists the services that assist the homeless provided by nine state agencies.

Agency	Type of Assistance
<b>Agency for Health Care Administration</b>	<ul style="list-style-type: none"> <li>• Provides Medicaid services for homeless adults who are elderly or disabled. Children and Families determines eligibility.</li> <li>• Provides hospitals with Medicaid disproportionate share money used to compensate them for services they render to low-income patients, including people who are homeless.</li> <li>• Provides Medicaid providers an appropriation for services they render to eligible Medicaid recipients.</li> </ul>
<b>Children and Families</b>	<ul style="list-style-type: none"> <li>• Administers state and federal grant programs to assist homeless coalitions, homeless service providers and people who are homeless or at risk of becoming homeless.</li> <li>• Determines Medicaid eligibility for homeless families or single adults who are disabled or elderly.</li> <li>• Determines Food Stamp Program eligibility for homeless families or single adults.</li> <li>• Provides mental health treatment beds.</li> <li>• Administers Projects for Assistance in Transition from Homelessness (PATH) for persons who have been diagnosed with both mental illness and substance abuse problems. Provides housing assistance and outreach for substance abuse treatment.</li> <li>• Provides medical and cash assistance to refugees, including refugees who are homeless.</li> <li>• Provides services and temporary shelter to victims of domestic violence.</li> </ul>
<b>Community Affairs</b>	<ul style="list-style-type: none"> <li>• Administers the federal Community Services Block Grant Program that assists low-income households by providing such services as job training, education, employment assistance. The program also provides temporary assistance with emergency needs such as rent, utilities, transportation, food, clothing, and prescription drugs.</li> <li>• Develop and adopt the State of Florida Consolidated Plan, which is a federally required document that outlines the state's plans and efforts in housing and community development.</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>• Administers federal grant programs to assist school districts in serving homeless children.</li> </ul>
<b>Environmental Protection</b>	<ul style="list-style-type: none"> <li>• Administers a water supply restoration program providing short-term and long-term safe drinking water supplies in the areas where there is a public health threat.</li> <li>• Administers federal revolving loan programs that provide low interest loans to small communities for wastewater and drinking water infrastructure construction.</li> <li>• Administers grants to disadvantaged small community water and wastewater systems.</li> </ul>
<b>Florida Housing Finance Corporation</b>	<ul style="list-style-type: none"> <li>• Provides affordable housing training and technical assistance to homeless providers.</li> <li>• Provides grants and low interest loans to develop affordable rental and ownership units.</li> </ul>

Agency	Type of Assistance
<p><b>Health</b></p>	<ul style="list-style-type: none"> <li>• Administers the federal Housing Opportunities for Persons with AIDS (HOPWA) Program that provides financial assistance and services (i.e., transitional housing, assistance with rent, mortgage, and utilities, and case management) for persons with HIV disease and AIDS.</li> <li>• Provides specialized services for people who are homeless and have tuberculosis.</li> <li>• Provides sexually transmitted disease screening and education for people living in homeless shelters.</li> <li>• Provides HIV testing and prevention counseling.</li> <li>• Administers the federal Special Supplemental Nutrition Program for Women, Infants and Children (WIC) that assists pregnant and breastfeeding women, new mothers, infants, and children up to the age of five who have a low or moderate income, are at nutrition risk, and who live in Florida. This may include homeless women and children. WIC provides healthy foods, nutrition education and counseling, breastfeeding support, and referrals for health care at no cost to eligible persons.</li> <li>• Administers the Healthy Start initiative that provides for universal risk screening of all Florida's pregnant women and newborn infants to identify those at risk of poor birth, health and developmental outcomes. Children and Families determines eligibility.</li> <li>• Assists homeless families by explaining the application and eligibility process for the Florida KidCare program that provides health insurance for children from birth through age 18 who do not have insurance. Children and Families determines eligibility.</li> <li>• Administers the Homeless Children Nutrition Program provides cash reimbursement for certain meals and snacks served to children living in temporary residential settings.</li> </ul>
<p><b>Transportation Disadvantaged Commission</b></p>	<ul style="list-style-type: none"> <li>• Provides transportation services to people whose physical or mental disability, income status, or age makes them unable to transport themselves or to purchase transportation.</li> </ul>
<p><b>Workforce Innovation</b></p>	<ul style="list-style-type: none"> <li>• Provides services to job seekers through the One-Stop delivery system, including job training, education, and employment options and integrates several services provided by co-located agencies, such as the Welfare-to-Work, TANF, and Food Stamp programs.</li> </ul>

Source: Governor's Commission on the Homeless Final Report for 2001 and OPPAGA analysis.

## Appendix D



**Jeb Bush**  
Governor

**Lucy D. Hadi**  
Secretary

December 30, 2004

Mr. Gary VanLandingham  
Interim Director  
Office of Program Policy Analysis and  
Government Accountability  
111 West Madison Street, Room 312  
Tallahassee, Florida 32399-1475

Dear Mr. VanLandingham:

The department has reviewed the preliminary findings and conclusions in your report on the Economic Impact of Homelessness. The department concurs with the findings and conclusions, including the recommendations to improve services to the homeless by state and local entities.

The Office on Homelessness will continue to provide technical assistance to local continuums of care by encouraging them to apply for HUD funding and assisting them in meeting the necessary criteria for acquiring federal grant awards. Our office will also continue our efforts to help homeless individuals acquire assistance from mainstream programs. Workshops to address barriers posed by these programs will be held during the first quarter of 2005. We have made changes to our 2005 grant agreement to require sub-grantees to participate in a computerized information system to help maximize resources by integrating services and sharing information. Additionally, the Office of Homelessness will support the work of the Council on Homelessness as they develop discharge planning procedures within state agencies to reduce the risk of people leaving state services and facilities from becoming homeless.

The department wishes to express our appreciation to the research team for this report. The cooperative working relationship with our Office on Homelessness was appreciated, and allowed for continuous input to the report's findings.

Sincerely,

/s/  
Lucy D. Hadi  
Secretary

1317 Winewood Boulevard, Tallahassee, Florida 32399-0700

The Department of Children and Families is committed to working in partnership with local communities to ensure safety, well-being and self-sufficiency for the people we serve.