

A close-up photograph of a pair of hands, one holding a key. The keychain is shaped like a small house with a red door, blue windows, and the word 'HOME' written on it. The background is blurred, showing a person in a light blue shirt.

**FLORIDA'S COUNCIL  
ON HOMELESSNESS**

# **ANNUAL REPORT**

**SUBMITTED  
JUNE 2025**

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# 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

## 1 Cover Letter

June 30, 2025  
400 South Monroe Street  
Tallahassee, Florida 32399-0001

Dear Governor DeSantis,

On behalf of the Florida Council on Homelessness, its members, and our state agency partners, I am honored to submit the Council's 2025 Annual Report for your review. In accordance with state law, this report includes recommendations for reducing homelessness in Florida, as well as data reflecting the current scope and the characteristics of individuals and families experiencing homelessness in Florida.

Thanks to your leadership and the ongoing commitment of the Florida Legislature, our state continues to make meaningful progress in addressing homelessness. Strategic, results-driven investments—such as the recurring \$20 million in flexible Challenge Grant funding and the additional \$10 million in Challenge Grant this year to serve the unsheltered population specifically, have produced measurable improvements. These investments have resulted in a decrease in unsheltered homelessness. This decrease is attributed to the increased investment in shelter capacity and where shelter was not possible, innovative solutions to move people off the street and into housing as quickly as possible. Examples of innovative practices and local successes from the Challenge Grant are included in this year's report.

Under your leadership, the State's \$5.2 million General Revenue investment through the Homeless Housing Assistance Grant has empowered the Continuum of Care Lead Agencies to secure over \$155 million in the highly competitive Federal Continuum of Care (CoC) program. This funding also includes targeted interventions for local needs, including families with children, young adults, the elderly, persons with disabilities, survivors of domestic violence, and unaccompanied youth.

According to the 2025 annual Point-in-Time count, Florida saw a 9.3% reduction in individuals experiencing literal homelessness compared to the previous year. This includes a 19.4% decrease in unsheltered homelessness. Florida's progress over the past decade proves that homelessness is not a permanent condition. With continued, strategic investment in affordable housing and services we can sustain and build on this momentum.

The Council's recommendations included in this report are designed to support further progress by strengthening partnerships among systems of care, providing flexibility in communities, and enhancing investment to ensure that all Floridians have access to affordable housing and the community-based services they need. Please do not hesitate to contact me should you wish to discuss any part of this report or our recommendations in greater detail.

Respectfully,



Leeanne Sacino  
Chairperson for the Council on Homelessness

## 2 Introduction

The State of Florida Interagency Council on Homelessness (the Council) was established in 2001 to develop policy and provide guidance to the State Office on Homelessness, as authorized in section 420.622(2), Florida Statutes. Comprising 19 public and private sector partners, the Council submits this Annual Report informed by current housing conditions across Florida and the collective expertise of its members in best practices for addressing homelessness.

The Council's assessment of homelessness in Florida draws on several key data sources, including the annual Point-in-Time Count, the Housing Inventory Count, and the Homeless Management Information System (HMIS). These tools enable a comprehensive analysis of both homeless subpopulations and the state's housing landscape.

In addition to evaluating current trends, this report provides policy and funding recommendations aimed at ending homelessness throughout the state. It also highlights progress made to date, made possible through sustained legislative support and cross-sector collaboration.

## 3 The Current State of Homelessness

The information presented is based on the Council's analysis of subpopulations and housing conditions to provide insight into homelessness conditions in Florida. This section will overview homelessness trends, housing access, and current funding.

### 3.1 State and National Homeless Trends

Florida continues to show progress in its efforts to reduce homelessness, both in absolute terms and relative to national trends. Preliminary 2025 Point-in-Time (PIT) Count data reflects a significant 9.13% decrease in overall homelessness statewide, with the total number of people experiencing homelessness dropping from 31,362 in 2024 to 28,498 in 2025. This marks a reversal from the increases seen since 2021 and demonstrates the impact of targeted interventions, increased state funding, and continued implementation of evidence-based practices.

This progress is largely attributable to a 19.1% reduction in unsheltered homelessness, which decreased from 16,868 in 2024 to 13,647 in 2025. At the same time, sheltered homelessness increased slightly by 2.46%, from 14,494 to 14,851 individuals. This shift suggests that more Floridians are gaining access to emergency and transitional shelter options rather than living in places not meant for human habitation, reflecting efforts to expand shelter access and reduce unsheltered homelessness on public property.

At the national level, the U.S. Department of Housing and Urban Development's 2024 Annual Homelessness Assessment Report (AHAR) reported a record 771,000 individuals experiencing homelessness on a single night in January 2024—a rise of 18% from 2023, and the highest count since national reporting began. The national increase was particularly acute for families with children, which rose 39%, and for children under 18, whose numbers rose 33%. Key drivers of this trend include rising housing costs, inflation, and the expiration of pandemic-era relief programs. In contrast, Florida's year-

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over-year decline in homelessness positions the state as a national leader, bucking the upward trend seen in many other regions. Between 2007 and 2024, Florida had the largest absolute decrease in homelessness of any state (from 48,069 in 2007 to 31,362 in 2024, -16,707 or -34.8%).

Florida's continued outperformance on HUD's System Performance Measures (SPMs) further reinforces the effectiveness of the state's strategic investments. For example, Florida's average length of time homeless, rate of first-time homelessness, and success in exiting to permanent housing consistently exceeds national averages. However, challenges remain—particularly around future federal funding, returns to homelessness, and the ongoing shortage of affordable housing for Extremely Low-Income (ELI) households.

These data points illustrate that Florida's homelessness response system is achieving meaningful results while highlighting the need for sustained investment and policy continuity. Continued investment from the Legislature, as well as ongoing collaboration between state agencies, Continuums of Care, and local partners remains essential to further reducing homelessness and ensuring that homelessness in Florida is rare, brief, and nonrecurring.

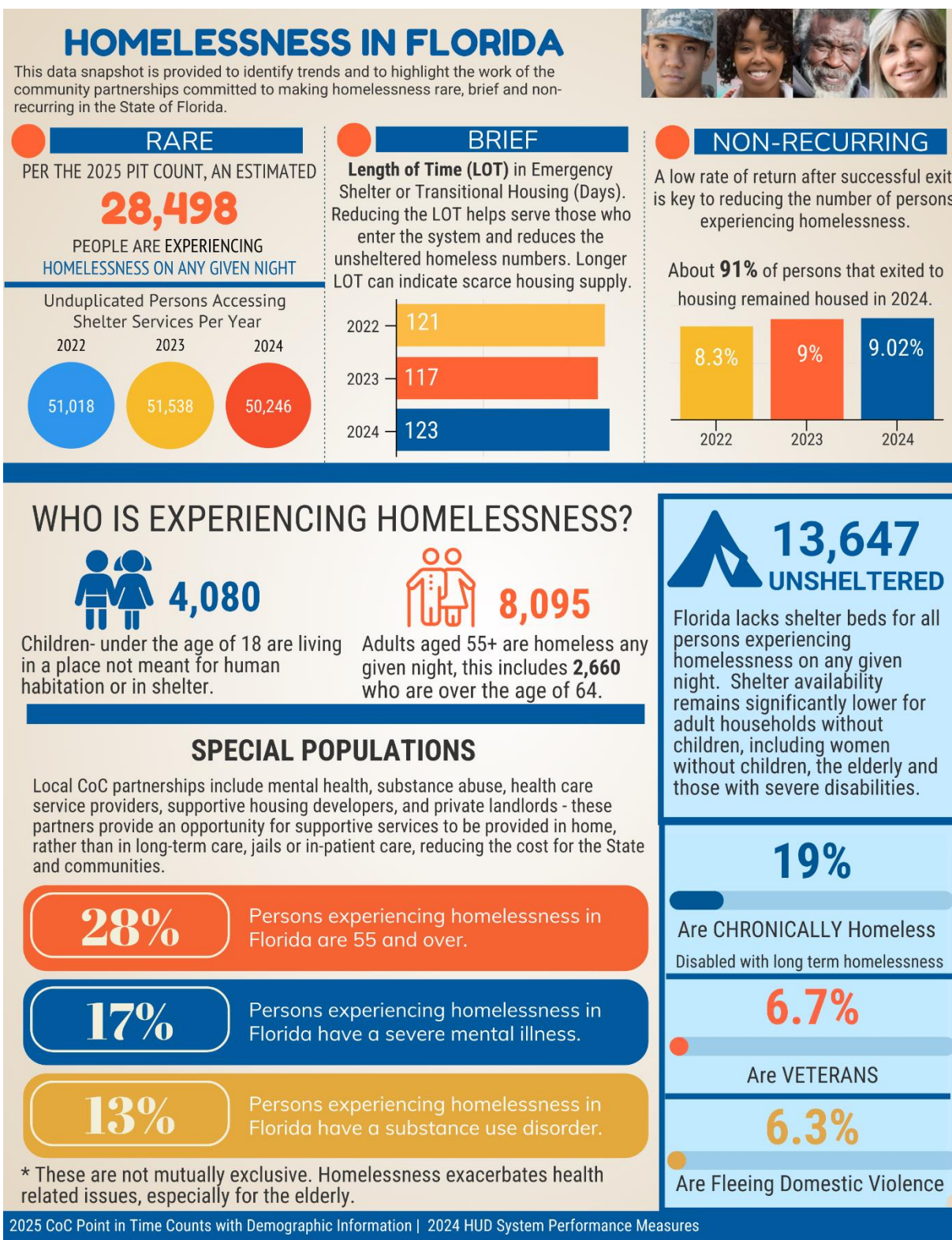
### A NOTE ON POINT-IN-TIME COUNT DATA

The annual Point-in-Time (PIT) Count provides the most consistent and widely used metric for assessing homelessness across the United States. Conducted on a single night in January, the PIT Count offers a snapshot of individuals experiencing homelessness at that moment in time. While not a complete census, it remains the best available tool for tracking trends and informing federal, state, and local policy decisions. PIT data is subject to variation based on local environmental conditions including weather, access to certain locations (such as private property), volunteer capacity, and individual willingness to participate. These limitations are common across all states and Continuums of Care, and should be taken into account by HUD and others when interpreting and comparing data year-over-year.

Additionally, it is important to note that PIT data for prior years may be updated as part of HUD's data verification and reporting process. As such, historical figures in this report may differ slightly from those published in earlier annual reports, as they reflect HUD's final reconciled data for each reporting year.

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FIGURE 1: SNAPSHOT OF HOMELESSNESS IN FLORIDA



### 3.2 Housing Access

Access to safe, stable, and affordable housing remains one of Florida's most pressing challenges in preventing and ending homelessness. According to the National Low Income Housing Coalition's (NLIHC) 2024 Out of Reach report, Florida ranks as the 10th most expensive state in the nation for renters. Citing the same report, the fair market rent (FMR) for a two-bedroom apartment in Florida is \$1,833, which requires a full-time worker to earn at least \$35.24 per hour to avoid paying more than 30% of income on housing—far above the state's 2024 minimum wage of \$12.00. At that wage, a person would need to work nearly three full-time jobs to afford a modest two-bedroom unit without being rent-burdened.

As documented in the NLIHC's 2024 GAP Report, Florida faces a shortage of 410,578 rental homes that are both affordable and available to Extremely Low-Income (ELI) households—those earning less than 30% of the area median income. ELI households make up 19% of all renter households in the state, representing a significant and highly vulnerable portion of the population. The severe mismatch between available units and the number of ELI renters puts tens of thousands of Floridians at heightened risk of housing instability and homelessness. Additionally, according to the Statewide Supportive Housing Workgroup, in 2023 Florida had a deficit of 12,811 units of affordable supportive housing, a gap that prevents many individuals with disabilities, complex health needs, or long-term homelessness from achieving stability.

These conditions must be considered alongside Florida's rapid population growth. Between April 2020 and April 2024, the state's population increased by over 1.47 million people, reaching 23,014,551 according to the Florida Office of Economic and Demographic Research. Housing inventory has not kept pace with either population growth or demand at the lower end of the income spectrum, leading to increased competition for available units and sustained upward pressure on prices.

Recent housing market trends further complicate access. Data from the Federal Reserve Bank of St. Louis shows that Florida's active housing listings have increased substantially—from 129,210 listings in February 2020 to 182,589 in April 2025. At the same time, the All-Transactions House Price Index for Florida rose from 486.44 in Q1 2020 to 831.43 in Q4 2024, reflecting a nearly 71% increase in home prices. Although price growth has begun to level off, it continues to outpace income gains, especially for renters.

At the same time, housing instability is increasingly evident in the rise of foreclosure filings. According to data from the Shimberg Center for Housing Studies at the University of Florida, foreclosure filings have risen—from 24,914 in 2023 to 29,556 in 2024—an increase of approximately 19%. This trend serves as one indicator of homelessness risk and reinforces the need for targeted prevention resources. Continued investment in housing stabilization strategies is vital to address the increase in homelessness that may occur as a result of increasing rates of foreclosure and a challenging housing market.

Together, these dynamics reflect an affordability crisis. Without a significant increase in the supply of housing targeted to ELI and special needs populations, and stronger rental assistance supports, many Floridians will remain at heightened risk of homelessness despite recent gains in shelter access and overall homelessness reductions.

### 3.3 Current Funding from the Office on Homelessness

The Department of Children and Families' Office on Homelessness administers a coordinated portfolio of state and federal grant programs to support Florida's 27 Continuums of Care (CoCs) in providing services to individuals and families experiencing or at risk of homelessness. These funding streams are essential for delivering housing assistance, supportive services, operational infrastructure, and disaster recovery. Program funds are distributed in alignment with state statutory authority, federal regulations, and the Department's programmatic guidance.

#### **Challenge Grant (State)**

The Challenge Grant provides \$20,016,822 in state funding for FY 2025-26 to support direct services aligned with local Continuum of Care plans. Eligible activities include rental and utility assistance, homelessness prevention, rapid rehousing, emergency shelter operations, and case management. Grant-funded services must be delivered through the CoC's coordinated entry system and tailored to address the needs of those experiencing or at risk of homelessness. CoCs are required to document a 25% match through cash or in-kind resources.

#### **Staffing Grant (State)**

The Staffing Grant provides \$5,205,055.80 in FY 2025-26 to strengthen the administrative and planning capacity of CoCs. Funds support staffing infrastructure necessary for compliance, oversight, and efficient service delivery.

#### **Emergency Solutions Grant (Federal)**

The Emergency Solutions Grant (ESG) is a federally funded program administered by the Office with an FY 2025-26 award of \$6,058,545. ESG supports a continuum of activities to reduce homelessness and promote housing stability, including:

- Street outreach
- Emergency shelter renovation and operations
- Rapid rehousing
- Homelessness prevention
- HMIS participation and data management

Eligible uses align with 24 CFR Part 576 and focus on quickly stabilizing individuals in permanent housing while minimizing time spent homeless.

#### **ESG-RUSH (Federal - Disaster Recovery)**

The Emergency Solutions Grant - Rapid Unsheltered Survivor Housing (ESG-RUSH) is a special allocation from HUD to support disaster recovery. Florida received \$6,839,804 for FYs 2024-2026 to respond to housing needs following Hurricanes Helene and Milton. ESG-RUSH funds support standard Emergency Solutions Grant activities for disaster-impacted individuals whose needs are not met by FEMA or other federal disaster programs.

#### **Temporary Assistance for Needy Families (Federal)**

The TANF Homelessness Prevention Program allocates \$852,507 for FY 2025-26 to provide short-term financial assistance and case management for families with minor children facing housing crises.

#### **Unified Funding Model**

To improve fairness, accountability, and performance alignment, the Office on Homelessness has implemented a new Unified Funding Proposal beginning in FY 2025-26. Developed in coordination with the Council on Homelessness and the state's CoC leadership, this proposal governs the allocation

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of Challenge, Staffing, ESG, and TANF funds. The new model uses both non-performance and performance-based criteria.

Non-Performance Metrics (75% of award):

- Baseline Equity: A flat percentage is evenly distributed among all 27 CoCs.
- Multiple County Factor: Recognizes the administrative burden of covering more counties.
- Population Factor: Allocates funds based on the population served.
- Poverty Factor: Targets resources to CoCs with higher poverty rates.

Performance Metrics (25% of award):

- 10-Year Homelessness Reduction: Rewards CoCs that have reduced homelessness since 2014.
- SPM 7 (Exits to Housing): Reflects success in moving people from homelessness to permanent housing.
- SPM 5 (First-Time Homelessness): Recognizes efforts to reduce new entries into homelessness.

This structure ensures that funding decisions reflect both operational realities and measurable outcomes. It also addresses longstanding equity concerns by reducing disparities between high- and low-resource communities. The proposal has received strong support from CoCs statewide and is expected to guide funding decisions for the FY25-28 contract cycle.

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# 4 Return on Investment

Florida's strategic investment in homelessness programs has generated meaningful outcomes across the state. The Office on Homelessness administers a suite of targeted funding streams that are not only responsive to urgent needs, but also flexible enough to support innovative, evidence-based solutions. The following highlights both innovative practices supported through these investments and the measurable outcomes.

## 4.1 Statewide Innovative Practices: Challenge Unsheltered Grant

### Changing Homelessness Continuum of Care, Jacksonville

In Northeast Florida, the Changing Homelessness Continuum of Care (FL-510) allocated \$314,685.98 in Challenge Unsheltered funds to the Sulzbacher Center in Jacksonville to support both immediate services and a transformative long-term housing initiative. The majority of these funds were dedicated to advancing Phase 2 of Sulzbacher's Enterprise Village, an innovative concept that combines affordable housing production with on-site workforce and career development. Designed as a fully operational housing factory, Enterprise Village will train individuals experiencing homelessness in construction and skilled trades while simultaneously building affordable housing units. This dual-purpose model represents a novel approach to ending homelessness by addressing both housing supply and income stability. The remaining funds were used to bridge a funding gap alongside the City of Jacksonville for security at Jacksonville's Urban Rest Stop, and to help cover rising food cost as the Center faced rising food demand.

### Brevard Homeless Coalition, Brevard

In Brevard County, the Brevard Homeless Coalition (BHC; CoC FL-513) is funding Matthew's Hope Ministries to purchase and customize three former-Greyhound buses to serve as mobile, low barrier emergency shelters using approximately \$398,000 in Challenge Unsheltered funding.

Last year, the BHC convened a CoC ad hoc committee of high-level staff from Brevard County government, local municipalities, and law enforcement to address potential impacts of the recently passed House Bill 1365 (commonly known as the "anti-camping/sleeping" law). As a result of the task force's work, a potential response was to bring a fleet of mobile emergency shelter buses to Brevard.

Each bus will sleep twenty individuals for a total of sixty new emergency shelter beds in Brevard's CoC. Spanning the county's seventy-two miles, the buses will serve Brevard's unsheltered residents from the north, central and south parts of the County which is critical for addressing access to shelter opportunities. In addition to providing a much-needed safe sleep, housing focused case management will be provided to those who are ready to engage in services. The emergency shelter buses will be up and running by late summer/early fall 2025.

### **Miami-Dade Homeless Trust, Miami-Dade**

Through Challenge Unsheltered funds, the Miami-Dade County Homeless Trust (CoC FL-600) is piloting a first-of-its-kind Navigation Center, offering an alternative to traditional shelters. Operated by Better Way of Miami, the center is transforming a former thrift store into a low-barrier, supportive space for individuals and small groups who may be hesitant to access standard shelter models. The facility will welcome singles, couples, and individuals with pets, and is projected to serve approximately 80 residents. Challenge Unsheltered funds are supporting capital improvements, while local resources will sustain operations—representing a model of state-local funding alignment.

## **4.2 Statewide Innovative Practices: Challenge Grant**

### **Opening Doors Northwest Florida, Escambia and Santa Rosa**

As part of a regional collaboration led by Opening Doors Northwest Florida (CoC FL-511), Challenge Grant funding is being used to support infrastructure projects aimed at expanding shelter capacity, youth outreach, and veteran mobility across Escambia and Santa Rosa Counties. Joseph Ministries Pensacola received \$90,000 to complete safety renovations at Naomi's House, a DV shelter for women and families. The funding supports critical upgrades—including fire protection, HVAC, and roofing—to safely open the facility. Once operational, Naomi's House will provide trauma-informed shelter and supportive services for up to 20 women and two families, filling a key service gap for families in crisis. In addition, Volunteers of America of Florida received \$5,000 to provide electric bicycles and safety gear to veterans at Pensacola Veterans Village, improving access to jobs, training, and services. Lutheran Services Florida was awarded \$43,000 to launch a mobile outreach van reaching over 200 unaccompanied youth annually with food, hygiene, transportation, and service connections.

### **Brevard Homeless Coalition, Brevard**

The Brevard Homeless Coalition (CoC FL-513) is leading a transformative shift in how outreach is delivered across Brevard County. With support from the Challenge Grant, the CoC approved funding for the purchase of an outreach van, which will serve as a key logistical resource for Daily Bread, a longstanding local provider transitioning from a fixed-location model to a mobile outreach strategy.

This new vehicle will allow Daily Bread to tow and support their expanding fleet of mobile services—including a mobile clothing closet, mobile shower, and mobile food truck—bringing essential services directly to unsheltered individuals across the county. The initiative is designed to enhance access, reduce service barriers, and deliver care in a more person-centered and geographically responsive manner. The transition marks a significant systems innovation for the region, aligning with broader state goals to strengthen street outreach and ensure resources are deployed where they are most needed. As reported by [Spectrum News](#), Daily Bread's mobile transformation will increase visibility and effectiveness of outreach services, especially in areas with limited transportation access.

### Opening Doors Northwest Florida, Escambia

Opening Doors Northwest Florida (CoC FL-511) is supporting two critical infrastructure projects with Challenge Grant funding aimed at expanding access to safe, supportive housing in Escambia County. A combined investment of over \$186,000 is being directed to nonprofit partners Offensive Corp and Re-Entry Alliance Pensacola (REAP)—organizations serving highly vulnerable populations facing homelessness, trauma, and justice system involvement.

At Camp O2, Offensive Corp is transforming a 1.25-acre parcel—donated by Escambia County—into a secure transitional housing site for women recovering from exploitation, addiction, and unsheltered homelessness. With \$118,860 in Challenge Grant support, the organization is installing critical infrastructure, including utilities, fencing, civil engineering, and a 40-foot climate-controlled storage unit to support daily operations. Once complete, the site will host 13 Pallet shelters and offer trauma-informed care, hygiene facilities, and case management for more than 50 women annually. This project is rooted in survivor-informed design and offers a path to safety, recovery, and independence.

In a complementary effort, REAP is using \$67,933 in Challenge Grant funding to install 14 Pallet shelters and infrastructure improvements on its Pensacola property, supporting transitional housing for up to 40 returning citizens each year. The project includes utility hookups, fencing, and use of a hygiene trailer donated in-kind by REAP. With on-site case managers, addiction counselors, and reentry services, this initiative provides a stable environment where individuals can reconnect to community, build workforce readiness, and avoid cycles of recidivism and homelessness.

### 4.3 Office on Homelessness Statewide Coverage Expansion

Since the inception of the federal Continuum of Care (CoC) program in 1994, the counties of Baker, Dixie, and Union remained without formal CoC coverage. This longstanding gap limited access to coordinated homelessness services for residents in these rural communities and presented a challenge to achieving comprehensive statewide services availability.

In FY 2024-25, the Office on Homelessness implemented a targeted funding incentive as part of its Unified Funding Proposal to encourage CoCs to expand their service areas to include these underserved counties. As a result of this strategic initiative:

- CoC FL-510 (Changing Homelessness) expanded to include Baker County
- CoC FL-508 (North Central Florida Task Force) expanded to include Dixie and Union Counties

This marks the first time since the program's inception that every Florida county is now formally served by a Continuum of Care. The successful expansion ensures that residents in all 67 counties have access to homelessness prevention, housing assistance, and supportive services through their local CoC. This milestone reflects the Office's continued commitment to statewide coverage availability and to addressing gaps in service delivery in rural communities.

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### 4.4 Measurable Impacts FY 2023-24

Complete data from FY 2023-24 shows substantial statewide impact—reaching over 123,000 service instances across prevention, rehousing, emergency shelter, and case management—through coordinated local implementation and strong fiscal stewardship. As FY 2024-25 data continues to be reported, the FY 2023-24 figures currently offer the most complete and reliable representation of the statewide impact of homeless services delivered.

<b>Challenge Grant</b>
Individuals Housed or Sheltered: 8,426 Case Management Services Delivered: 41,608 Individuals Served with Street Outreach and Transportation Assistance: 13,149
<b>Challenge Plus Grant</b>
Individuals Rapidly Rehoused: 1,320 Individuals Prevented from Homelessness: 1,454
<b>Staffing Grant</b>
Supported Operational Infrastructure Across All 27 CoCs, Enabling Local Leadership, Planning, And Effective Use of Coordinated Entry And HMIS.
<b>Emergency Solutions Grant (ESG)</b>
Street Outreach: 13,936 Unsheltered Individuals Engaged Emergency Shelter: 16,726 Individuals Assisted Homelessness Prevention: 5,411 Individuals Stabilized Rapid Rehousing: 6,718 Individuals Placed in Housing
<b>ESG-RUSH (Disaster Response) Grant</b>
Street Outreach: 2,845 Individuals Engaged Emergency Shelter: 719 Individuals Sheltered Homelessness Prevention: 264 Individuals Stabilized Rapid Rehousing: 1,199 Individuals Housed
<b>TANF Homelessness Prevention Program</b>
Financial Assistance Provided: 3,006 Individuals Case Management Services: 7,777 Individuals

### 4.5 Long-Term Investments in Housing Stability

While many homelessness programs demonstrate measurable short-term outcomes, investments in affordable and supportive housing yield benefits that unfold over years and even decades. These initiatives provide foundational infrastructure that enables long-term housing stability and significantly reduce reliance on emergency systems over time.

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## ***Affordable Housing Development***

Affordable housing development requires multi-year planning, financing, and construction efforts. Although outcomes are not immediate, the return on investment is substantial and sustained. Units developed through state and local housing programs, including those leveraging Live Local Act and Sadowski Trust Fund resources, are often required to remain affordable for 30 to 50 years. These long-term investments help close the housing gap for extremely low-income populations and reduce the need for ongoing emergency interventions.

Florida has also seen promising early results from recent state-supported housing efforts, including expanded access for special populations such as youth aging out of foster care and individuals with disabilities. While measurable impacts will continue to emerge in future years, these projects lay the groundwork for permanent housing solutions and serve as a vital complement to crisis response systems.

## ***Supportive Housing***

Permanent Supportive Housing (PSH) combines affordable housing with wraparound services for individuals with high levels of need, such as those with chronic health conditions or behavioral health challenges. PSH is widely recognized as a cost-effective approach to reducing chronic homelessness, hospitalizations, and justice system involvement.

Although return on investment in supportive housing cannot always be captured within a single fiscal year, Florida Housing Finance Corporation has led state-level pilots documenting the cost savings to publicly funded systems of care when formerly chronically homeless persons are provided PSH. In line with national findings, Florida communities were found to spend approximately 30% less – including the cost of the housing and services – compared to the costs to maintain the same individuals as homeless. In addition, the Medicaid Waiver PSH pilot, administered by the Agency for Health Care Administration, has seen significant health improvements and reduction in emergency and crisis care costs when persons are provided PSH.

Florida's expansion of PSH—through the development of housing dedicated to persons exiting homelessness and other special needs populations; as well as programs such as Link, and partnerships with private funders and Managing Entities and coordinated Medicaid partnerships—continue to offer a high-impact solution for residents who would otherwise remain homeless or cycle through costly institutional systems of care.

## **5 2025 Policy Recommendations**

The Council on Homelessness offers the following 2025 policy recommendations to advance the State of Florida's efforts to prevent and end homelessness. These recommendations are grounded in performance data, system-level needs, and collaborative input from local Continuums of Care and statewide stakeholders. They are designed to expand housing access, strengthen interagency coordination, and sustain critical infrastructure that supports individuals and families experiencing homelessness. The Council emphasizes that meaningful progress will require sustained state investment, cross-sector collaboration, and a focus on long-term housing solutions.

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The following recommendations have been made to empower localized homelessness response through State supported affordable housing access and increased funding flexibility to end homelessness for Floridians.

1. **Increasing Housing Access:** Recommend appropriating additional recurring funding to address Florida's affordable housing shortage. Additional efforts should expand local flexibility and control in the administration of the State Housing Initiatives Partnership (SHIP) program to better meet regional housing needs.
2. **Strengthening Local Continuum of Care Partnerships:** Require all state-funded entities addressing homelessness to formally engage with their respective Continuums of Care in the development of strategic plans, ensuring alignment of services, data coordination, and comprehensive system response.
3. **Sustaining State Support for Florida's Continuums of Care:** Maintain ongoing investment in the CoC Staffing Grant to support operational capacity and increase Challenge Grant funding to enhance local service delivery and increase funds going to the Office on Homelessness for distribution to Continuums of Care.
4. **Preserving Dedicated Affordable Housing Resources:** Ensure that state-designated affordable housing resources are used exclusively for their intended purpose of creating and preserving affordable housing, which is essential to preventing and ending homelessness.

### 5.1 Increasing Housing Access

Access to affordable, stable housing is foundational to ending homelessness. The Council on Homelessness recognizes that many Floridians—particularly those with disabilities, chronic health conditions, or who are aging—face significant barriers to housing stability without targeted support. Additionally, individuals living with behavioral health challenges and families with limited income require integrated services and long-term solutions.

To meaningfully expand housing access, the Council recommends increasing dedicated funding for affordable housing targeted to those experiencing or at risk of homelessness. This includes aligning housing resources across systems and enhancing local to tailor housing solutions to local needs.

#### ***Affordable Housing Funding***

According to the National Low Income Housing Coalition's 2025 Gap Report, Florida has only 26. affordable and available rental homes for every 100 extremely low-income renter households—a persistent shortfall that places thousands of residents at risk of homelessness. This housing gap disproportionately affects individuals and families with special needs, disabilities, or fixed incomes, including those earning at or below 30% of the Area Median Income (AMI).

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To begin addressing this deficit, the Council on Homelessness recommends adding additional recurring appropriations to support the production and preservation of deeply affordable housing across the state to support homeless, ELI, and special needs populations. This investment, when paired with strengthened cross-system collaboration, will allow communities to tailor housing solutions to meet the diverse needs of Florida’s most vulnerable residents.

### ***Resource Coupling***

Stable housing is most effective when paired with the services individuals need to maintain long-term stability. The Council on Homelessness recommends enhanced coordination between housing programs and other systems of care—such as behavioral health, aging services, and child welfare—to provide supportive services alongside permanent housing.

By aligning existing funding streams with long-term housing assistance, communities can better meet the diverse needs of individuals experiencing homelessness. This approach may include integrating case management and supportive services within affordable housing developments or expanding supportive housing models for individuals with more intensive needs. Tailoring service integration to local priorities will help ensure resources are used efficiently and outcomes are maximized for vulnerable populations.

## 5.2 Strengthening Local Continuum of Care Partnerships

Collaborative planning and coordination across service systems is essential to effectively addressing homelessness at the local level. Increased partnership between agencies enhances the ability to respond holistically to the diverse needs of individuals and families experiencing or at risk of homelessness. To support this integrated approach, the Council on Homelessness recommends that state-funded entities serving individuals at risk of or experiencing homelessness—including but not limited to domestic violence providers, Community-Based Care agencies (CBCs), Managing Entities (MEs), school districts, Area Agencies on Aging (AAAs), healthcare coalitions, correctional agencies, local governments, and the Department of Health—actively engage with their local Continuum of Care (CoC).

Participation in the local plan to prevent and end homelessness promotes stronger cross-sector alignment, improved resource coordination, and more effective discharge planning. It also enhances the State’s ability to align funding, data sharing, and program outcomes to better serve Floridians experiencing housing instability. Through formalized partnerships, communities can more effectively leverage shared resources to build sustainable, coordinated responses to homelessness.

### ***Coordinating with Local SHIP Administrators***

As part of this broader collaboration, the Council encourages greater alignment between local CoCs and administrators of the State Housing Initiatives Partnership (SHIP) program. The SHIP program plays a critical role in producing and preserving affordable housing and is administered by local governments in accordance with their Local Housing Assistance Plans (LHAPs). While current SHIP guidelines offer local flexibility, stronger coordination between SHIP offices and Continuums of Care can help ensure that homelessness-related housing needs are identified and considered in local housing strategies.

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The Council recommends that local SHIP administrators be included in CoC planning efforts and that CoCs work with SHIP offices to explore opportunities for leveraging SHIP funds to address gaps in homelessness prevention, rental housing, and supportive housing where applicable. Increased communication and shared planning between these systems will support more responsive, community-based solutions and improve alignment of resources across housing and service programs.

### 5.3 Sustaining State Support for Continuums of Care

The State of Florida's continued investment in local Continuums of Care (CoCs) is critical to advancing an effective, coordinated response to homelessness. Through sustaining programs like the Staffing grant and expanding programs like the Challenge Grant and Temporary Assistance for Needy Families (TANF) grant, the State enables communities to deliver responsive, data-informed services to individuals and families most at risk.

#### ***Staffing Grant (State)***

The Staffing Grant enables CoCs to maintain the professional workforce necessary to lead community-wide homelessness efforts. The current funding level has proven effective in supporting essential roles and is recommended to be maintained. Ongoing investment will ensure CoCs can continue delivering key functions, including:

- **Community Engagement:** Facilitating collaboration among local service providers, healthcare organizations, housing authorities, local governments, and individuals with lived experience to ensure a unified and person-centered response.
- **Data Management and Reporting:** Operating the Homeless Management Information System (HMIS) to track services, measure outcomes, and inform stakeholders at the local, state, and federal levels.
- **Effective Grants Management:** Administering both state and federal resources—such as HUD CoC Program funds and DCF's unified grant—ensuring funds are allocated to high-performing projects and fully compliant with regulatory requirements.
- **Strategic Planning and Coordination:** Developing and implementing community-specific plans to end homelessness, coordinating service delivery, conducting annual Point-in-Time Counts, and identifying local system gaps.

#### ***Challenge Grant (State) Expansion***

The Challenge Grant, authorized under Section 420.622(4), Florida Statutes, offers critical flexibility to meet local needs as identified in each CoC's homelessness plan. Potentially funding will be \$20,016,822.00 in FY 2025-26, these grants support shelter development and operations, rental assistance, supportive housing, case management, street outreach, and behavioral health services for vulnerable individuals and families.

The Council recommends an increase in Challenge Grant recurring funding, bringing the level back to \$30,016,822. This level was successfully piloted under the Challenge Unsheltered initiative and enabled communities to expand housing options, launch innovative pilot programs, and better serve

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individuals experiencing unsheltered homelessness. Increasing the Challenge Grant will allow these successful models to continue and scale statewide.

### 5.4 Preserving Dedicated Affordable Housing Resources

Affordable housing is a foundational component of Florida’s long-term strategy to prevent and end homelessness. State resources specifically designated for the development and preservation of affordable housing—such as those administered through the Sadowski Housing Trust Fund—are vital to addressing the housing needs of extremely low-income households, individuals with disabilities, seniors, and others at risk of homelessness.

The Council on Homelessness recommends that state-designated affordable housing funds continue to be used solely for their intended purpose: the creation, preservation, and support of affordable housing options across the state. Consistent investment in affordable housing is necessary to reduce the structural housing deficit and provide the long-term housing stability needed to prevent homelessness and support successful exits from temporary shelter.

Retaining the full use of these dedicated resources for affordable housing will ensure that Florida remains on track to close the affordability gap, reduce reliance on crisis systems, and uphold the long-term vision of a state where every individual and family has access to safe, stable, and attainable housing.

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## 6 Appendices

### Appendix I: Point in Time Data

HUD requires that CoCs conduct an annual Point in Time (PIT) Count of persons experiencing homelessness, which are divided into unsheltered and sheltered population categories for further analysis.<sup>1</sup> The PIT Count requires significant effort by volunteers, as well as coordination, mapping, resources, and data entry. The preliminary 2025 PIT Count results are presented in this Appendix with comparisons to previous years.

**TABLE 1: POINT IN TIME COUNTS BY CoC (2019-2025)**

CoC #	CoC Catchment Area (Counties)	2019	2020	2021 <sup>a</sup>	2022	2023	2024	2025
FL-500	Manatee, Sarasota	1,135	1,044	526	1,138	1,150	1,157	966
FL-501	Hillsborough	1,650	1,452	870	1,513	2,040	1,893	1,796
FL-502	Pinellas	2,415	2,226	2,307	1,985	2,144	2,110	1,860
FL-503	Polk	563	612	385	506	776	1,207	737
FL-504	Volusia, Flagler	875	904	694	865	1,053	1,164	1,188
FL-505	Okaloosa, Walton	399	351	73	403	395	391	267
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	966	805	621	621	801	840	667
FL-507	Orange, Osceola, and Seminole	2,010	2,007	1,544	2,151	2,258	2,776	2,781
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	804	880	677	925	1,006	752	887
FL-509	Indian River, Martin, and St. Lucie	1,499	1,379	814	846	925	701	569
FL-510	Baker, Clay, Duval, and Nassau	1,654	1,366	1,222	1,279	1,247	1,339	1,008
FL-511	Escambia and Santa Rosa	518	746	731	727	1,180	1,123	881
FL-512	St. Johns	356	367	420	349	435	442	390
FL-513	Brevard	815	940	432	916	1,052	1,116	1,062
FL-514	Marion	475	523	512	455	454	378	391
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	488	385	101	378	517	499	373
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	398	403	27	650	1,016	641	608
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	538	578	69	488	494	527	516

<sup>1</sup> While PIT Counts provide valuable information and are used for statewide and cross-state benchmarking, it is a snapshot in time (i.e., a single night in January of each year). The difficulty of locating every person that is homeless in a community also means that the PIT data likely undercounts the total population.

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FL-519	Pasco	894	898	857	589	680	731	635
FL-520	Citrus, Hernando, Lake, and Sumter	677	703	638	745	649	786	767
FL-600	Miami-Dade	3,472	3,560	3,224	3,276	3,657	3,800	3,728
FL-601	Broward	2,803	2,211	2,561	2,054	2,487	2,469	2,636
FL-602	Charlotte	156	169	154	148	427	343	333
FL-603	Lee	372	444	394	560	862	941	734
FL-604	Monroe	501	421	242	526	493	450	382
FL-605	Palm Beach	1,397	1,510	458	1,404	1,855	2,126	1,520
FL-606	Collier	498	603	568	462	703	660	816
Totals		28,328	27,487	21,121	25,959	30,756	31,362	28,498

### Notes:87

a - The 2021 Point in Time Count numbers are not comparable to the previous or current years' counts. Typically, CoCs conduct a PIT Count of both sheltered and unsheltered households. In 2021, due to COVID-19 related safety concerns, only six of the 27 CoCs conducted such a count; 10 CoCs did not conduct an unsheltered count; and others conducted a modified form of the unsheltered count. All CoCs conducted a sheltered PIT count. For those that did not conduct an unsheltered count, the CoCs reported zero unsheltered persons, resulting in an undercount of homelessness.

b - CoCs submit PIT data annually to the State and to HUD. Occasionally, there are technical adjustments made to the PIT data after the State's fiscal year end. Note that the PIT counts for 2025 are preliminary, and subject to change prior to being finalized later in the year.

c - Note that although FL-508 expanded their catchment area to include Dixie and Union Counties, and FL-510 expanded to include Baker County, these counties were potentially undercounted due to lack of infrastructure, which should improve next year.

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**TABLE 2: POINT IN TIME COUNTS BY COUNTY (2019-2025)**

County	2019	2020	2021 <sup>e</sup>	2022	2023	2024	2025
Alachua	714	657	521	625	931	639	746
Baker	N/C	N/C	N/C	N/C	N/C	N/C	0
Bay	470	378	185	351	342	335	216
Bradford	4	N/C	12	21	1	1	25
Brevard <sup>e</sup>	815	815	432	902	1,052	1,071	1,062
Broward <sup>b</sup>	2,803	2,312	2,561	2,054	2,487	2,469	2,636
Calhoun	2	N/C	0	0	29	8	0
Charlotte	156	169	122	148	427	343	334
Citrus	262	171	221	154	199	277	244
Clay <sup>e</sup>	74	74	57	43	16	81	25
Collier	498	603	568	462	703	660	816
Columbia	316	312	60	276	285	234	335
DeSoto <sup>e</sup>	104	104	N/C	239	57	115	69
Dixie	N/C	N/C	N/C	N/C	N/C	N/C	2
Duval <sup>e</sup>	1,494	1,494	1,137	989	1,176	1,209	967
Escambia <sup>e</sup>	504	504	770	724	1,168	1,087	881
Flagler	130	73	37	65	61	32	141
Franklin	N/C	7	0	N/C	9	0	0
Gadsden	2	14	8	10	29	9	13
Gilchrist	0	N/C	0	1	0	0	0
Glades <sup>e</sup>	34	34	N/C	49	18	91	87
Gulf	4	2	N/C	25	109	80	0
Hamilton <sup>e</sup>	45	45	N/C	42	40	47	38
Hardee <sup>e</sup>	70	70	N/C	406	494	195	23
Hendry <sup>e</sup>	45	45	N/C	124	4	39	99
Hernando <sup>e</sup>	151	151	169	112	183	193	296
Highlands <sup>e</sup>	102	102	N/C	246	402	159	293
Hillsborough <sup>e</sup>	1,650	1,650	870	1,513	2,040	1,893	1,796
Holmes	0	N/C	0	0	3	2	0
Indian River <sup>e</sup>	486	486	261	290	341	225	198
Jackson	5	3	N/C	1	32	58	157
Jefferson	N/C	6	N/C	3	1	0	0
Lafayette <sup>e</sup>	27	27	N/C	25	28	28	22
Lake <sup>e</sup>	254	254	223	141	228	277	209
Lee	630	444	394	560	857	941	734
Leon	966	761	539	596	732	831	654
Levy <sup>e</sup>	27	27	38	8	22	N/C	38
Liberty	N/C	45	0	N/C	0	0	0
Madison	N/C	N/C	0	N/C	4	0	0
Manatee	541	466	185	594	739	678	587
Marion	475	523	512	455	454	378	391

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Martin <sup>e</sup>	305	305	266	248	246	195	196
Miami-Dade <sup>e</sup>	3,472	3,472	3,224	3,276	3,657	3,800	3,728
Monroe	501	437	242	526	493	449	382
Nassau <sup>e</sup>	86	86	28	17	55	55	16
Okaloosa <sup>e</sup>	372	372	73	353	189	204	204
Okeechobee <sup>e</sup>	48	48	N/C	79	30	30	37
Orange	1,544	1,401	1,162	1,532	1,626	2,090	1,972
Osceola	214	234	173	339	358	353	373
Palm Beach	1,397	1,510	458	1,404	1,855	2,126	1,520
Pasco <sup>e</sup>	894	894	857	516	680	695	635
Pinellas	2,415	2,209	2,307	1,985	2,144	2,110	1,860
Polk	563	565	385	506	607	1,300	737
Putnam	59	178	106	270	272	120	76
St. Johns	356	368	420	349	435	442	390
St. Lucie <sup>e</sup>	708	708	287	308	338	281	175
Santa Rosa <sup>e</sup>	13	13	24	3	12	36	0
Sarasota <sup>e</sup>	594	594	341	544	411	478	378
Seminole	252	372	209	280	274	440	436
Sumter	10	24	25	13	39	39	18
Suwannee	150	182	9	145	141	146	121
Taylor	9	11	6	12	10	0	0
Union	N/C	N/C	N/C	N/C	N/C	N/C	0
Volusia	745	839	657	800	992	1,146	1,047
Wakulla	4	N/C	0	N/C	27	0	0
Walton <sup>e</sup>	27	27	N/C	50	206	38	63
Washington	7	2	0	1	9	16	0
Adjustment(s) <sup>d</sup>	-277	-192	-20	149	-53	88	0
Totals	28,328	27,487	21,121	25,959	30,756	31,362	28,498

### Notes:

a - "N/C" indicates that no count was conducted. Zero (0) indicates that no individuals were found in the count.

b - FL-601, which encompasses Broward County, did not conduct an Unsheltered count for 2024. The 2023 Unsheltered count of 1,624 was added to the 2024 PIT count to ensure that the total homeless population for 2024 was not skewed.

c - The 2021 Point in Time Count numbers are not comparable to the previous or current years' counts. Typically, CoCs conduct a PIT Count of both sheltered and unsheltered households. In 2021, due to COVID-19 related safety concerns, only six of the 27 CoCs conducted such a count; 10 CoCs did not conduct an unsheltered count; and others conducted a modified form of the unsheltered count. All CoCs conducted a sheltered PIT count. For those that did not conduct an unsheltered count, the CoCs reported zero unsheltered persons, resulting in an undercount of homelessness.

d - CoCs submit PIT data annually to the State and to HUD. Occasionally, there are technical adjustments made to the PIT data after the State's fiscal year end. In this case, the PIT data will be updated on the next annual report and marked under the Adjustment(s) column.

e - For the year 2020, the County used 2019 data due to COVID-19.

f - Note that although FL-508 expanded their catchment area to include Dixie and Union Counties, and FL-510 expanded to include Baker County, these counties were potentially undercounted due to lack of infrastructure, which should improve next year.

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**TABLE 3: SHELTERED AND UNSHELTERED HOMELESSNESS BY CoC FOR 2025**

CoC #	CoC Catchment Area (Counties)	Sheltered	Sheltered YoY % Change	Unsheltered	Unsheltered YoY % Change	Total	Total YoY % Change
FL-500	Manatee, Sarasota	441	-12.3%	525	-19.72%	966	-16.51%
FL-501	Hillsborough	950	9.1%	846	-17.22%	1,796	-5.12%
FL-502	Pinellas	1,322	-4.8%	538	-25.38%	1,860	-11.85%
FL-503	Polk	507	-7.7%	230	-65.05%	737	-38.94%
FL-504	Volusia, Flagler	513	35.7%	675	-14.12%	1,188	2.06%
FL-505	Okaloosa, Walton	21	-85.1%	246	-1.60%	267	-31.71%
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	452	-27.6%	215	-0.46%	667	-20.60%
FL-507	Orange, Osceola, and Seminole	1,691	0.5%	1,090	-0.37%	2,781	0.18%
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	436	41.6%	451	1.58%	887	17.95%
FL-509	Indian River, Martin, and St. Lucie	152	3.4%	417	-24.73%	569	-18.83%
FL-510	Baker, Clay, Duval, and Nassau	719	-7.7%	289	-48.39%	1,008	-24.72%
FL-511	Escambia and Santa Rosa	596	2.9%	285	-47.61%	881	-21.55%
FL-512	St. Johns	156	-10.9%	234	-12.36%	390	-11.76%
FL-513	Brevard	362	7.4%	700	-10.14%	1,062	-4.84%
FL-514	Marion	231	29.1%	160	-19.60%	391	3.44%
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	200	58.7%	173	-53.62%	373	-25.25%
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	92		516	-19.50%	608	-5.15%
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	135	87.5%	381	-16.26%	516	-2.09%
FL-519	Pasco	222	-27.0%	413	-3.28%	635	-13.13%
FL-520	Citrus, Hernando, Lake, and Sumter	238	-30.2%	529	18.88%	767	-2.42%
FL-600	Miami-Dade	2,870	3.7%	858	-16.94%	3,728	-1.89%
FL-601	Broward	865	2.4%	1,771	9.05%	2,636	6.76%
FL-602	Charlotte	122	-9.0%	211	0.96%	333	-2.92%
FL-603	Lee	138	-29.9%	596	-19.89%	734	-22.00%
FL-604	Monroe	214	-19.9%	168	-8.20%	382	-15.11%
FL-605	Palm Beach	606	11.0%	914	-42.15%	1,520	-28.50%
FL-606	Collier	600	136.2%	216	-46.80%	816	23.64%
Totals		14,851	2.5%	13,647	-19.10%	28,498	-9.13%
Notes:							

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**TABLE 4: CHRONIC HOMELESSNESS BY CoC (2019-2025)**

CoC #	CoC Catchment Area (Counties)	2019	2020	2021 <sup>a</sup>	2022	2023	2024	2025
FL-500	Manatee, Sarasota	246	188	72	255	132	289	218
FL-501	Hillsborough	264	266	64	114	260	245	333
FL-502	Pinellas	722	592	213	483	573	576	453
FL-503	Polk	80	78	22	57	135	53	43
FL-504	Volusia, Flagler	89	76	24	73	137	184	183
FL-505	Okaloosa, Walton	269	183	18	85	92	120	69
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	152	192	197	153	178	209	139
FL-507	Orange, Osceola, and Seminole	478	489	158	403	464	719	606
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	261	225	179	223	119	232	210
FL-509	Indian River, Martin, and St. Lucie	51	45	0	48	207	113	71
FL-510	Baker, Clay, Duval, and Nassau	301	71	29	117	62	121	107
FL-511	Escambia and Santa Rosa	52	184	1	250	234	365	149
FL-512	St. Johns	14	43	71	80	145	133	106
FL-513	Brevard	206	245	15	290	218	356	316
FL-514	Marion	150	130	156	63	84	72	48
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	34	43	3	71	87	59	20
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	235	98	2	12	120	104	46
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	41	65	0	37	34	21	57
FL-519	Pasco	265	265	361	126	136	112	172
FL-520	Citrus, Hernando, Lake, and Sumter	68	58	42	50	46	99	90
FL-600	Miami-Dade	378	524	553	762	939	1110	717
FL-601 <sup>b</sup>	Broward	914	654	208	388	624	713	744
FL-602	Charlotte	48	23	3	0	0	0	0
FL-603	Lee	99	93	57	47	196	276	212
FL-604	Monroe	36	31	24	35	48	42	70
FL-605	Palm Beach	215	241	61	248	237	532	256
FL-606	Collier	61	80	73	39	472	5	60
Totals		5,729	5,182	2,606	4,509	5,979	6,860	5,495

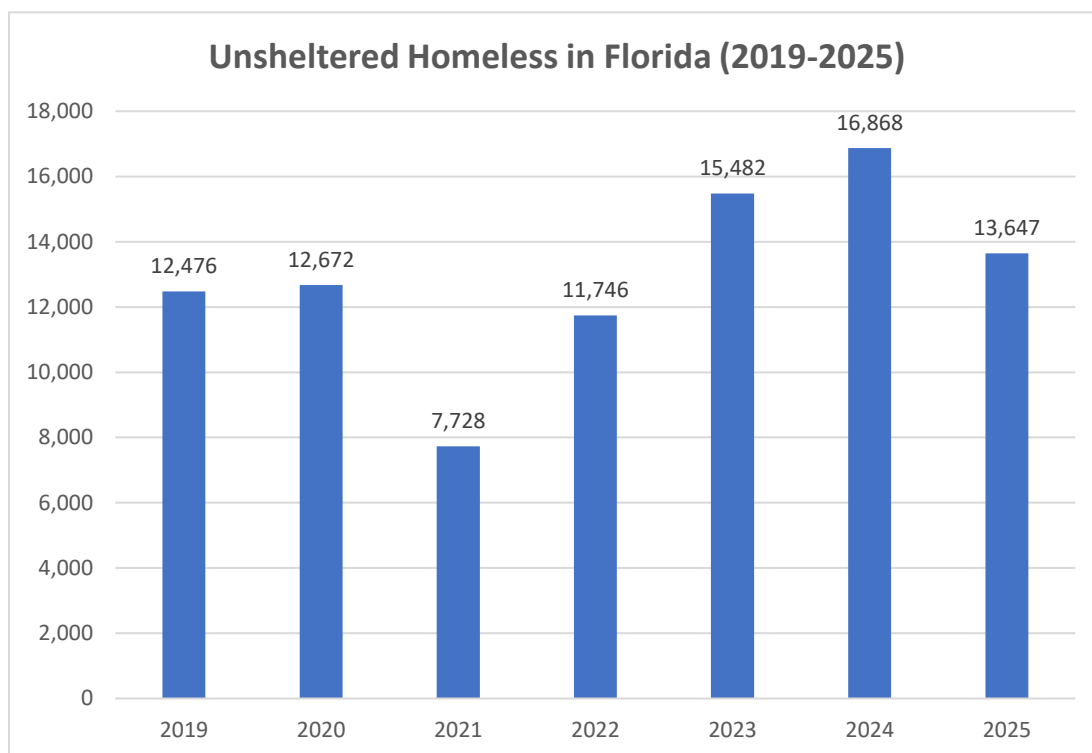
**Notes:**

a - Data from 2021, and to a lesser extent 2022, may be impacted by reduced count accuracy due to challenges associated with the COVID-19 pandemic, which affected the overall efficacy of the Point-in-Time (PIT) count during those years.

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## Appendix II: Unsheltered Homelessness

Unsheltered homelessness refers to individuals residing in places not meant for human habitation—such as cars, parks, abandoned buildings, or streets. This population often faces the highest levels of vulnerability and service barriers. According to the 2025 Point-in-Time (PIT) Count, the number of people experiencing unsheltered homelessness in Florida decreased from 16,868 in 2024 to 13,647 in 2025, a 19.1% reduction, as shown in Figure 2.

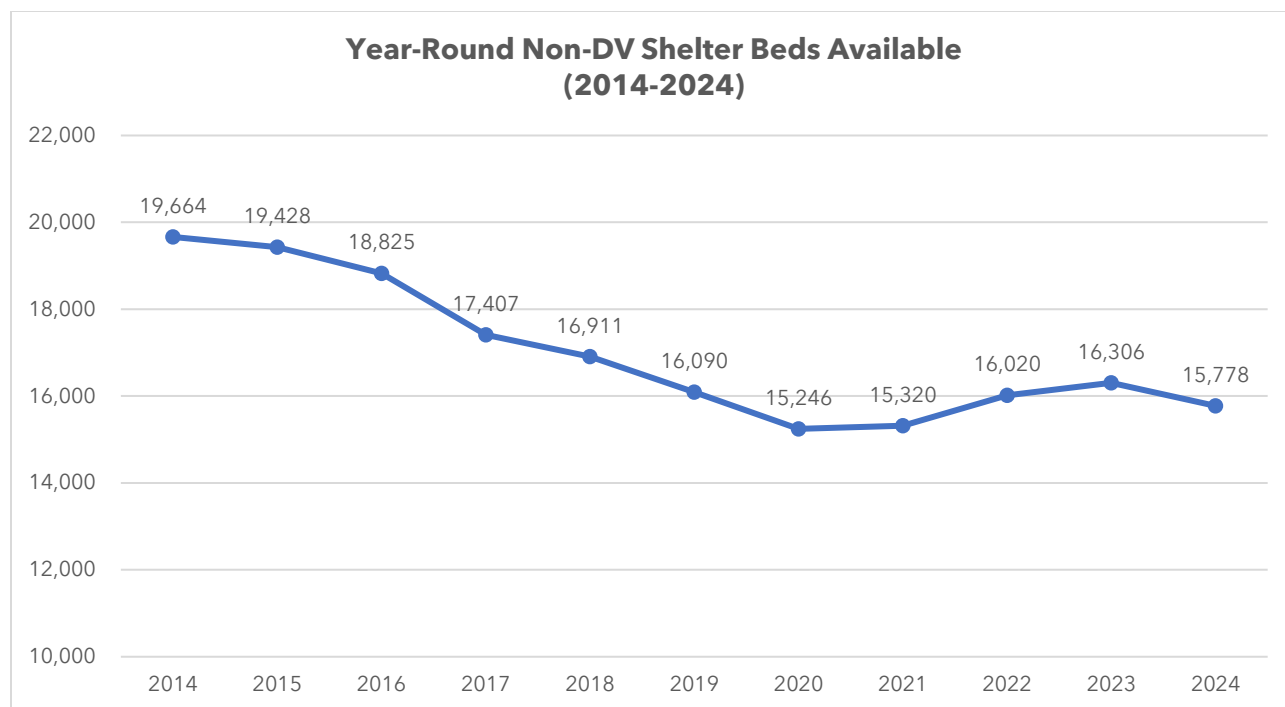


**FIGURE 2: UNSHELTERED HOMELESSNESS IN FLORIDA (2019-2025)**

Shelter availability remains a critical factor in addressing unsheltered homelessness. To better understand access for this population, this report focuses on non-domestic violence (non-DV) shelter beds, as these beds represent the most immediate options available to individuals who are living unsheltered and do not qualify for specialized DV services. While DV shelter beds serve a vital and protected population, they are not accessible to the broader unsheltered population and are often reported separately to maintain confidentiality and capacity protections. As shown in Figure 3, the number of year-round non-DV shelter beds in Florida has declined 19.76% over the last decade (2014 to 2024). This decline is partially attributed to shifting federal priorities toward permanent housing solutions, such as rapid rehousing, as well as the phase-out of pandemic-related emergency shelter funding like ESG-CV.<sup>2</sup>

<sup>2</sup> [CoC Housing Inventory Count Reports](#), HUD. Last accessed on March 6, 2025.

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**FIGURE 3: YEAR-ROUND NON-DV SHELTER BEDS AVAILABLE (2014-2024)**

In recent years, state-level investments such as the Challenge Unsheltered Grant have helped stabilize this decline. These funds have enabled local Continuums of Care to expand shelter infrastructure, including the development of low-barrier and transitional shelter beds specifically for unsheltered individuals. While the full effects of these investments are not yet visible in the current Housing Inventory Count (HIC), they are expected to result in notable increases in available beds in the 2025 HIC, which has not yet been released at the time of this report.

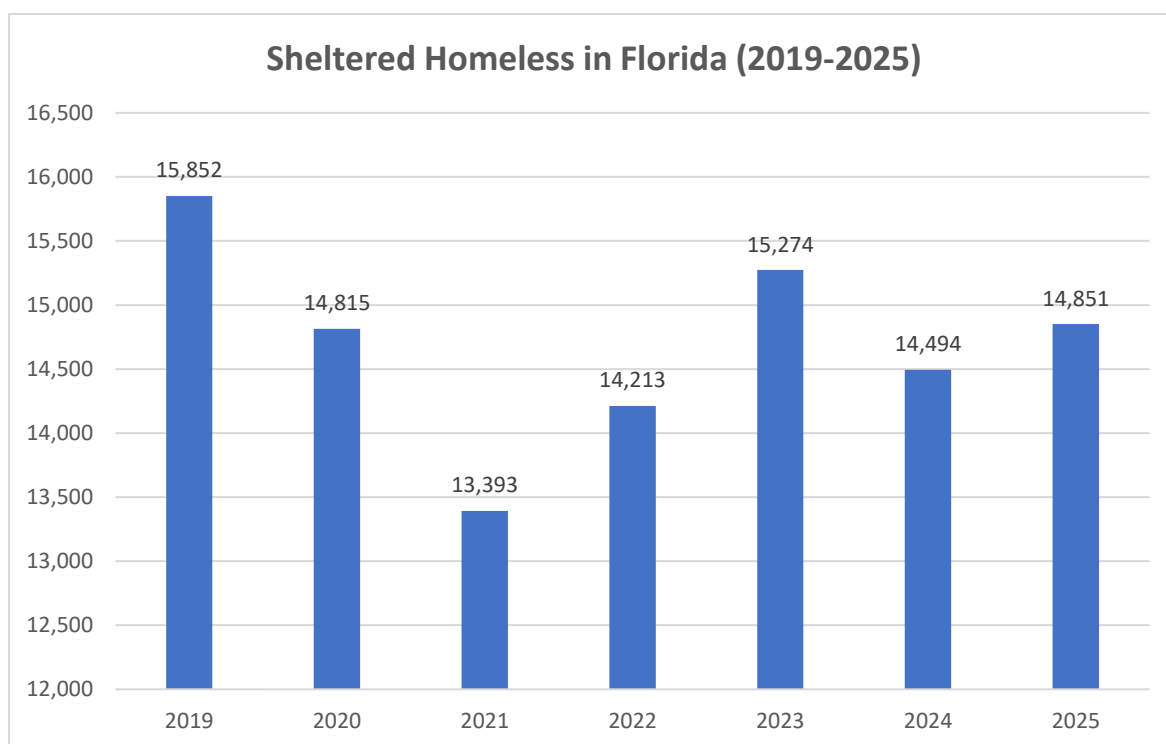
As noted in previous annual reports, unsheltered homelessness places significant strain on public systems—contributing to higher utilization of emergency health services, increased interactions with law enforcement, and growing costs associated with managing encampments. Individuals living unsheltered are more likely to experience co-occurring challenges such as chronic health conditions, substance use disorders, mental illness, and recent histories of incarceration.<sup>3</sup> Continued investment in shelter infrastructure and targeted outreach is essential to reducing the scale and impact of unsheltered homelessness statewide.

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<sup>3</sup> [Unsheltered Homelessness: Trends, Characteristics, and Homeless Histories](#), Urban Institute. Last accessed May 27, 2024.

### Appendix III: Sheltered Homelessness

Sheltered homelessness refers to the count of people who were living in emergency shelters, transitional housing, or other temporary settings. Sheltered homelessness refers to individuals residing in emergency shelters, transitional housing, or other temporary accommodations designed to provide safety and stability while permanent housing is secured. According to the 2025 Point-in-Time (PIT) Count, the number of people experiencing sheltered homelessness in Florida increased from 14,494 in 2024 to 14,851 in 2025, an increase of approximately 2.46%, as shown in Figure 4. This increase may reflect a range of contributing factors, including recent state efforts to reduce unsheltered homelessness through policy and investment. Notably, Florida's 2024 legislation prohibiting overnight sleeping or camping on public property likely encouraged the transition of individuals into formal shelter settings, particularly in communities that implemented expanded outreach or short-term sheltering strategies in response.



**FIGURE 4: SHELTERED HOMELESSNESS IN FLORIDA (2019-2025)**

While sheltered homelessness provides immediate support and stability over unsheltered homelessness, there remain several concerns that should be considered. For example, sheltered homelessness may result in demands on shelters that exceed the available space, leading to overcrowding and waitlists, resulting in some individuals without a safe place to stay. Furthermore, shelters are a temporary solution to homelessness, and some individuals may struggle with transitioning out of a shelter into housing. Best practices for shelter services, therefore, include supports to align individuals and families with affordable housing, job opportunities and counseling, and case management.

# 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

## Appendix IV: Homelessness Among Families

The count of families experiencing homelessness is comprised of families with children and tracks the number of individuals as well as family households. Family homelessness is associated with other vulnerabilities and stressors, such as food insecurity, poor physical and behavioral health, compromised education, and possible family separation.<sup>4</sup>

**TABLE 5: FAMILY HOMELESSNESS BY CoC (2019-2025)**

CoC #	CoC Catchment Area (Counties)	2019	2020	2021	2022	2023	2024	2025
FL-500	Manatee, Sarasota	160	199	141	180	175	161	143
FL-501	Hillsborough	456	379	400	458	612	640	548
FL-502	Pinellas	381	350	372	449	506	515	328
FL-503	Polk	189	160	151	150	300	457	226
FL-504	Volusia, Flagler	301	300	199	322	312	359	298
FL-505	Okaloosa, Walton	80	56	39	83	81	70	31
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	215	215	109	139	170	218	94
FL-507	Orange, Osceola, and Seminole	745	657	659	858	793	766	746
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	129	163	95	122	99	119	95
FL-509	Indian River, Martin, and St. Lucie	745	570	181	261	285	256	223
FL-510	Baker, Clay, Duval, and Nassau	289	375	247	292	276	239	188
FL-511	Escambia and Santa Rosa	45	75	3	36	140	98	122
FL-512	St. Johns	120	97	84	44	75	80	73
FL-513	Brevard	211	222	160	186	210	157	200
FL-514	Marion	110	161	145	127	116	96	138
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	34	39	18	22	91	66	16
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	156	143	19	82	509	283	92
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	84	205	32	105	160	186	148
FL-519	Pasco	209	211	152	129	135	138	133
FL-520	Citrus, Hernando, Lake, and Sumter	178	180	191	245	178	221	161
FL-600	Miami-Dade	1,160	1,299	1,011	1,054	1,219	1,254	1,109
FL-601 <sup>b</sup>	Broward	462	435	329	401	416	415	740
FL-602	Charlotte	25	32	32	46	97	76	48
FL-603	Lee	115	136	102	149	179	172	67
FL-604	Monroe	32	24	14	54	37	25	16
FL-605	Palm Beach	264	276	230	291	398	301	298
FL-606	Collier	168	184	152	155	262	195	630
Totals		7,063	7,143	5,267	6,440	7,831	7,563	6,911

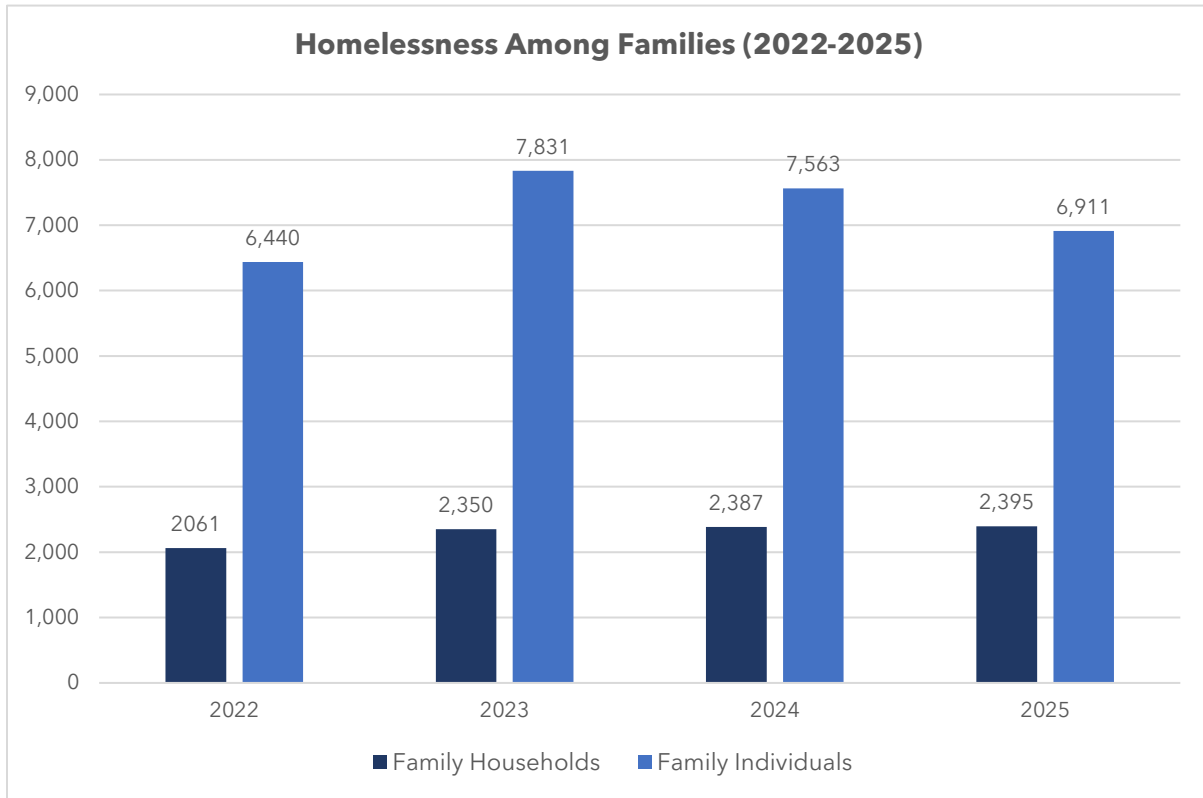
**Notes:**

a - Data from 2021, and to a lesser extent 2022, may be impacted by reduced count accuracy due to challenges associated with the COVID-19 pandemic, which affected the overall efficacy of the Point-in-Time (PIT) count during those years.

<sup>4</sup> [The SHIFT Study: Final Report](#), American Institutes for Research. Last accessed June 6, 2024.

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

Preliminary PIT data indicate that the number of individuals in families experiencing homelessness decreased from 7,563 in 2024 to 6,911 (-8.62%). The trend in homelessness among families between 2022 and 2025 is shown in Figure 5.



**FIGURE 5: HOMELESSNESS AMONG FAMILIES (2022-2025)**

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### Appendix V: Homelessness Among Special Populations

This Appendix includes data and discussion of PIT counts for the special populations of students and unaccompanied youth, veterans, and seniors (i.e., older adults aged 55+).

#### **Students and Unaccompanied Homeless Youth**

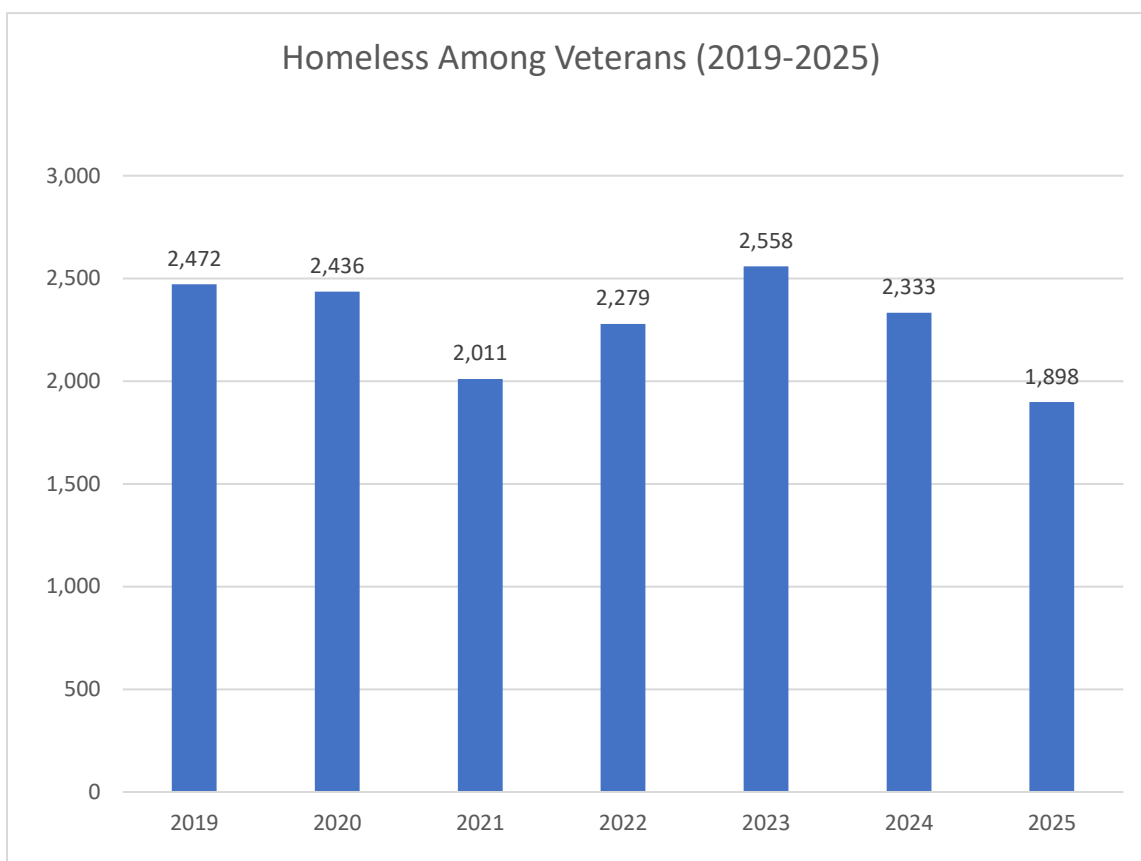
Data for Students and Unaccompanied Youth for 2024-2025 has yet to be released.

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# 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

## Homelessness Among Veterans

Reducing homelessness among veterans is an ongoing policy focus for local, state, and federal agencies. Veterans experience homelessness at a higher rate than non-veterans, and the risk factors for veteran homelessness include substance abuse, mental health, poverty, and social isolation.<sup>5</sup> Preliminary 2025 PIT data indicate the count of veterans experiencing homelessness in the state decreased significantly from 2019 to 2025, and has seen a year over year decrease of -18.65% from 2024 to 2025, as shown by Figure 6 and Table 6.<sup>6</sup>



**FIGURE 6: HOMELESSNESS AMONG VETERANS (2019-2025)**

Programs specifically aimed at reducing the number of veterans experiencing homelessness include HUD-Veterans Affairs Supportive Housing (VASH) vouchers and Supportive Services for Veteran Families (SSVF).<sup>7, 8</sup> As indicated throughout the report, solutions for veteran homelessness must combine supportive services, evidence-based best practices (e.g., discharge planning), and investments in affordable housing.

<sup>5</sup> [Risk Factors for Homelessness Among US Veterans](#), National Coalition for Homeless Veterans. Last accessed June 10, 2024.

<sup>6</sup> The PIT count information in this report is based on data submitted by the 27 local CoC planning agencies and is subject to change based on HUD validation.

<sup>7</sup> [HUD-VASH Vouchers](#), HUD. Last accessed June 10, 2024.

<sup>8</sup> [Supportive Services for Veteran Families](#), U.S. Department of Veterans Affairs. Last accessed June 10, 2024.

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

**TABLE 6: HOMELESSNESS AMONG VETERANS BY CoC (2019-2025)**

CoC #	CoC Catchment Area (Counties)	2019	2020	2021 <sup>a</sup>	2022	2023	2024	2025
FL-500	Manatee, Sarasota	111	105	51	103	122	93	83
FL-501	Hillsborough	149	160	134	147	176	152	55
FL-502	Pinellas	316	265	285	310	292	231	254
FL-503	Polk	38	44	17	31	14	45	35
FL-504	Volusia, Flagler	61	73	25	38	80	75	52
FL-505	Okaloosa, Walton	21	31	3	30	24	29	8
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	90	83	92	86	92	112	70
FL-507	Orange, Osceola, and Seminole	177	190	177	149	189	218	210
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	126	155	115	135	164	77	128
FL-509	Indian River, Martin, and St. Lucie	50	68	62	59	70	35	24
FL-510	Baker, Clay, Duval, and Nassau	118	177	160	91	84	122	90
FL-511	Escambia and Santa Rosa	64	89	37	150	134	123	113
FL-512	St. Johns	25	26	31	20	28	16	17
FL-513	Brevard	182	119	120	155	187	161	56
FL-514	Marion	81	80	61	67	53	14	13
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	54	18	1	19	55	51	15
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	1	18	2	20	62	30	29
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	29	39	22	75	31	24	36
FL-519	Pasco	92	92	90	44	58	66	62
FL-520	Citrus, Hernando, Lake, and Sumter	57	28	56	68	38	49	42
FL-600	Miami-Dade	169	163	145	131	111	134	134
FL-601 <sup>b</sup>	Broward	219	157	168	117	128	107	97
FL-602	Charlotte	43	51	25	40	66	54	42
FL-603	Lee	25	17	33	24	67	60	51
FL-604	Monroe	50	61	29	46	46	40	28
FL-605	Palm Beach	119	100	37	102	139	119	107
FL-606	Collier	5	27	33	22	48	96	47
Totals		2,472	2,436	2,011	2,279	2,558	2,333	1,898

**Notes:**

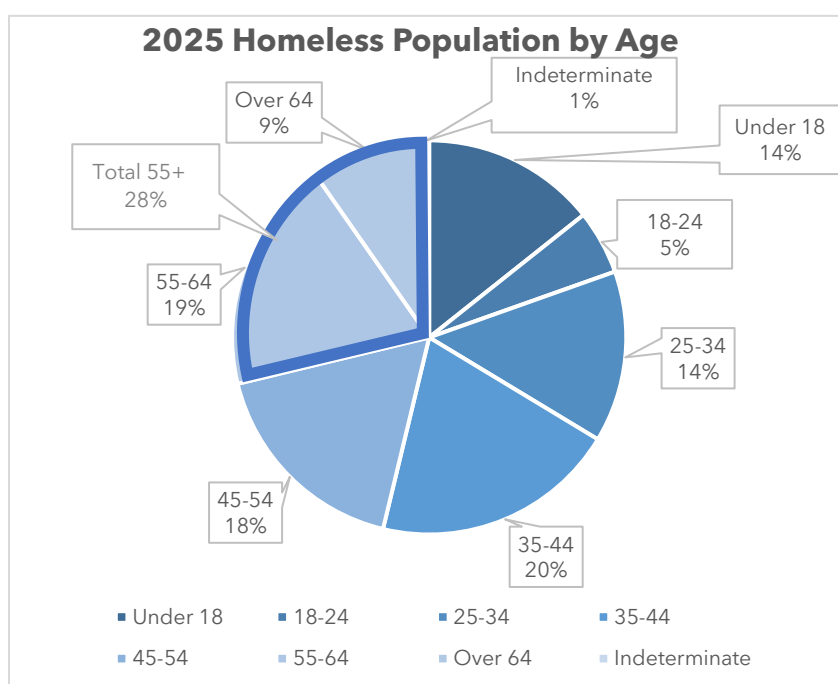
a - Data from 2021, and to a lesser extent 2022, may be impacted by reduced count accuracy due to challenges associated with the COVID-19 pandemic, which affected the overall efficacy of the Point-in-Time (PIT) count during those years.

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

### Seniors

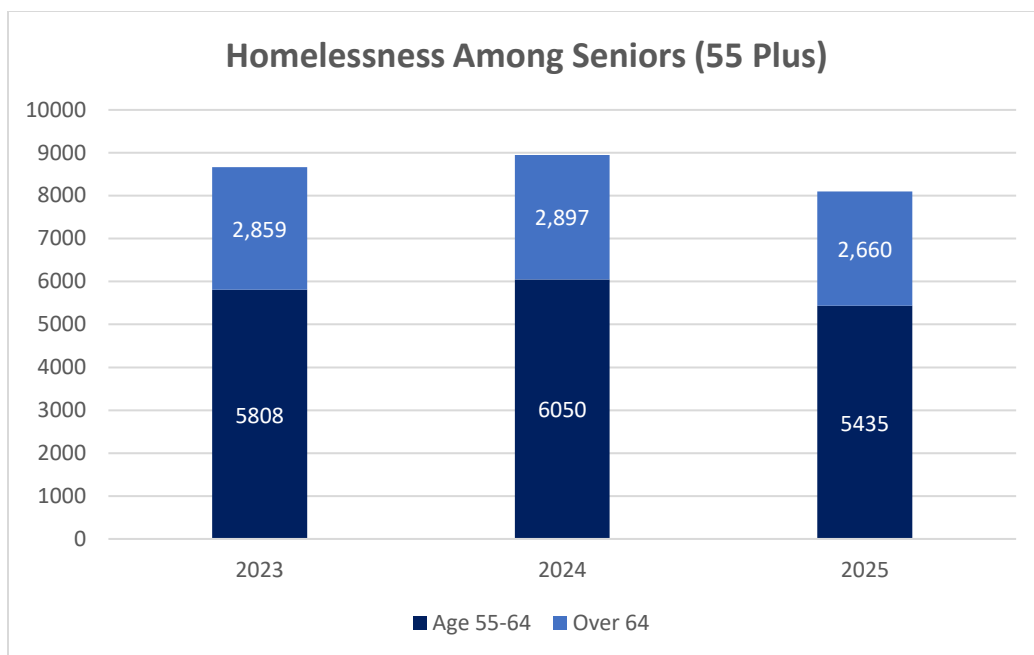
The overlapping challenges of aging, fixed incomes, and health-related vulnerabilities continue to make senior homelessness a critical area of concern in Florida. Based on the 2025 Point-in-Time Count, individuals aged 55 and older account for 28% of the state's overall homeless population—a substantial share that reflects both demographic shifts and systemic gaps in affordable housing and support services.

As shown in Figure 8., a total of 8,095 seniors (including 5,435 individuals aged 55–64 and 2,660 individuals over the age of 64) were counted as experiencing homelessness in 2025. This marks a 9.52% decrease from 2024, when 8,947 older adults were reported. The decline may reflect several factors, including targeted prevention efforts, stabilization services, and expanded shelter outreach. Still, older adult homelessness remains elevated relative to prior years.



**FIGURE 7: AGE DISTRIBUTION OF THE 2025 HOMELESS POPULATION**

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**FIGURE 8: HOMELESSNESS AMONG SENIORS (2023-2025)**

The number of older adults experiencing homelessness or at risk of homelessness has been increasing nationwide, and this trend is expected to continue.<sup>9</sup> By 2040, the population of older Americans is projected to reach more than 80 million, or 22% of the total population. As Florida's senior population grows, the number of older adults at risk of homelessness is also expected to rise—driven by a mix of systemic and personal factors including lack of affordable housing, chronic health conditions, social isolation, and financial instability. Responding to this challenge will require integrated solutions that combine affordable, accessible housing with age-appropriate supportive services. This includes targeted assistance for subpopulations of seniors who face compounding vulnerabilities, such as those who are veterans, have disabilities, or live on extremely low incomes.

<sup>9</sup> [Addressing Homelessness Among Older Adults](#), HHS ASPE. Published October 30, 2023.

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

**TABLE 7: HOMELESSNESS AMONG SENIORS BY CoC FOR 2025**

CoC #	CoC Catchment Area (Counties)	Under 18	18 - 24	25- 34	35- 44	45- 54	55- 64	Over 64	Total
FL-500	Manatee, Sarasota	87	26	114	210	177	221	131	966
FL-501	Hillsborough	341	103	269	321	308	319	135	1,796
FL-502	Pinellas	216	67	235	324	357	451	210	1,860
FL-503	Polk	144	36	105	156	107	123	66	737
FL-504	Volusia, Flagler	199	75	180	213	183	250	88	1,188
FL-505	Okaloosa, Walton	20	12	48	55	69	46	17	267
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	64	41	92	117	127	141	85	667
FL-507	Orange, Osceola, and Seminole	486	175	418	554	484	472	192	2,781
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	60	16	108	178	152	186	80	780
FL-509	Indian River, Martin, and St. Lucie	153	22	64	97	83	91	59	569
FL-510	Baker, Clay, Duval, and Nassau	132	90	164	193	181	179	69	1,008
FL-511	Escambia and Santa Rosa	91	42	115	186	157	199	91	881
FL-512	St. Johns	27	38	33	152	53	53	34	390
FL-513	Brevard	133	32	139	196	239	224	99	1,062
FL-514	Marion	90	26	53	67	50	75	30	391
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	10	20	59	100	82	81	21	373
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	73	18	120	214	75	82	26	608
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	103	14	62	94	118	81	44	516
FL-519	Pasco	87	20	91	131	134	142	30	635
FL-520	Citrus, Hernando, Lake, and Sumter	96	56	104	177	149	132	53	767
FL-600	Miami-Dade	702	204	536	597	550	649	490	3,728
FL-601 <sup>b</sup>	Broward	409	107	370	493	491	498	268	2,636
FL-602	Charlotte	25	21	51	95	59	64	18	333
FL-603	Lee	51	37	115	160	155	129	87	734
FL-604	Monroe	12	5	35	55	91	102	82	382
FL-605	Palm Beach	182	96	214	333	244	307	144	1,520
FL-606	Collier	87	101	116	265	98	138	11	816
Totals a		4,080	1,500	4,010	5,733	4,973	5,435	2,660	28,498*

Notes:

a- FL-508 had an additional 107 individuals whose age was indeterminate.

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## Appendix VI: Evictions and Foreclosures Filed in Florida

The University of Florida's Shimberg Center for Housing Studies tracks statewide eviction and foreclosure filings to help monitor early indicators of housing instability. These data provide valuable insight into how economic pressures and gaps in housing affordability are influencing both renters and homeowners in Florida.

After a sharp rise in filings during 2022 and 2023, 2024 saw a modest decrease in eviction activity. According to the Shimberg Center, 146,856 eviction filings were recorded in 2024, down 3% from 2023.

**TABLE 8: EVICTION FILINGS (2019-2024)**

Year	Eviction Filings	Filings Change	Filings % Change
2019	128,754		
2020	82,525	(46,229)	-36%
2021	94,181	11,656	14%
2022	145,154	50,973	54%
2023	151,181	6,027	4%
2024	146,856	(4,325)	-3%

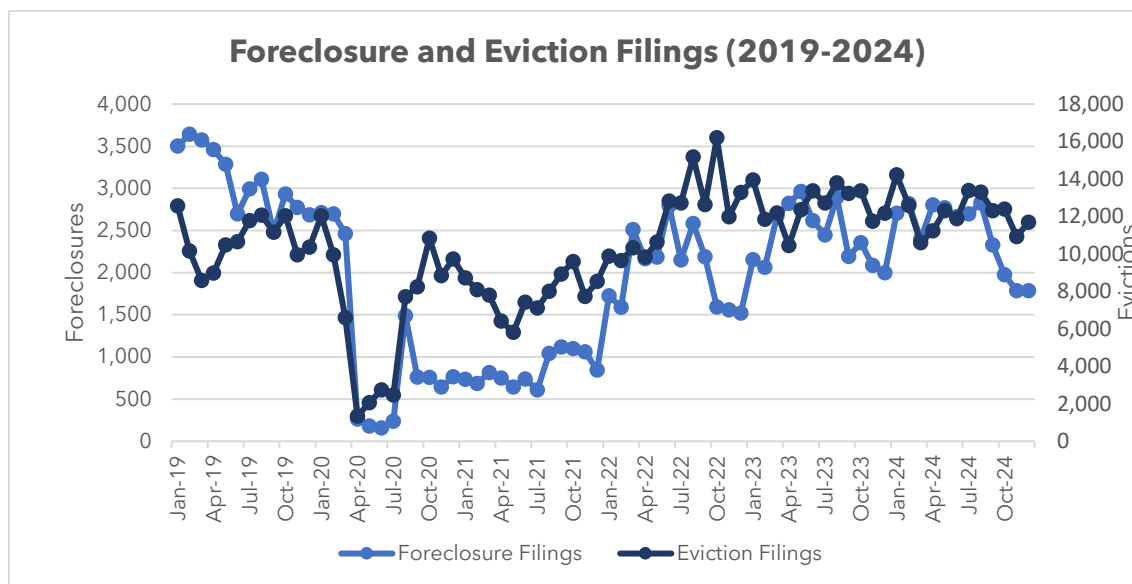
Foreclosure filings have steadily risen since 2021, driven by increased housing costs, rising interest rates, and the expiration of COVID-related homeowner relief programs. In 2024, Florida recorded 29,556 foreclosure filings, a 19% increase over 2023, continuing a multi-year upward trend. As shown in Table 9, the 2024 foreclosure filing volume approaches pre-pandemic levels and matches the state's highest activity since 2019.

Foreclosure risk reflects broader challenges facing cost-burdened homeowners, particularly older adults and families with limited equity or income buffers. The rising volume may suggest growing pressure on vulnerable homeowners—especially in markets with limited affordable homeownership options.

**TABLE 9: FORECLOSURE FILINGS (2019-2024)**

Year	Foreclosure Filings	Filings Change	Filings % Change
2019	37,141		
2020	13,130	(24,011)	-65%
2021	10,142	(2,988)	-23%
2022	24,566	14,424	142%
2023	24,914	348	1%
2024	29,556	4,642	19%

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT



**FIGURE 9: EVICTION AND FORECLOSURE FILINGS (2019-2024)**

As shown in Figure 9, eviction and foreclosure tend to correlate, with both metrics showing sustained increases since the low points in 2020. While renters and homeowners face different legal and financial processes, both groups are affected by common drivers: high housing costs, inflation, lack of deeply affordable units, and insufficient access to legal and financial support services. Evictions and foreclosures are both strong predictors of future homelessness. They often represent the final step in a prolonged period of housing instability and are more common in areas with high poverty, limited legal aid, or few affordable alternatives. Although the 2024 eviction decline may signal early signs of stabilization, the rising foreclosure rate points to continued risk for owner-occupied households—particularly older adults and first-time homebuyers with limited resources.

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# 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

## Appendix VII: State CoC Funding

**TABLE 10: FY2025-26 DCF OFFICE ON HOMELESSNESS FUNDING BY CoC**

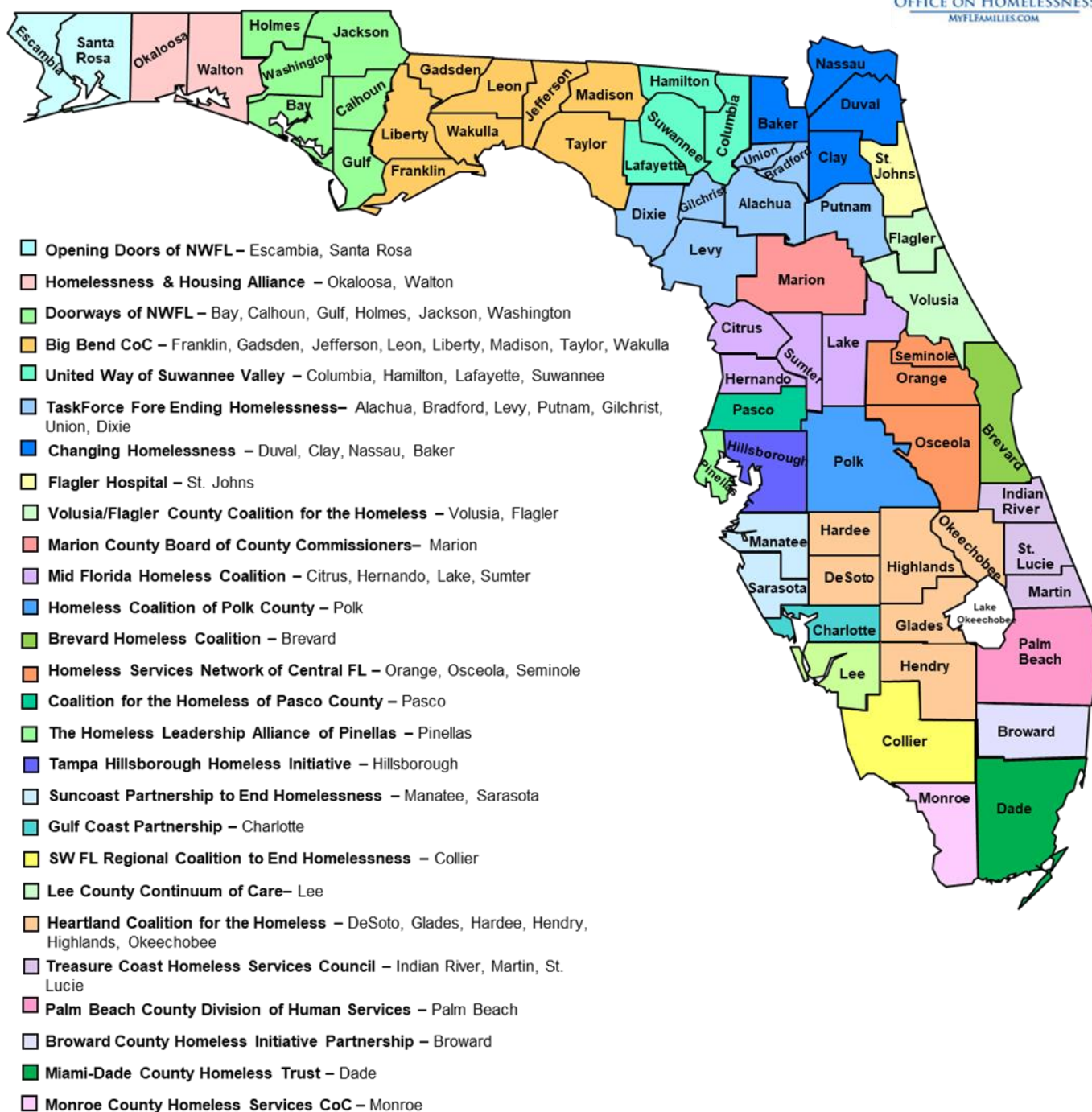
CoC #	CoC Catchment Area (Counties)	Challenge	Staffing	ESG	ESG-RUSH	TANF
FL-500	Manatee, Sarasota	\$713,036.49	\$189,039.35	\$215,816.63	\$663,752.84	\$31,574.33
FL-501	Hillsborough	\$739,381.36	\$181,270.61	\$223,790.52	\$970,191.12	\$0.00
FL-502	Pinellas	\$759,001.08	\$181,270.61	\$229,728.87	\$880,243.16	\$31,574.33
FL-503	Polk	\$666,392.16	\$181,270.61	\$201,698.70	\$273,210.09	\$31,574.33
FL-504	Volusia, Flagler	\$740,362.17	\$189,039.35	\$224,087.36	\$0.00	\$31,574.33
FL-505	Okaloosa, Walton	\$841,660.88	\$189,039.35	\$254,747.74	\$0.00	\$31,574.33
FL-506	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla	\$788,028.06	\$235,651.78	\$238,514.54	\$568,423.84	\$31,574.33
FL-507	Orange, Osceola, and Seminole	\$775,103.74	\$196,808.08	\$234,602.70	\$312,619.38	\$31,574.33
FL-508	Alachua, Bradford, Dixie, Gilchrist, Levy, Putnam, and Union	\$834,514.22	\$227,883.04	\$252,584.65	\$257,204.41	\$94,723.03
FL-509	Indian River, Martin, and St. Lucie	\$829,599.01	\$196,808.08	\$251,096.94	\$144,441.98	\$0.00
FL-510	Baker, Clay, Duval, and Nassau	\$795,727.85	\$204,576.82	\$240,845.06	\$0.00	\$94,723.04
FL-511	Escambia and Santa Rosa	\$623,527.59	\$189,039.35	\$188,724.75	\$0.00	\$31,574.33
FL-512	St. Johns	\$773,436.39	\$181,270.61	\$234,098.07	\$0.00	\$31,574.33
FL-513	Brevard	\$697,673.65	\$181,270.61	\$211,166.74	\$0.00	\$31,574.33
FL-514	Marion	\$800,664.84	\$181,270.61	\$242,339.34	\$0.00	\$31,574.33
FL-515	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington	\$725,691.12	\$220,114.30	\$219,646.86	\$0.00	\$31,574.33
FL-517	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee	\$765,751.37	\$220,114.30	\$231,772.03	\$303,256.87	\$31,574.33
FL-518	Columbia, Hamilton, Lafayette, and Suwannee	\$799,984.62	\$204,576.82	\$242,133.47	\$468,470.28	\$31,574.33
FL-519	Pasco	\$837,628.80	\$181,270.61	\$253,527.31	\$324,099.35	\$31,574.33
FL-520	Citrus, Hernando, Lake, and Sumter	\$654,397.00	\$204,576.82	\$198,068.09	\$335,725.36	\$31,574.33
FL-600	Miami-Dade	\$768,634.26	\$181,270.61	\$232,644.56	\$0.00	\$31,574.33
FL-601 <sup>a</sup>	Broward	\$693,955.46	\$181,270.61	\$210,041.35	\$0.00	\$0.00
FL-602	Charlotte	\$777,666.49	\$181,270.61	\$235,378.39	\$167,157.50	\$31,574.33
FL-603	Lee	\$696,695.54	\$181,270.61	\$210,870.69	\$171,007.82	\$31,574.33
FL-604	Monroe	\$701,093.00	\$181,270.61	\$212,201.68	\$0.00	\$31,574.33
FL-605	Palm Beach	\$674,937.52	\$181,270.62	\$204,285.14	\$0.00	\$31,574.33
FL-606	Collier	\$542,278.33	\$181,270.62	\$164,132.82	\$0.00	\$0.00
Totals		\$20,016,823.00	\$5,205,056.00	\$6,058,545.00	\$5,839,804.00	\$852,507.00

Notes:

a - The grant funds covered in this appendix only include regularly allocated funding through the Department of Children and Families' Office on Homelessness to Continuums of Care.

## Appendix VIII: Designated CoC Lead Agency Map

### Florida 2025 Continuum of Care Map



Contact information for the Continuums of Care can be found at [www.myflfamilies.com/services/public-assistance/homelessness](http://www.myflfamilies.com/services/public-assistance/homelessness).

## 2025 COUNCIL ON HOMELESSNESS ANNUAL REPORT

### Appendix IX: Council Members

Council Member <sup>1</sup>	Representing
Council Leadership	
Leeanne Sacino, Executive Director, <b>Council Chair</b>	Florida Coalition to End Homelessness
Claudia Tuck, Director (Alachua) <b>Council Vice Chair</b>	Florida Association of Counties
Council Members	
Erek Culbreath, Director, Office on Homelessness	Florida Department of Children and Families
Isabelle Potts, Supervisor, Program Development and Research Unit	Florida Department of Commerce
Cassandra Moore, Bureau Chief, Interstate Compact and Probation	Florida Department of Corrections
Bryce Trafford, State Coordinator, Title IX, Part A: Florida McKinney-Vento Program	Florida Department of Education
Yvonne Woodard, Division Director, Community Health Promotion	Florida Department of Health
Robert (Bob) Asztalos, Deputy Executive Director	Florida Department of Veteran Affairs
Warren Davis, Policy Analyst	CareerSource Florida
Shannon Nazworth, Board Member, Policy Committee Chair	Florida Supportive Housing Coalition
Leeanne Sacino, Executive Director	Florida Coalition to End Homelessness
Zachary Summerlin, Policy Director & Supportive Housing Coordinator	Florida Housing Finance Corporation
Lisa Kane DeVitto, Commissioner (City of Crescent City)	Florida League of Cities
Kim Smoak, Deputy Secretary	Agency for Health Care Administration
Sherry Ledbetter, Navigator Supervisor	Florida Department of Elder Affairs
Amanda Wander, Director, Ending Homelessness Team	Florida Housing Coalition
Governor Appointees	
Steve Smith, Founder	New Beginnings of Central Florida
Vacant (3 seats)	
Ex-Officio Appointees	
Leah Harrison, Executive Director	Children's Home Society Pensacola
Jina Thalmann, VISN 8 Network Homeless Coordinator VA Sunshine Healthcare Network	US Department of Veteran Affairs
Mary Mayhew, President and CEO	Florida Hospital Association

### Appendix X: Glossary

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

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

**Chronically Homeless** - In general, a household that has been continuously homeless for over a year, or one that has had at least four episodes of homelessness in the past three years, where the combined lengths of homelessness of those episodes is at least one year, and in which the individual has a disabling condition. (See 24 CFR 578.3)

**Continuum of Care (CoC)** - A local geographic area designated by HUD and served by a local planning body, which is responsible for organizing and delivering housing and services to meet the needs of people who are homeless as they move to stable housing and maximum self-sufficiency. The terms "CoC Governing Body" or "CoC Board" have the same meanings. In some contexts, the term "continuum of care" is also sometimes used to refer to the system of programs addressing homelessness. The geographic areas for the Florida CoCs are provided in Appendix XI. (See 24 CFR 578.3 and F.S. 420.621)

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

**Coordinated Entry System** - A standardized community-wide process to perform outreach and identify homeless households, enter their information into HMIS, use common tools to assess their needs and prioritize access to housing interventions and services to end their homelessness. Sometimes referred to as a "triage system" or "coordinated intake and assessment." (See 24 CFR 578.3)

**Council on Homelessness** - The Council on Homelessness was created in 2001 to develop policies and recommendations to reduce homelessness in Florida. The Council's mission is to develop and coordinate policy to reduce the prevalence and duration of homelessness and work toward ending homelessness in Florida. (See F.S. 420.622)

**Diversion** - A strategy that prevents homelessness for people seeking shelter by helping them stay housed where they currently are or by identifying immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent

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housing. This strategy is used in order to keep individuals from entering the homelessness system in their county.

**Emergency Shelter** - A facility operated to provide temporary shelter for people who are homeless. HUD's guidance is that the lengths of stay in emergency shelters prior to moving into permanent housing should not exceed 30 days. (See 24 CFR 576.2)

**Emergency Solutions Grant (ESG)** - HUD funding that flows through the state and certain local governments for street outreach, emergency shelters, rapid re-housing, homelessness prevention, and certain HMIS costs. (See 24 CFR 576)

**Encampment** - The term encampment has connotations of both **impermanence and continuity**. People are staying in temporary structures or enclosed places that are not intended for long-term continuous occupancy on an ongoing basis. (Source: HUD)

**Extremely Low-Income (ELI)** - Household income that is 30% or less of the AMI of the community. (See F.S. 420.0004)

**Florida Housing Finance Corporation** - Florida Housing Finance Corporation was created by the Florida Legislature to help Floridians obtain safe, decent, affordable housing that might otherwise be unavailable to them. The corporation provides funds for the development of housing. (See F.S. 420.501-420.55)

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

1. **Literally Homeless:** Individuals and families who live in a place not meant for human habitation (including outdoors or in their car), emergency shelter, transitional housing, and motels paid for by a government or charitable organization.
2. **Imminent Risk of Homelessness:** Individuals and families who will lose their primary nighttime residence within 14 days and have no other resources or support networks to obtain other permanent housing.
3. **Homeless Under other Federal Statutes:** Unaccompanied youth under 25 years of age, or families with children and youth, who do not meet any of the other categories are homeless under other federal statutes, have had a lease, and have moved two or more times in the past 60 days, and are likely to remain unstable because of their special needs or barriers.
4. **Fleeing or Attempting to Flee Domestic Violence:** Individuals or families who are fleeing or attempting to flee domestic violence, dating violence, sexual assault, or stalking, and who lack resources and support networks to obtain other permanent housing.

The US Department of Education through Subtitle VII-B of the McKinney-Vento Homeless Assistance Act (MVA) prescribes a definition of homelessness that more broadly accounts for the traumatic impact of housing instability on children and youth and the impact of that trauma on their education and development. The Department of Education uses the MVA definition of homelessness.

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

1. Children and youth who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping

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grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals; or are awaiting foster care placement.

2. Children and youth who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings.
3. Children and youth who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
4. Migratory children (as such term is defined in section 1309 of the Elementary and Secondary Education Act of 1965) who qualify as homeless for the purposes of this subtitle because the children are living in circumstances described above in (1) through (3).

Subtitle VII-B of the MVA also defines unaccompanied youth as follows: The term “unaccompanied youth” includes a youth not in the physical custody of a parent or guardian.

**The Homeless Emergency and Rapid Transition to Housing (HEARTH) Act** - Federal Legislation that, in 2009, amended and reauthorized the McKinney-Vento Homeless Assistance Act. The HEARTH/McKinney Vento Act provides federal funding for homeless programs, including the HUD ESG funds and the HUD CoC Grant funding. (See [https://files.hudexchange.info/resources/documents/S896\\_HEARTHAct.pdf](https://files.hudexchange.info/resources/documents/S896_HEARTHAct.pdf))

**Homeless Management Information System (HMIS)** - A web-based software solution and database tool designed to capture and analyze client-level information including the characteristics, service needs, and use of services by persons experiencing homelessness. HMIS is an important component of an effective Coordinated Entry System, CoC planning efforts, and performance evaluation based on program outcomes. (See 24 CFR 578.3)

**Homelessness Prevention** - Short-term financial assistance, sometimes with support services, for households at imminent risk of homelessness and who have no other resources to prevent homelessness. For many programs, the household must also be extremely low-income, with income at or less than 30% of the AMI, to receive such assistance. (See 24 CFR 576.103)

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

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

**Housing Trust Funds (Local and State)** - Florida’s Sadowski Act Affordable Housing Trust Funds receive funding from dedicated revenue from real estate doc stamps. 70% of these funds are allocated to the Local Government Housing Trust Fund for the State Housing Initiatives Partnership Program (SHIP) that funds housing programs. 30% of these funds are allocated to the State Housing Trust Fund for programs such as the State Apartment Incentive Loan (SAIL) program. In Florida, the Housing Trust

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Funds are used for affordable housing when appropriated for that use by the State Legislature. Housing Trust Funds may also be funded by general revenue and government bonds.

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

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

**Low Income** - Low-income persons means one or more natural persons or a family, the total annual adjusted gross household income of which does not exceed 80% of the median annual adjusted gross income for households within the state, or 80% of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater. (See F.S. 420.0004)

**Office on Homelessness** - Created in 2001, the Office on Homelessness was established as a central point of contact within state government on matters related to homelessness. The Office coordinates the services of the various state agencies and programs to serve individuals or families who are homeless or are facing homelessness. Office staff work with the Council on Homelessness to develop state policy. The Office also manages targeted state grants to support the implementation of local homeless service CoC plans. The Office is responsible for coordinating resources and programs across all levels of government, and with private providers that serve people experiencing homelessness. (See F.S. 420.622)

**Permanent Supportive Housing (PSH)** - Safe and affordable housing for people with disabling conditions, legal tenancy housing rights, and access to individualized support services. PSH that is funded through HUD CoC funding should prioritize people who are chronically homeless with the longest terms of homelessness and the highest level of vulnerability/acuity in terms of health issues and service needs. (See 24 CFR 578.3)

**Point in Time (PIT) Count** - HUD requires CoCs to count the number of people experiencing homelessness in their geographic area through the Point in Time (PIT) Count on a given day. Conducted by most CoCs during the last ten days in January, the PIT Count includes people served in shelter programs every year, with every other year also including people who are un-sheltered. Data collected during the PIT Counts is critical to effective planning and performance management toward the goal of ending homelessness for each community and the nation as a whole. A one-night snapshot of homelessness in a specific geographic area, the PIT Count data are presented in Appendix I. (See 24 CFR 578.3)

**Rapid Re-Housing (RRH)** - A housing intervention designed to move a household into permanent housing (e.g., a rental unit) as quickly as possible, ideally within 30 days of identification. Rapid Re-Housing typically provides (1) help identifying appropriate housing; (2) financial assistance (deposits and short-term or medium-term rental assistance for 1-24 months), and (3) support services as long as needed and desired, up to a certain limit. (See 24 CFR 576.104)

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

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

**Street Outreach** - A necessary homeless system component that involves interacting with unsheltered people who are homeless in whatever location they naturally stay (e.g., in campsites, on the streets), building trust, and offering access to appropriate housing interventions. (See 24 CFR 576.101)

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

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

**Very Low Income** - Very-low-income persons means one or more natural persons or a family, not including students, the total annual adjusted gross household income of which does not exceed 50% of the median annual adjusted gross income for households within the state, or 50% of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater.

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