

*Board of County Commissioners*

# Homelessness Update

November 19, 2024



# Presentation Outline

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- **Purpose**
- **Review**
- **Implementation Plan**
- **Legal Overview**
- **Summary**



# Presentation Outline

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# Purpose

**The purpose of this discussion is to provide a summary of key points from the prior board work session on June 18, 2024, on homelessness, current legislative updates and proposals, and new strategies to assist the unhoused.**



# Presentation Outline

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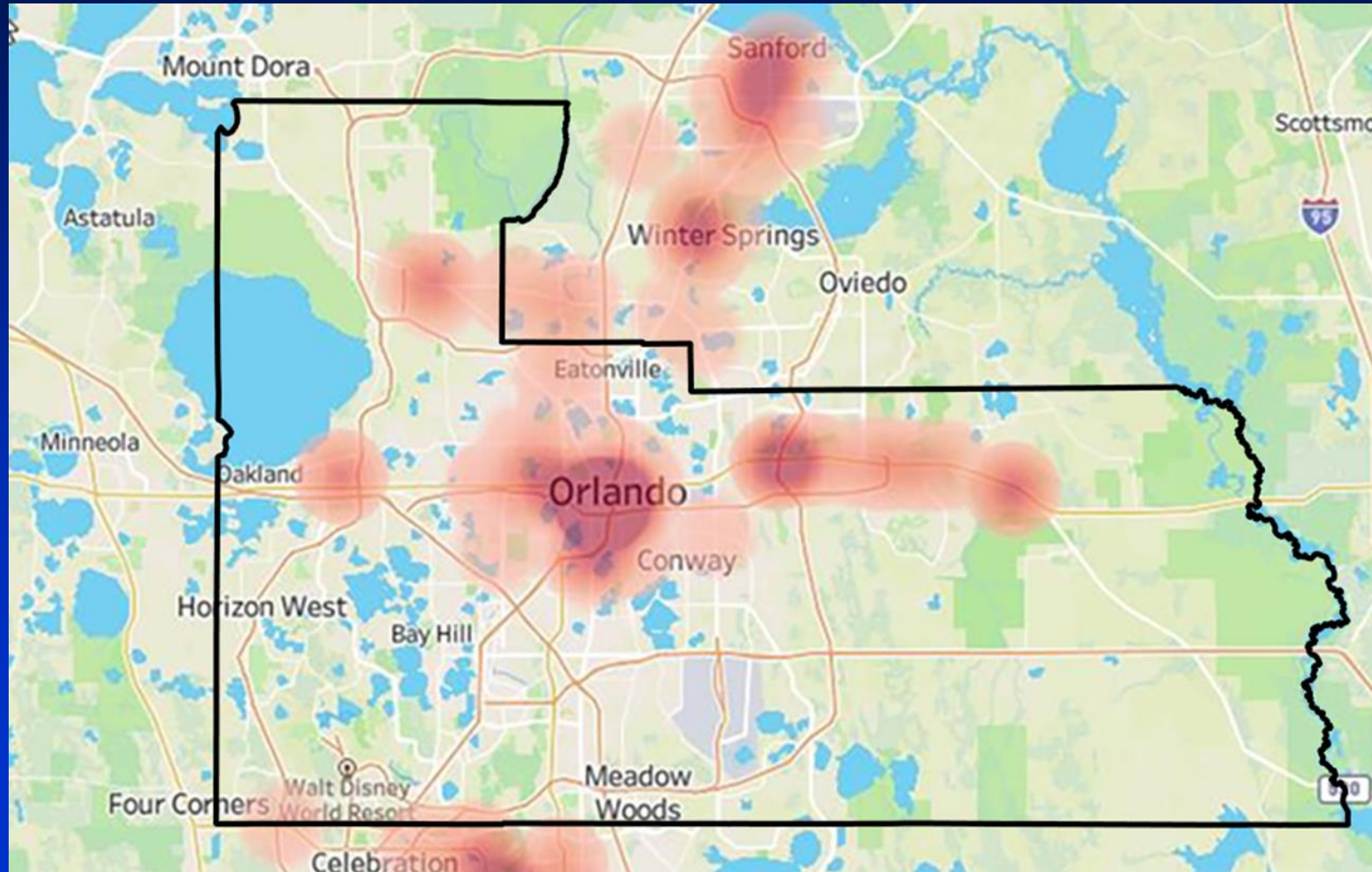
- Purpose
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## ▪ BCC Work Session: June 18, 2024

- Homeless Services Network is the lead agency in the Central Florida area for Coordinated Entry
- 2024 Point in Time count:
  - 28.5% increase in total number of homeless from 2023 to 2024
  - 153% increase in unsheltered homeless from 2023 to 2024
  - Orange County has a gap in shelter space of approximately 926 beds



## Heat Map from 2024 PIT Unsheltered Count



- House Bill 1365 (2024) prohibits counties and municipalities from allowing any person to regularly engage in public camping/sleeping on any public property, except as designated by the county and certified by the State





- **County funded homeless services**
  - Prevention/Diversion Services
  - Rental Assistance
  - Shelter/Drop-in Center Operations
  - Supportive Services/Intervention
  - Outreach
  - Rapid Rehousing
  - Capital Improvements/Renovations/Construction
  - Homeless Management Information System (HMIS)

- **County's financial commitment for homelessness services across all departments:**
  - **FY 23/24: \$45,647,991.16**
    - (ARPA: \$10,365,215.39)
  - **FY 24/25 \$46,548,596.84**
    - (ARPA: \$6,300,000.00)

- BCC approved *additional* \$10M for FY 24/25
- New FY 24/25 Total: \$56,548,596.84





# Presentation Outline

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# Implementation Plan

Implementation plan encompasses the following areas:



Expand Existing Services



Increase Shelter Capacity



Launch New Initiatives



# Implementation Plan

## ▪ Expand Existing Services

- **Expanding Outreach Team capacities** (Proposed funding per year: \$750,000)
  - Target population: unsheltered individuals and families
- **Increase Bridge Housing capacity** (Proposed funding per year: \$1.5M)
  - Bridge Housing: Temporary housing for someone waiting on a permanent unit
  - Target population: individuals and families
- **Increase Permanent Supportive Housing capacity** (Proposed funding per year: \$1M)
  - Permanent Supportive Housing: Housing assistance with supportive services to assist the chronically homeless
  - Target population: individuals aged 50+, have chronic health conditions



# Implementation Plan

- **Expand Existing Services**
  - Eviction Prevention for Pregnant Mothers (Proposed funding per year: \$150,000)
    - Target population: women with newborns, high-risk for negative maternal and fetal outcomes
    - Nurse Family Partnership and the Healthy Start Coalition of Orange County - current Orange County SAMHSA Grant



# Implementation Plan

## ▪ Expand Existing Services

- Fund intensive case management training (Proposed funding per year: \$200,000)
  - Provides consistent case management training and community resources to our partnering social services agencies





# Implementation Plan

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## ▪ Increase Shelter Capacity

– Interdepartmental Work Group is in the process of identifying options throughout the County

- Mental Health and Homelessness
- Real Estate
- Housing and Community Development
- Zoning
- Planning
- Building Safety
- Capital Projects
- GIS



– Collaborative effort with Orange County Commissioners

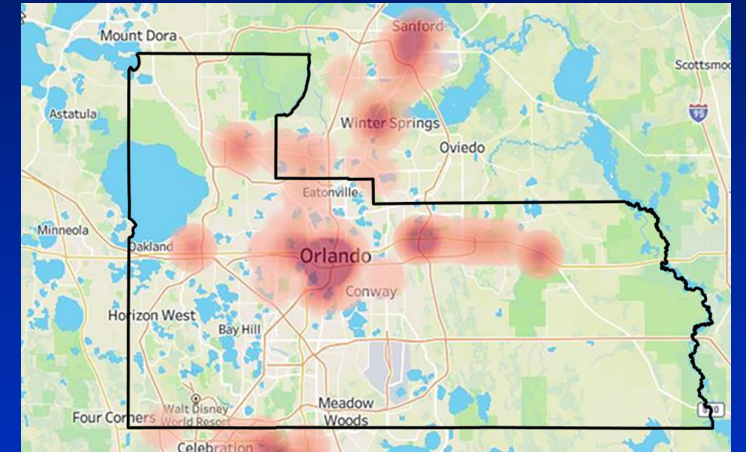


# Implementation Plan

## ▪ Increase Shelter Capacity

### – Target criteria

- Initial focus on Orange County-owned properties
- East and West Orange County
- Up to 150-bed capacity
- Will include: day services, case management, etc.



▪ Proposed funding per 1<sup>st</sup> year: \$1.325M

-Target population: male and female adults

# Implementation Plan

## ▪ Launch New Initiatives

- Steel Modular Units
- 24/7 Homeless Diversion Center
- Center for Addiction and Mental Health Programs (CAMP) Orange
- Housing Connector
- Emergency Bridge Housing with Services
- Valencia Accelerated Skills Training (AST)
- Housing for Youth Aging out of Foster Care



# Implementation Plan

## ▪ Steel Modular Housing Units

*Expand permanent supportive housing in different locations to include supportive services for the chronically homeless*

– Utilize for Permanent Supportive Housing

– Exploring various manufacturers

- My Tiny Home Hub – model at 400 sq. ft.
  - Room for 1 – 2 people, 1 bathroom
  - \$22,000 per unit includes delivery & install
- PLAD Homes – ECO model at 160 sq. ft.
  - Room for 1 – 2 people, 1 bathroom
  - \$12,000-\$18,000 per unit
- Other models

▪ Proposed funding per year: \$1.85M



- Target population: Unsheltered individuals

# Implementation Plan

## ■ Homeless Diversion Center – Three Bridges Program

*Provide emergency bridge housing and supportive services for clients aged 50+*

- Maxwell Gardens Apartments are an existing supportive housing program
- 24/7 Diversion Center with 10 rooms located at Maxwell Gardens
- Provides permanent housing placement, 24/7 case management, food and employment assistance



- Proposed funding per year: \$725,000      - Target population: Unsheltered aged 50+



# Implementation Plan

## ▪ Center for Addiction and Mental Health Programs (CAMP) Orange

*Provide transitional housing and services for unhoused individuals with co-occurring disorders*

- Existing program in South Florida expanding to Orange County
- Renovated an existing hotel previously known for criminal activities
- Total of 54 beds for transitional housing with behavioral health overlay
- Medical approach to treating co-occurring behavioral disorders through day-to-day programming and focus on holistic wellness
- Collaborative initiative with Central Florida Cares Health Systems (Managing Entity) and Orange County Office for a Drug Free Community
- Proposed funding per year: \$1M
- Target population: Unsheltered individuals





# Implementation Plan

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## ▪ **Housing Connector**

*Increase access to housing for the homeless population by expanding the available affordable housing market, creating stability for the unhoused and at-risk population*

- Utilize Zillow platform to increase available housing opportunities, landlord partnership and market for affordable housing
  - Supportive case management services combined with housing/landlord placement
- Bridge between Property Partners with vacant units, government, and Community Partners who work with the unhoused
  - Includes risk mitigation, emergency rental assistance, & operations for the Orange County area

- Proposed funding per year: \$500,000      -Target population: At-risk or homeless

# Implementation Plan

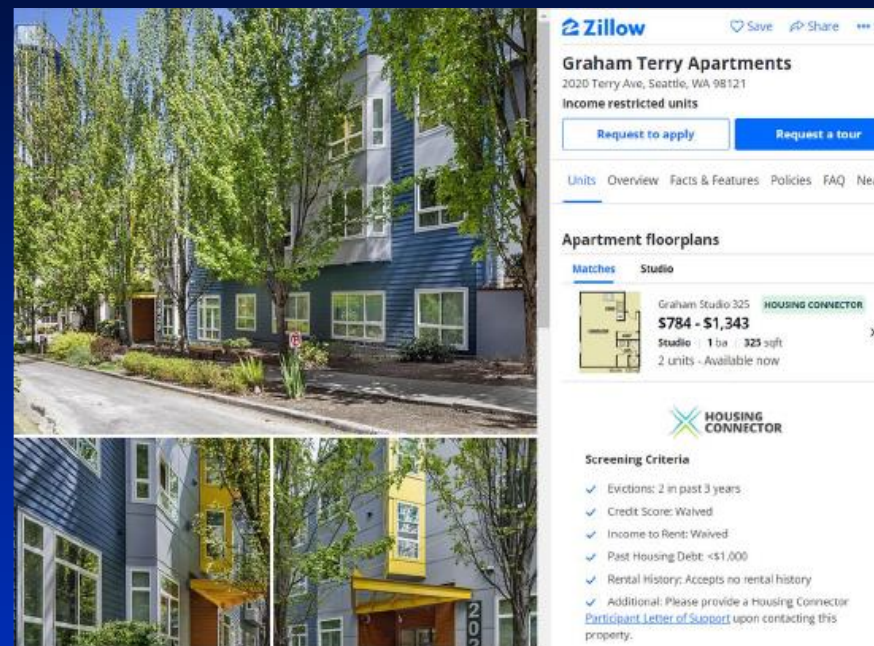
## ▪ Housing Connector

### – Benefits for renters:

- Potential emergency rental assistance
- Reduce screening criteria
  - Waive credit history/past debt
  - Accept 2 evictions

### – Benefits for property partners:

- Access to streamlined customer service and a financial guarantee package that reduces financial risk and vacancies
- Comprehensive Stability Support - Single point of contact for providers, residents, and properties







# Implementation Plan

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## ▪ **Emergency Bridge Housing with Services**

*Provide temporary housing in hotels to reduce shelter population for families*

- Expanding services with current providers
    - Providers to hire additional case managers
  - Up to 30 hotel rooms and 2 rooms for office space
    - Could lead to the reduction 120+ unsheltered homeless people
  - Collaborate with Housing Connectors and HSN for transition to permanent housing
  - Successful example: Snohomish County's Bridge Housing Program
- 
- Proposed funding per year: \$1M
  - Target population: Unsheltered families



# Implementation Plan

## ▪ Valencia Accelerated Skills Training (AST)

*Assist Orange County residents who are homeless or making inadequate wages to find employment in higher-paid, vocational trades to live with greater stability*

- Partnership with community agencies to identify candidates for Valencia AST programs
- Collaborative effort with Community Action and Citizens' Commission for Children
  - Housing and related living costs; childcare costs
- Competitive starting wages, beginning at \$17-\$20 per hour
- Proposed funding per year: Included in Bridge Housing expansion
- Target population: High risk and/or unsheltered





# Implementation Plan

## ▪ Housing for Youth Aging out of Foster Care

*Provide supportive housing on-site for youth aging out of the Foster Care system to reduce potential future homelessness*

- Microhome village will house up to 60 people
- Nonprofit agency partnering with HomeAid for construction
- Orange County is researching to deed property to a community partner



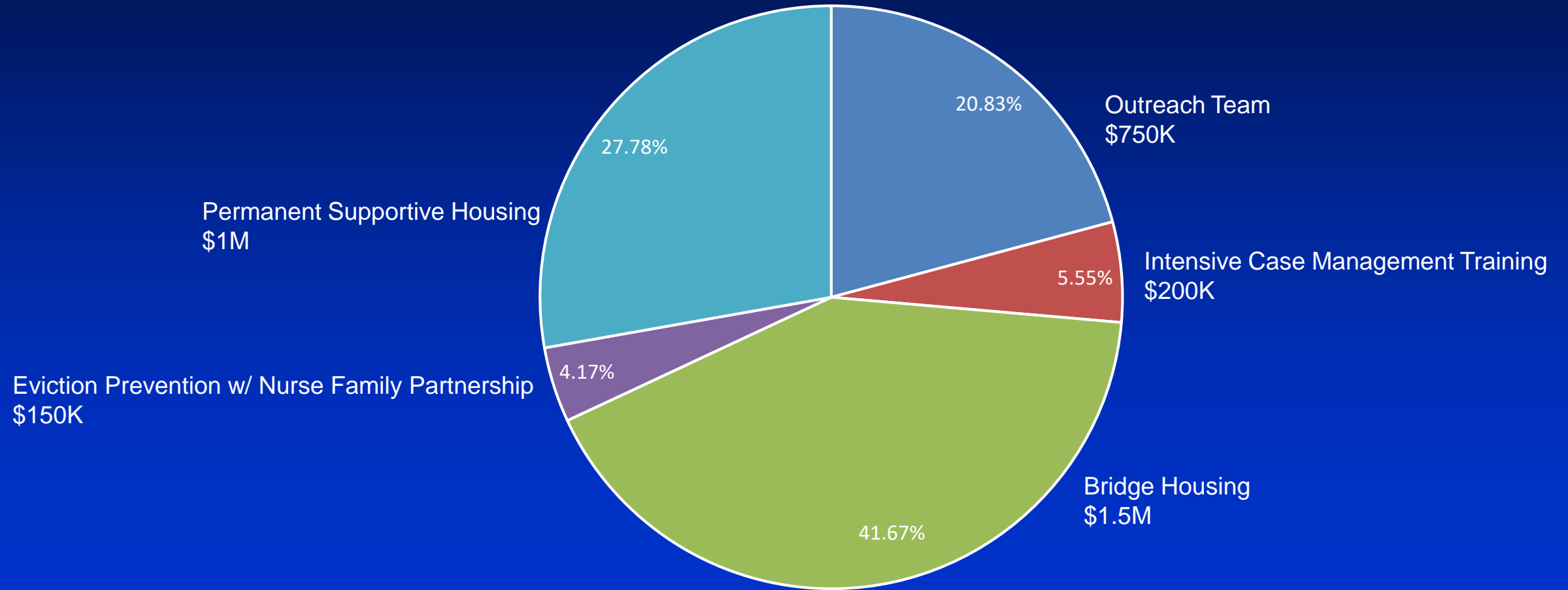
▪ Proposed funding: Pending

- Target population: Youth aging out of foster care



# Implementation Plan

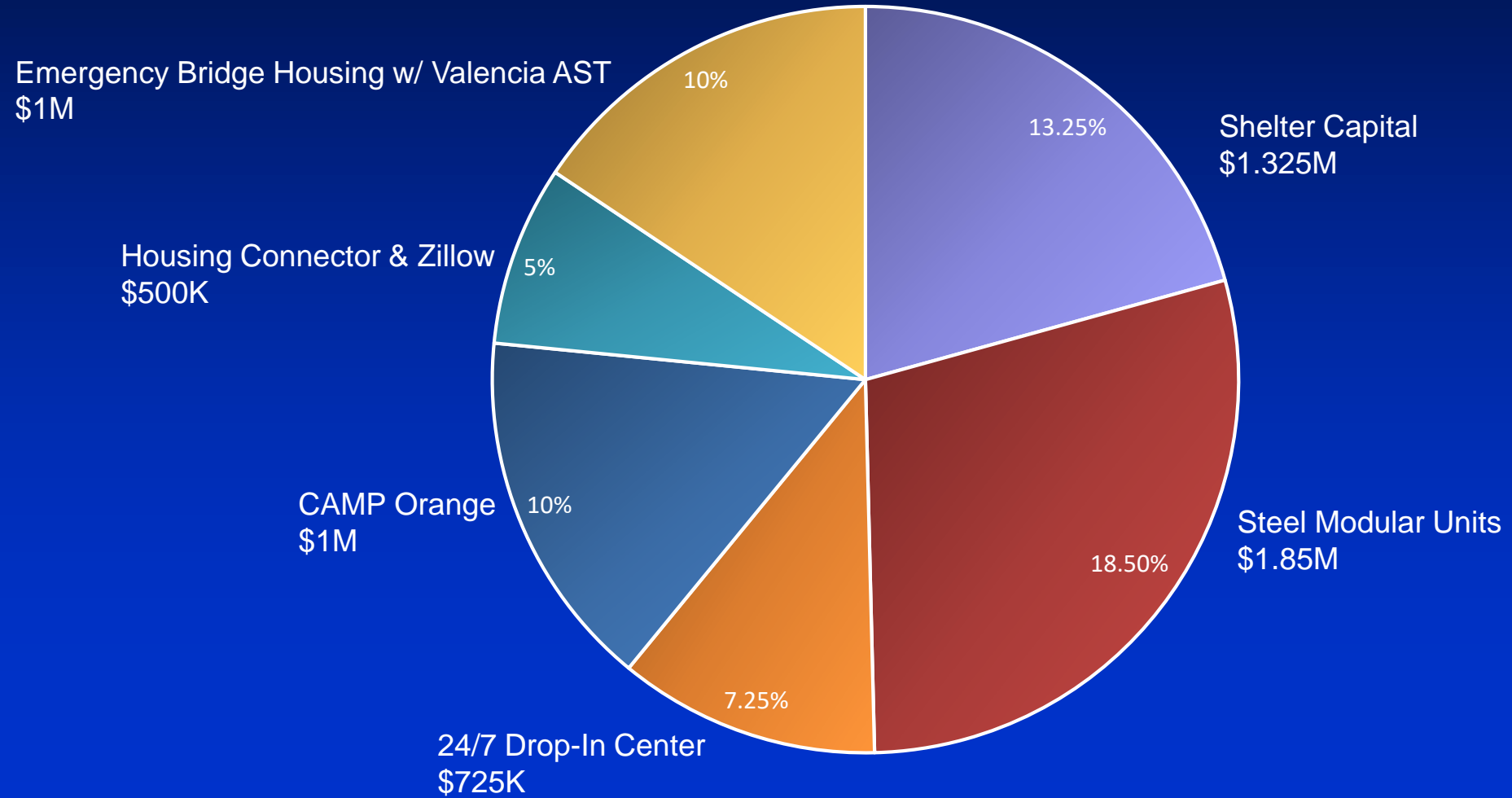
## Expanding Services - \$3.6M from additional \$10M





# Implementation Plan

## ▪ New Initiatives - \$6.4M from additional \$10M





# Implementation Plan

- **Orange County Funding for Homeless Services**
  - BCC approved *additional* \$10M for FY 24/25
  - New FY 24/25 Total: \$56,548,596.84
  
  - 90.5% of projects from the additional \$10M help with housing
    - Approximately 1,020 additionally housed



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## ▪ Background

– March 20, 2024 – Governor signed House Bill 1365 (2024).

- Created a new Section 125.0231, Florida Statutes, on October 1, 2024, that prohibits the County from authorizing or allowing any person to regularly engage in public camping or sleeping.





## ▪ Background (continued)

– June 18, 2024 – Board held work session on homelessness.

- Discussed HB 1365 and a pending U.S. Supreme Court case that could impact the County's ability to respond to the new Statute (*City of Grants Pass, Oregon v. Johnson*, 144 S. Ct. 2202 (2024)).
- Planned to update the Board after an opinion was published in *City of Grants Pass*.



# Legal Overview

## ▪ Background (continued)

- June 28, 2024 – SCOTUS published an opinion in *City of Grants Pass*.
  - Held that local government ordinances that prohibit sleeping or camping on public property do not violate the Eighth Amendment's Cruel and Unusual Punishments Clause.



## ▪ Background (continued)

– October 1, 2024 – Orange County met with local municipalities and law enforcement agencies to discuss the response to HB 1365.

- Central Florida Tourism Oversight District
- City of Apopka
- City of Bay Lake/Lake Buena Vista
- Town of Eatonville
- City of Maitland
- Town of Oakland
- City of Orlando
- Town of Windermere
- City of Winter Garden
- City of Winter Park
- Orange County Sheriff's Office



# Legal Overview

## ▪ Section 125.0231, Florida Statutes

– General Rule: The County may not authorize or otherwise allow any person to regularly engage in public camping or sleeping on County property.

- “Authorize or otherwise allow” is not defined.
- “Public camping or sleeping” means lodging or residing outdoors overnight. Does not include lawful motor vehicles.
- “Property” includes any County building or its grounds and any public right-of-way.



# Legal Overview

- **Section 125.0231, Florida Statutes (continued)**
  - **Exception**: The County may designate public property for camping and sleeping for a period of 1 year if said property is certified by DCF and meets certain minimum standards.
    - **Minimum standards = safety and security, sanitation, behavioral health services, and prohibiting illegal substance and alcohol use.**
  - **Statute does not apply during certain states of emergency.**



# Legal Overview

- **Section 125.0231, Florida Statutes (continued)**
  - **Enforcement**: Beginning January 1, 2025, residents, business owners, or the Attorney General may bring a civil action against the County.
    - The complaint must include an affidavit attesting that the County “...failed to take all reasonable actions within the limits of its governmental authority to cure the alleged violation within 5 business days after receiving written notice...”
    - If a resident or business owner prevails, then a court may award reasonable expenses including court costs, attorney fees, investigative costs, witness fees, and deposition costs.



# Legal Overview

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## ▪ Optional County Actions

- 1) Alternative Lodging. The County can offer alternative lodging to people engaged in public camping or sleeping that does not violate the Statute (e.g., indoor housing or Designated Property).
- 2) Trespass. The County can trespass people regularly engaged in public camping or sleeping pursuant to Florida's trespass law (Section 810.09, Florida Statutes).
- 3) Ordinance. The County can adopt an ordinance that prohibits trespassing, public camping, or both.
  - May reduce the risk of litigation under the new Statute
  - May provide the County with a defense in litigation under the Statute

## Other Jurisdictions – Counties

County	Camping Ordinance
Miami-Dade County	Section 21-286 of the Code prohibits overnight camping on County property. Requires warnings and offer of shelter (if available).
Broward County	Adopted Ordinance No. 2024-37 on October 8, 2024. Prohibits public camping and sleeping on County property. Requires verbal and written warning.
Palm Beach County	Section 21-30 prohibits camping at County parks. Section 21-63 authorizes law enforcement to trespass individuals that violate state or local law while on County property.
Hillsborough County	Sections 38-24 and 38-25 prohibit camping and sleeping in parks.
Pinellas County	Section 90-7 prohibits camping without a permit.
Seminole County	Seminole County staff has indicated that the BCC will consider adopting an ordinance prohibiting public camping and sleeping in December 2024.
Osceola County	Adopted a Statement of Legislative Intent on November 4, 2024, directing staff to draft an ordinance prohibiting public camping and sleeping.



## ▪ Other Jurisdictions – Local Municipalities

Municipality	Camping Ordinance
City of Apopka	Section 42-151 prohibits public camping. Section 42-2 creates a trespass policy for public property.
City of Bay Lake	City staff has indicated that the City is developing an ordinance.
City of Belle Isle	Section 18-13 prohibits camping in parks.
City of Lake Buena Vista	City staff has indicated that the City is developing an ordinance.
City of Maitland	Section 11-4.6 prohibits sleeping in parks. Adopted Ordinance No. 1420 on August 14, 2023, creating a trespass policy for public property. Staff is proposing an additional ordinance that prohibits public camping (as of 10/17/24).



## Other Jurisdictions – Local Municipalities (continued)

Municipality	Camping Ordinance
City of Ocoee	Section 59-2 prohibits camping on all public property in the City.
City of Orlando	Section 43.52 of the Code prohibits camping on all public property.
Town of Windermere	Sections 18-14 and 18-15 prohibit camping.
City of Winter Garden	Section 118-11 prohibits camping on all public property in the City.
City of Winter Park	Adopted Ordinance Nos. 3321-24 and 3322-24 on October 17, 2024, creating a trespass policy for public property and prohibiting public camping and sleeping, respectively.



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- **County's total annual investment: \$56,548,596.84**
- **Implementation plan for additional \$10M has been developed**
  - \$3.6M on Expanding Current Services including Outreach, Bridge Housing, Permanent Supportive Housing, Eviction Prevention, and Case Management Training
  - \$6.4M on New Initiatives including Steel Modular Units , 24/7 Homeless Diversion Center, CAMP Orange, Housing Connector, Emergency Bridge Housing, Valencia AST, and Housing for Youth aging out of foster care
  - 90.5% of this additional funding will support additional housing
  - Approximately 1,020 people housed

- **Increasing shelter capacity remains a priority**
  - Interdepartmental work group is continuing to develop shelter options
  - Considerations
    - Initial focus on Orange County-owned properties
    - East and West Orange County
    - Up to 150-bed capacity
    - Will include day services, case management, etc.

- **HB 1365 enforcement starts January 1, 2025**
- **County strategy:**
  - **Mental Health & Homelessness to implement expansion of existing services, increased shelter capacity, and new initiatives**
  - **Board direction regarding development of a trespass policy and/or County ordinance prohibiting public camping**
- **Holistic response to the needs of the homeless while also minimizing the risk of litigation associated with HB 1365**

*Board of County Commissioners*

# Homelessness Update

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