2010 Report on the Homeless Populations in Duval, Clay, Nassau, and Baker Counties

Prepared for the Emergency Services and Homeless Coalition of Jacksonville, Inc.

Tracy A. Milligan, Assistant Director
James W. Taylor, Research Assistant
Jeffry A. Will, Director and Professor of Sociology

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EXECUTIVE SUMMARY

For over 20 years, the Emergency Services and Homeless Coalition of Jacksonville (ESHC) has conducted an annual census and survey to measure the number and needs of homeless individuals in Duval County. Since then, Clay and Nassau Counties have joined the efforts and conduct a count in their respective county. This year, Baker County was included as well. The census and survey has been a collaborative project carried out by ESHC, United Way of Northeast Florida (United Way), and the Northeast Florida Center for Community Initiatives (CCI) at the University of North Florida (UNF) for several years. The data collected from the counts and survey are analyzed and utilized to assess and plan services for homeless people, and to develop the Continuum of Care (CoC) according to federal guidelines established by the US Department of Housing and Urban Development (HUD).

Since 2000, two separate counting methods have been utilized to obtain an estimate of the number of homeless individuals living in the area. One count, which is mandated by HUD, is a point-in-time (PIT) count in which homeless persons are enumerated on one given day. The other count, the annual count, tallies each homeless individual who receives services within a one-year time frame. This report covers the 2010 PIT. There are concerns regarding the ability to obtain an accurate annual count of homeless individuals from HMIS data at this time.

This year’s point-in-time count was conducted on January 25, 2010. During the same day, the annual homeless survey was also conducted. While the survey is not a federal requirement, it complements the PIT count as it provides valuable information concerning the plight of homeless persons in Jacksonville and the surrounding areas to ESHC, service providers, and the community as a whole. Additionally, for the first time, the survey data was used to calculate a more accurate count of the homeless population. The survey was modified to replicate many of the variables collected by United Way and, by obtaining participants’ birth dates, CCI research staff were able to compare the datasets and discard any duplications. More than 100 volunteers, primarily University of North Florida (UNF) students, staff, and faculty, ESHC members, and service providers, surveyed homeless individuals at homeless shelters and facilities as well as on the streets.

A brief overview of the project findings is presented below:
Point-In-Time Count

Total

- Total counted: 4,310 adults and children
  - Duval County: 4,105
    - Beaches: 269
  - Clay County: 63
  - Nassau County: 130
  - Baker County: 12
- This is an increase of 19.9 percent from the previous point-in-time count
  - There was a 27.8 percent increase in United Way data

Demographic Characteristics

- There was an overrepresentation of Blacks at 55.8 percent
- Almost three-fourths (71.8 percent) of the participants were males
- Mean age was 43 years

Education, Employment, and Income

- Almost three out of four (72.5 percent) of the survey participants had a high school diploma/equivalency or higher
- Fifteen percent of the survey respondents were employed
- Slightly over half (51.5 percent) of the survey respondents reported their income from the previous month to be less than one dollar

Experiences with Homelessness

- Sixty percent of the United Way and survey participants were homeless for the first time; 13.8 percent had been homeless four or more times
- Over half (51.9 percent) of the United Way and survey participants had been homeless for one year or longer; another one-fifth had been homeless more than three months, but less than one year
- More than three out of four (76.7 percent) of the survey respondents had been in their respective county one year or longer
- Half of the United Way and survey participants reported an employment or financial reason for being homeless; 24.6 percent claimed a housing issue
- According to HUD’s definition, 30.1 percent of the survey respondents were considered to be chronically homeless
Other Life Experiences

- One-fourth of the survey respondents had served in the US military compared to 15.7 percent of the United Way participants
- Fifteen percent of the survey participants were previously in foster care
- One-fifth of the survey participants identified themselves as a survivor or victim of domestic violence

Disabling Conditions

- Nearly half (48.1 percent) of the United Way and survey participants claimed to have a disabling condition

Assessment of Needs

- Top 3 needs identified:
  - Shelter/Housing – 85.6 percent
  - Job – 60.5 percent
  - Medical – 46.0 percent
  - Food/Meals – 39.1 percent

Conclusion and Recommendations

- The PIT count continues to increase and many of the characteristics remain relatively similar to past findings

- It is recommended that ESHC agencies continue to collaborate and strategize to prevent unnecessary duplication of services and efficient utilization of scarce resources remains relevant and critical.

- It is recommended that the methods used this year be followed for the next count and that the ESHC continue to survey at the agencies and in Zone 9. It is also suggested that the methods be reconsidered occasionally based upon the quality of the agency data managed by United Way.

- It is recommended that the street count efforts be continued in order to maximize the funding available to assist homeless individuals and families in this area. It is also important to emphasize the need to begin the process early enough to garner volunteers and support so that all areas can be adequately covered.

- It is recommended that the ESHC continue to stress the importance of data quality and provide training and technical assistance to local agencies.
I. OVERVIEW AND METHODS

Defining Homelessness

The US Department of Housing and Urban Development (HUD) establishes the federal guidelines for homelessness. According to the general HUD definition, an individual is homeless if he or she “(1) lacks a fixed, regular, and adequate nighttime residence; and (2) has a primary nighttime residence that is (A) a supervised publicly or privately operated shelter designed to provide temporary living accommodations; (B) an institution that provides a temporary residence for individuals intended to be institutionalized; or (C) a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for human beings.”¹

Methods

For over 20 years, the Emergency Services and Homeless Coalition of Jacksonville (ESHC) has conducted an annual census and survey to measure the number and needs of homeless individuals in Duval County. Since then, Clay and Nassau Counties have joined the efforts and conduct a count in their respective county. This year, Baker County was included as well. The census and survey has been a collaborative project carried out by ESHC, United Way of Northeast Florida (United Way), and the Northeast Florida Center for Community Initiatives (CCI) at the University of North Florida (UNF) for several years. The data collected from the counts and survey are analyzed and utilized to assess and plan services for homeless people, and to develop the Continuum of Care (CoC) according to federal guidelines established by HUD.

Since 2000, two separate counting methods have been utilized to obtain an estimate of the number of homeless individuals living in the area. One count, which is mandated by HUD, is a point-in-time (PIT) count in which homeless persons are enumerated on one given day. The other count, the annual count, tallies individuals who receive services designed for the homeless within a one-year time frame. This report covers the 2010 PIT. There are concerns regarding the ability to obtain an accurate annual count of homeless individuals from HMIS data at this time.

The homeless census and survey is a collaborative project carried out by ESHC, United Way of Northeast Florida (United Way), and the Northeast Florida Center for Community Initiatives (CCI). Staff at United Way manage The Homeless Management Information System (HMIS), a system that service providers in our area use to collect data on homeless persons accessing services. Participating service providers that do not utilize HMIS submit their data in password protected Excel spreadsheets to the HMIS manager at United Way who combines the data

¹US Department of Housing and Urban Development
collected by HMIS. The HMIS manager uses multiple identifiers (Social Security Number, first and last name, and birth date) to locate and eliminate duplicate entries to the greatest extent possible. While United Way collects annual and PIT count data from service providers, ESHC and CCI coordinate the survey and the PIT street count.

**Point-In-Time Count**

The 2010 PIT count data came from data gathered from service providers by the HMIS manager as described above, as well as from the street count and survey conducted on January 25th. ESHC garnered and organized volunteers for the street count and survey and CCI coordinated the survey at numerous Duval County service providers. CCI staff also conducted multiple trainings for all counties involved to ensure that volunteers are familiar with the survey instrument, counting procedures, proper etiquette, and safety precautions. Once United Way received and deduplicated all of the data from participating service providers, it was given to CCI. CCI research members were responsible for entering the survey and street count information, then analyzing all of the data and reporting the findings.

Duval, Nassau, and Clay Counties were divided into zones: Duval County was divided into 13 zones, Nassau County into five, and Clay County into three zones (see Figures I-1 – 3). Each zone had a Zone Commander who was responsible for recruiting volunteers and coordinating the efforts for their zone. Locations of homeless camps and other areas frequented by homeless individuals were gathered from previous years as well as through the assistance of local police officers. Trained volunteers conducted the street count during a specific time frame and collected demographic information including sex, race, age (adult or child), whether the person is part of a family unit, and whether or not the individual was surveyed.

The street count is coordinated to prevent duplicated numbers as much as possible (challenges in estimating the homeless population are discussed below). First, the street zones are created so that one team of volunteers is counting in one area and not overlapping, or counting in areas more than once. Second, the street count takes place during a specific time period rather than all day, which reduces the chances of someone being seen and counted more than once. Third, it is conducted in the evening so that individuals who are staying at a shelter are no longer on the streets and therefore are not counted at an agency as well as on the street. The only exception to this is Zone 1 (beaches area). This count is conducted in the early morning and then volunteers assist at the Mission House to ensure that individuals receiving services that day are not counted again, if they were enumerated earlier in the day. Finally, individuals encountered in Zone 9, where a great majority of Duval County’s services are located, were not included unless they were surveyed.

To supplement the count data, the annual homeless survey was also conducted in Duval, Clay, and Nassau Counties in conjunction with the street count. While the survey is not a federal requirement, it complements the PIT count as it provides valuable information concerning the plight of homeless persons in Jacksonville and the surrounding areas to ESHC, service
providers, and the community as a whole. Additionally, for the first time, the survey data was used to calculate a more accurate count of the homeless population. The survey was revised to replicate many of the variables collected by United Way and, by obtaining participants’ birth dates, CCI research staff were able to compare the survey data with HMIS data and discard any duplications.

While the street count was limited to the streets, the survey was conducted both on the streets as well as at many service agencies. More than 100 volunteers, primarily University of North Florida (UNF) students, staff, and faculty, ESHC members, and service providers, assisted with the count and survey. Individuals approached on the streets and at service agencies as potential survey participants were asked a series of questions to determine their housing status (see the Appendix for a copy of the survey). Anyone fitting the Florida Department of Children and Families definition of homelessness was asked to complete the survey. However, only participants qualifying as homeless under HUD’s definition are included in this report.

CCI staff sorted the United Way data by SSN and first and last names to eliminate any possible duplicates. Birth dates were also used to further eliminate duplication. Duplicates were found primarily based on SSN, some of which were entered incorrectly and therefore initially missed. Once the United Way was completely deduplicated, it was combined with count sheet and survey data. This data was then deduplicated based on birth date, names, sex, and race. Duplicates were analyzed to determine which data source was most complete and accurate. Most often than not the survey data was the more complete source and therefore those cases were saved while their duplicates were deleted.

Challenges

As stated in previous reports, estimating the extent of homelessness in any area is just that – an estimate. The complexity of issues surrounding homelessness creates obstacles in arriving at exact counts. Such issues stem from defining homelessness and the ways in which homeless individuals adapt to their situation. For instance, homeless persons are known to pool their resources together to temporarily rent hotel rooms and others may find temporary places to sleep with family members or friends. A number of homeless people also find shelter in the woods through makeshift camps, especially given the seasonably warm weather experienced in Northeast Florida. As explained, the majority of the estimates for the PIT count are arrived by the enumerations of service providers in the area; a relatively small proportion comes from street counts. As a result, individuals in the situations described above as well as many others are not seen nor counted during the point-in-time count.

Even with the safeguards in place, there is some risk of double counting individuals during the street count. The primary concern for duplicating numbers has been focused within downtown

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2 The primary differences between the HUD and DCF definitions are that under DCF’s definition, individuals who are “doubled up” or staying in a hotel/motel because they have no home are included.
Jacksonville (Zone 9), where service agencies are concentrated. To eliminate this concern, only individuals who were surveyed in Zone 9 were included in the count this year. Countered with the fact that there are portions of the population that go uncounted, it is unlikely that any duplication that may occur from the street count will significantly affect the overall count. Furthermore, it would be a great disservice to the homeless population to exclude those not receiving services from the count simply because of a slight possibility of double counting.

Another obstacle in obtaining an accurate count of the homeless population is the size of the area in which the census takes place. Jacksonville is one of the largest cities in the United States in terms of land mass, and to count a “hidden” population in such a large span is extremely difficult. Nassau, Clay, and Baker Counties experience challenges as well, particularly in the more rural areas.

It should also be noted that while the magnitude of homelessness is clear, the specific census results are subject to some variation across years. Weather, volunteer efforts, and data entry on the part of service agencies are variables affecting the numbers and the quality of the data collected. Recruiting a sufficient number of volunteers to cover all of the zones and training is crucial for gathering accurate and complete data.

Although the process continues to improve every year, significant concerns remain with the quality of data collected by the service agencies, particularly in regard to missing data variables. Quality service provider data is critical to the process given this data accounts for a great proportion of the count and is directly tied to funding. United Way staff continue to work with service providers to obtain thorough, accurate, and unduplicated data. Other steps have been taken more lately to assist service providers as well. For instance, CCI staff have assisted some service providers with data entry and database management. Additionally, as determined by the recently formed Data Task Force, pertinent data elements were made mandatory within the HMIS system.

Despite these challenges, the homeless counts are some of the most accurate data available and are vital to the process of understanding and addressing homelessness.
II. THE 2010 POINT-IN-TIME COUNT

Total

Using the data from United Way, surveys, and count sheets, it was estimated that 4,310 individuals (adults and children) were homeless in Duval, Clay, Nassau, and Baker Counties on January 25, 2010 (see Figure II-1). This year’s PIT count produced the largest result since at least 1992 and, as seen in Figure II-2, is a 19.9 percent increase from the previous point-in-time count. Additionally, there was a 27.8 percent increase in the United Way numbers alone. Supported by current economic conditions and the increased needs in services, the significant increase in the PIT numbers indicates another genuine rise in the number of homeless individuals.

Although the methods were altered this year with the inclusion of the survey as a count tool, precautions were taken to eliminate duplications. For example, birth dates were collected for the surveys and, unlike previous years, individuals encountered in Zone 9 were not included unless they had been surveyed to ensure they were not double counted (see Methods for a detailed explanation).

As previously mentioned, the PIT count totals are also somewhat affected by the extent of the volunteer effort to walk the streets and count homeless persons. As in the past, the ESHC, the Coalition for the Homeless of Nassau County, and Clay County worked diligently to coordinate the efforts of this year’s count and had numerous volunteers walk the respective counties. Despite these efforts, there were not enough zone commanders to cover all of the zones in Duval County.

Not surprising given the county populations, Duval County accounted for a vast majority of the total count. There were an estimated 4,105 homeless individuals in Duval County, 63 homeless persons counted in Clay County, 130 were accounted for in Nassau County, and 12 individuals were counted in Baker County.
Figure II-2

Point-In-Time Counts, 2003 - 2010

Source: United Way and ESHC Street Count
Note: 2003 - 2006-07 included Duval and Clay Counties; 2008 - 2009 included Duval, Clay, and Nassau Counties; 2010 included Duval, Clay, Nassau, and Baker Counties
Demographics

**Race/Ethnicity**

Previous results have consistently shown that blacks are overrepresented within the area’s homeless population. As seen in Figure II-3, the data from the 2010 homeless census shows that blacks comprised the majority of the homeless population (55.8 percent), despite only accounting for 26.4 percent of the total population of Duval, Clay, Baker and Nassau Counties combined. In addition, this is a significant increase when compared to the 2009 results.

The biggest difference from 2009 comes from those who identified as “other,” which includes American Indian / Alaskan Native, Asian, Native Hawaiian / Other Pacific Islander, Other, and multiple racial backgrounds. Only 1.9 percent of participants identified as other in 2010, as compared to 20.8 percent in 2009. A separate question related to Hispanic / Latino origin is collected, and found that 4.3 percent of the population was of Hispanic descent.

**Sex and Ages**

Generally males have represented the significant majority of the homeless population and the combined count data shows that almost three-fourths (71.8 percent) of the homeless population were males (n = 4,280). This is very similar to the findings of previous years.

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The ages of participants ranged from less than one year to 84 years of age, with a mean age of 43 years. A large majority (75.8 percent) of participants were between the ages of 26 and 55, while only 11.3 percent of respondents were under the age of 26 and 13.2 percent were over the age of 55 (Figure II-4). Homeless males tended to be older than their female peers. The mean age among males was 44, while the mean for females was 38. Again, these data are very similar to findings in 2009.

**Figure II-4**

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Percentage</th>
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<tr>
<td>Under 18</td>
<td>4.0%</td>
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<tr>
<td>18 to 25</td>
<td>7.3%</td>
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<tr>
<td>26 to 35</td>
<td>15.6%</td>
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<tr>
<td>36 to 45</td>
<td>25.0%</td>
</tr>
<tr>
<td>46 to 55</td>
<td>34.9%</td>
</tr>
<tr>
<td>56 to 65</td>
<td>11.8%</td>
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<tr>
<td>Over 65</td>
<td>1.4%</td>
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Source: United Way, Count Sheets, and Survey

**Marital and Family Status**

As in years past, the vast majority (86.3 percent) of participants (United Way and survey) were identified as being single, which included anyone not married at time of data collection. Also consistent with previous years, the large majority (85.8 percent) of survey respondents were not with other family

**Figure II-5**

**Family Status**

- Without family: 90.5%
- Other: 9.5%
- With family member other than children: 4.5%
- With children: 5.0%

Source: Survey
members (see Figure II-5). Of the survey respondents (n = 377), about one out of ten (9.5 percent) had a family member with them. Additionally, only five percent had at least one child with them, less than last year in which 10.5 percent had children with them.

Data collected on individuals encountered on the street, but not surveyed include family status as well; however, information regarding who they are with is not collected. It is interesting to note that one-quarter of those counted but not surveyed were in a family unit. Although such data is collected by United Way, not enough data were entered by agencies to be included in this analysis.

Education, Employment, and Income

Education

Education is a critical component of the social capital needed to secure stable jobs that pay a living wage. As seen in Figure II-6, 72.5 percent of survey respondents had achieved at least a high school diploma, which is comparable to past findings. This is less than the overall population of the area in which an average of 87.2 percent of those 25 and older have a high school education or more.4 Among the surveyed homeless individuals, 28.0 percent had completed some college; 3.3 percent of whom had obtained a Bachelor degree or higher.

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4 (Duval, 87.1; Clay, 89.9; Nassau 84.8) US Census. American FactFinder. http://factfinder.census.gov/home/saff/main.html?_lang=en
Employment

While education is closely related to employment status, residents across the US have experienced a declining economy and increasing unemployment over the past couple of years. As of August 2010, unemployment rates in the Jacksonville metropolitan area were approaching 12 percent. However, as survey data shows, the homeless population in Duval, Clay, and Nassau Counties was much more likely to be unemployed than the overall population. As shown in Figure II-7, approximately 85 percent of the homeless individuals surveyed were unemployed at the time of the survey. The majority (9.3 percent) of respondents who were working had either a temporary or seasonal jobs, while four percent were employed part-time and only 2.1 percent were employed on a full-time basis.

As seen in Figure II-8, the unemployment rate among the homeless population has been steadily increasing over the past couple years and is considerably higher than it was in 2001. In fact, the percentage of those unemployed increased 19 percent between 2008 and 2010 and has doubled since 2001.

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“'It’s hard to find a job because I don’t speak English.'” – Homeless male in Jacksonville

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Note: Temporarily and seasonally were collapsed into part-time employment in 2010.

**Income**

Not surprising given the percentage of homeless individuals who are unemployed, just over half (51.5 percent) of the survey participants claimed to have made less than $1 over the past 30 days (see Figure II-9). This is a slight increase from last year’s results. Again, this is not unexpected considering the increasing percentage of unemployment among the homeless population.

When questioned about their sources of income, respondents provided some interesting responses. While over half (51.5 percent) of respondents claimed to have less than $1 in income over the past 30 days, only 37.4 (see Figure II-10) percent of respondents claimed they had no source of income. However, those who claimed no source of income did comprise the most cited response to this question.
As seen in Figure II-10, the second most commonly cited source of income was “other.” Thirteen percent of the survey participants claimed to have an earned income, which is consistent with the percentage of those who were working at the time of the survey. Less than one out of ten participants (8.8 percent) was receiving Social Security Disability Insurance and 4.5 percent were getting Supplemental Security Income.

Experiences with Homelessness

Time Spent Homeless

As seen in Figure II-11, 59.8 percent of United Way and survey participants were experiencing their first period of homelessness within the past three years. This is slightly higher than last year, but may be due to the inclusion of United Way data. Additionally, the percentage of participants who were homeless for the fourth or more time was lower this year at 13.8 percent.

As previously discussed, United Way, count sheets, and survey data were combined for the PIT analysis for the first time this year. While many of the results were similar between the data sources, the length of...
time currently spent homeless varied significantly between United Way and survey data. This is possibly due to the fact that United Way data is collected at point of service entry and not necessarily the date of the PIT.

The survey data produced results similar to last year. Almost three out of four of the participants claimed to have been homeless for over three months, with slightly over half (51.9 percent) being homeless for one or more years (see Figure II-12). Twelve percent had experienced homelessness for less than a month.

United Way results were much different and almost inverse of the survey findings. Nearly two-thirds of the United Way participants reported being homeless for less than one month. Furthermore, only 10.8 percent of the United Way participants had been homeless for a year or more compared to 51.9 percent of the survey participants. Again this difference may be due to the data collection methods used for United Way data.

**Figure II-12**

![Length of Time Homeless](image)

**Transient and Resident Homeless Individuals**

Many stereotypes identify the homeless as a transient population, but the census has consistently disproved this stereotype. The data from this year’s survey is almost identical to last year with over three-fourths (76.7 percent) of respondents reporting they have been in their respective counties for at least one year (see Figure II-13). Thirteen percent of respondents had spent three months or less in their current county.

“I grew up here.” – *Homeless male in Jacksonville*
Reasons for Homelessness

The primary reasons given by the homeless for their current condition of homelessness offered some interesting developments. Similar to last year’s survey results, employment or financial reasons were the most cited reasons among the United Way and survey participants. As seen in Figure II-14, half of the participants chose this as the principle cause for their current living situation. This is not surprising given the high rate of unemployment (84.6 percent) among the homeless population. Furthermore, the average rent for a one bedroom apartment in Baker, Clay, Duval and Nassau counties is $714. With that in consideration, less than one in seven survey respondents made enough money to pay rent for an average one bedroom apartment.

The second most often identified reason was housing issues at 24.6 percent. This is contrary to last year’s results in which housing ranked fifth with just 8.8 percent. However, this difference is primarily due to the responses between the United Way and survey participants. While most of their reasons were comparable, they differed significantly in regards to housing and

Figure II-14

Primary Reason for Homelessness
(n = 3,123)

Source: United Way and Survey
family issues. United Way participants were more likely to identify housing issues than survey participants, while a larger percentage of survey participants chose family problems as the primary cause of their homelessness than United Way participants.

Medical or disability problems were a primary reason for 17.9 percent of the participants. Only a few people felt that recent immigration or a natural or other disaster was the cause of their homelessness.

**Chronically Homeless Individuals**

According to HUD’s definition, chronically homeless individuals 1) have a disabling condition, 2) are unaccompanied, 3) are staying in a shelter or on the streets, and 4) have been homeless four or more times in the past three years or are currently homeless one year or longer.\(^6\) While HMIS data elements are collected for this definition, there was insufficient family data collected. As a result, the percentage of chronically homeless is that of survey respondents. Using HUD’s definition, 30.1 percent of homeless individuals surveyed this year were considered chronically homeless (n = 372). This is quite alarming as it is approximately twice the percentage found in the past few years.

**Alternative Definitions of Chronically Homeless**

In the past, members of the Emergency Services and Homeless Coalition of Jacksonville (ESHC) have expressed that they would define chronically homeless differently than HUD. A less complex definition identified by some members of ESHC would simply include anyone experiencing homelessness on a long-term basis or multiple times (i.e. four or more times in the past three years or currently being homeless for one year or more). This accounts for 61.9 percent of those surveyed. Another definition suggested could include those who 1) have a disabling condition, 2) are staying in a shelter or on the streets, and 3) have been homeless four or more times or currently homeless one year or longer. Thus, whether one was unaccompanied would not be a factor in this circumstance. Using this definition, 32.9 percent of the survey respondents would be considered chronically homeless.

**Other Life Experiences**

**Military Service**

The survey has consistently found that approximately one-fourth of the area’s homeless population has served in the US military. The survey data from this year showed a similar trend, with 24.7 percent of respondents having served in the military. However, as seen in Figure II-15, only 15.7 percent of United Way participants served in the military. While one reason for the differences may be that this variable is not consistently collected by all service providers, the underlying explanation is relatively unknown at this time.

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**Foster Care**

Research has shown that individuals who come from foster care are more likely to be vulnerable to homelessness, due in part to the lack of familial and social supports, especially in times of crisis. Fifteen percent of survey participants were previously in foster care, which is a slight increase from previous years (n = 373).

**Domestic Violence**

This year, the survey included a question about domestic violence. Approximately one-fifth (20.5 percent) of the survey participants identified themselves as a survivor or victim of domestic violence (n = 371).

**Disabling Conditions**

Low-income individuals and homeless persons, in particular, are known to struggle with a number of health related issues, more so than the general population. These populations suffer from problems such as higher incidences of communicable diseases, mental health problems, substance abuse concerns, and dental issues. While the cause and effect mechanism (which came first) may not be clear, it is evident that these are debilitating circumstances for people on the street. HUD has identified particular conditions as disabling: physical, developmental, mental, substance abuse, and HIV/AIDS.

As seen in Figure II-16, this data is presented by data source, because the data collection and results varied based on source. While survey participants can select multiple conditions, participants in the United Way database were primarily restricted to one condition. A few participants with multiple conditions are labeled as “dual diagnosis.” Additionally, “other” was a category within the United Way. As a result, only participants with identifiable conditions were included in the analysis.
Identical to last year’s survey results, nearly one-third (32.6 percent) of the survey participants claimed to have a physical disability, the most often cited disabling condition among these participants. This is compared to only 8.9 percent of the United Way participants. Over one out of five (21.8 percent) survey participants claimed to have a mental health issue and only 3.4 believed they had a developmental disability. While these percentages are higher than those of the United Way participants, they are lower than previous survey years. Differences between years may be due to changes to the survey questions.

Unlike the other conditions, substance abuse and HIV/AIDS were concurrent between the two datasets. About one out of six participants had a substance abuse problem and approximately one percent was HIV/AIDS positive. These percentages are lower than last year’s survey results, possibly due to changes to the survey questions.

Survey participants were also asked whether or not they were receiving treatment for their individual disabilities. The percentage of those getting treatment varied upon the condition. While almost half of those inflicted with a physical (43.5 percent) or mental health (47.0 percent) condition were receiving treatment, fewer participants were getting assistance for developmental (23.1 percent) or substance abuse (30.5 percent) issues. Additionally, one out of the four of the survey participants who had HIV/AIDS was receiving treatment for the disease.

**Figure II-16**

Disabling Conditions by Data Source

<table>
<thead>
<tr>
<th></th>
<th>United Way (n = 2,436)</th>
<th>Survey (n = 380)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical</td>
<td>32.6%</td>
<td>8.9%</td>
</tr>
<tr>
<td>Mental</td>
<td>21.8%</td>
<td>9.2%</td>
</tr>
<tr>
<td>Developmental</td>
<td>0.8%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Substance Abuse</td>
<td>17.3%</td>
<td>3.4%</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>15.5%</td>
<td>1.5%</td>
</tr>
<tr>
<td></td>
<td>1.1%</td>
<td></td>
</tr>
</tbody>
</table>

Note: United Way data and survey disabling conditions are collected differently. While survey participants can select multiple conditions, participants in the United Way database were primarily restricted to one condition.
Assessment of Needs

To better serve those who are experiencing homelessness, the survey asks participants to name the top three services that they or their family need most. Since survey respondents were able to select more than one service the percentages do not total 100 percent.

Not surprisingly, the majority of respondents (85.6 percent) cited housing or shelter as the most important need (Figure II-17), which is consistent with 2009 findings. Some needs were specific such as “we need a 24-hour shelter” or “Jacksonville needs more shelters for women to wash and store clothing.” While housing remained the number one need of respondents, the distribution of the other needs changed from 2009. Reflective of the economy, employment was the second most commonly cited need by the respondents at 60.5 percent compared to 38.5 percent last year. Employment was followed by medical needs (46.0 percent) and food (39.1 percent). “Other” needs were varied such as “an ex-offender program” or a “DCF office for food stamps downtown.”

Figure II-17

Top 3 Needs
(n = 215)

Source: Survey
III. JACKSONVILLE BEACHES

This section presents a more in-depth description of the homeless persons surveyed at Jacksonville Beach, Neptune Beach, and Atlantic Beach in an effort to understand the conditions facing homeless persons in the “Beaches” communities. The Beaches area offers, in many ways, a very different atmosphere for homeless persons than the Downtown area where many people were surveyed. First, the Beaches area does not have a regular overnight shelter for homeless persons. Several churches provide the only overnight accommodations on a rotating basis when the temperature is 40 degrees or lower, which only occurs a few nights each winter. This is reflected in the places the different homeless populations sleep at night. Indeed, virtually all (95.2 percent) of the Beaches survey participants slept somewhere not meant for habitation compared to approximately one-third of the overall individuals surveyed. The second feature unique to the Beaches area is that it is 18 miles from Downtown, which inhibits many homeless at the Beach from taking advantage of medical and other services offered by providers in the Downtown area. It should be noted however, that the Beach communities have recently experienced an increase in services for the homeless including a new free health clinic and an outreach program.

The following information was gathered through United Way, count sheets and surveys (see discussion of methodology in the Overview and Methods section). The count and survey were conducted at various street and wooded locations throughout the Beaches area as well as at the Mission House in Jacksonville Beach. Hope Team staff aided in the efforts to help identify potential homeless individuals and to determine the likelihood of them visiting Mission House later in the day.

Point-In-Time Count

Total

There were 269 individuals counted at the Beaches including United Way, count sheets, and surveys. This represents a decrease of 31.2 percent from last year’s PIT. Other than demographics, many of the data elements were not collected for Beaches individuals in the United Way data. As a result, much of the following data are results from survey participants.

Demographics

Race/Ethnicity

The racial composition of the homeless population at the beaches is much different than the racial composition of the overall homeless population. As seen in Figure III-1, whites comprised just over three-fourths (76.1 percent) of the homeless population at the beaches, compared to only approximately 42 percent overall. Six percent of respondents were identified as Hispanic (n = 150).
Sex and Age

There was an overwhelming majority of males, than females in the beaches area. In fact, similar to last year, 81.6 percent of the participants were male (n = 269).

Ages of United Way and survey participants at the beaches ranged from 2 to 76 with a mean of 43. As seen in Figure III-2, the majority of participants (73.8 percent) were in the range of 26 to 55, with one-third being 46 to 55 years old. Females tended to be much younger than males with a mean age for 34 compared to 45 among males.
Marital and Family Status
The marital and family status of participants at the beaches was very similar to that of the overall homeless population. The vast majority of survey participants were single (88.1 percent) and did not have any family members with them at the time of the survey (n = 42). As seen in Figure III-3, 4.7 percent of the beaches survey participants had children with them at the time of the survey.

Education, Employment, and Income

Education
Educational attainment for the homeless population at the beaches varies somewhat from the general homeless population. As seen in Figure III-4, 69.2 percent had achieved at least a high school diploma. Of the survey respondents at the beaches, only about eight percent (7.7 percent) had completed at least some college, compared to approximately 25 percent in the overall homeless population.

Employment
Similar to last year, the unemployment status of homeless individuals at the beaches is higher than the overall homeless population. The vast majority (90.5 percent) of respondents were not employed at the time of the survey. As seen in Figure III-5, many of the respondents who were employed at the time of the survey had temporary jobs.
Income

Like the overall homeless population, about half (48.5 percent) of the survey respondents at the beaches made virtually no money the month prior to the survey (see Figure III-6). Approximately one-fourth of respondents (24.3 percent) made $251 or more. Beaches respondents tended to earn less money this year in comparison to last year. Whereas approximately one-quarter of the respondents claimed to have earned over $500 last year, only 15.2 percent claimed to earn the same amount of money this year.

“Other” was the most frequently cited source of income among respondents from the beaches. Beyond “other” sources of income, relatively few respondents cited a different source of income. Earned income only represented a small percent (7.1 percent) of the sources of income for homeless individuals at the beaches (see Figure III-7), not surprisingly because of the extremely high rate of unemployment. Furthermore, common forms of income assistance were received by few respondents. For instance, only 7.1 percent or three participants claimed to receive Social Security Disability Insurance, Supplemental Security Income, and general assistance each.
Experiences with Homelessness

Time Spent Homeless

When compared with the survey results from the overall homeless population, the respondents from the beaches experienced somewhat shorter lengths of homelessness than the overall homeless population. Forty-three percent of the beaches respondents were currently experiencing homelessness at least one year, compared to 51.9 percent of the overall homeless individuals surveyed (see Figure III-8).

The distribution of the number times homeless in the past three years is similar to past years. However, when compared to the overall homeless population, individuals at the beaches tended to experience episodes of homelessness more frequently. For instance, 22.5 percent of the survey respondents at the beaches had been homeless at least four times in the past three years compared to 13.8 percent of the overall homeless (see Figure III-9).
Transient and Resident Homeless Individuals

Beaches respondents were more likely to have been in the county for less than a year than last year and in comparison to the overall homeless population. Still, only about one out of ten had been in Duval County for less than a month and a majority (59.5 percent) had been in the area for one year or more (see Figure III-10).

Reasons for Homelessness

As seen in Figure III-11, almost half (48.7 percent) of the beaches respondents cited employment or financial problems as the reason they were experiencing homelessness, which is reflective of the overall homeless individuals. This was followed by a tie between medical and family problems, both of which were cited by 18 percent of respondents.
Chronically Homeless Individuals

Over one-quarter (26.2 percent) of the survey participants at the beaches were deemed chronically homeless compared to 30.1 percent of the overall population (n = 42). These results are virtually identical to those in 2009.

Other Life Experiences

Military Service

Among the survey respondents from the beaches, more than one out of four (31.0 percent) had previously served in the US military (n = 42). This is a decrease from 2009, in which 39 percent of beaches respondents had served in the military.

Foster Care

Homeless individuals from the beaches were about as likely as the general homeless population to have been in foster care. Eighteen percent of the beaches survey respondents experienced foster care (n = 40), compared with 15 percent of overall respondents.

Domestic Violence

More than one in four (26.2 percent) homeless individuals from the beaches identified themselves as a victim or a survivor of domestic violence (n = 42). This is slightly higher than the overall homeless population of 20.5 percent.
Disabling Conditions

Over half (54.8 percent) of the beaches survey respondents felt they had a disabling condition (n = 42). Physical disability was the most often cited disability by far at 40.5 percent (see Figure III-12). Twelve percent of the participants claimed either mental health or substance abuse. No one claimed to be HIV/AIDS positive at the beaches. Some of the disabled participants were receiving treatment for their condition. Six (35.3 percent) survey respondents were receiving treatment for his / her physical disability, two (40.0 percent) were being treated for his / her mental health problem, one (33.3 percent) was getting treatment for a developmental disability, and one (20.0 percent) was obtaining substance abuse treatment.

Assessment of Needs

Similar to the results found with the overall homeless population, the most often cited needs were housing, jobs, medical, and food. As seen in Figure III-13, more than three out of four (78.0 percent) of the beaches survey participants identified housing as a top need and nearly half (48.8 percent) listed job. Medical and food were each cited by 29.3 percent.

“The amount of people is multiplying greatly. There really needs to be a shelter at the beach.” – Homeless female in Jacksonville Beach
IV. CLAY COUNTY

This section of the report is an analysis of the data collected from homeless individuals in Clay County. Like the Beaches, the demographics, geography, and services of Clay County differ from its larger neighboring county, Duval. Analyzing the Clay County data separately provides a clearer picture of the homeless population in that area. This part of the report presents the results from United Way, as well as the count sheets and surveys from the PIT count.

Point-In-Time Count

Total

A total of 63 homeless individuals were enumerated for the PIT count using data from United Way, count sheets, and surveys (see Figure IV-1). This is ten more individuals than last year (18.8 percent increase). It is important to note that there was a more organized and concerted effort to count and survey the homeless on the streets this year. Like Duval and Nassau Counties, Clay County was partitioned into zones and teams conducted the street count and survey.

Demographics

Race/Ethnicity

The homeless population in Clay County has been predominantly white and the trend continued this year with whites comprising 82.5 percent (see Figure IV-2) of respondents. Interestingly, one out of ten participants were identified as an “other” race, which is similar to last year but much higher than the overall homeless population. Black participants counted for 7.9 percent of those counted in Clay County and 6.5 percent of participants were Hispanic (n = 63).
Sex and Age

As with the general population, males comprised the majority in the homeless population of Clay County, accounting for 72.1% of the participants (n = 61).

Ages of participants ranged from five to 67 with a mean of 44. Ages of participants in Clay County were somewhat similar to the overall population. However, there were significantly more participants in Clay County who were over 55. Approximately thirteen percent of participants in the overall homeless population were over 55, while in Clay County almost thirty percent (29.6 percent) of participants were in the same age group (see Figure IV-3). In Clay County as with the overall homeless population, males (mean 47) tended to be older than females (mean 30).

Marital and Family Status

A vast majority (89.7 percent) of United Way and survey participants in Clay County were not married at the time of the survey (n = 39). This is comparable to findings in the overall homeless population. Furthermore, virtually all (91.5 percent) of survey respondents were not currently with other family members. As seen in Figure IV-4, only 2.8 percent had children with them at the time of the survey.
Education, Employment, and Income

Education

The educational attainment of the homeless population in Clay County is relatively reflective of the overall homeless population. As seen in Figure IV-5, 72.7 percent of the survey respondents had obtained a high school diploma or more, while approximately one in four (24.3 percent) respondents had received at least some college education. It is interesting to note that 6.1 percent of Clay County respondents attained an advanced degree compared to less than one percent of the overall homeless population.

![Figure IV-5](image)

**Educational Attainment, Clay County**

(n = 33)

Source: Survey

Employment

As seen in Figure IV-6, the majority (88.5 percent) of Clay County survey respondents were unemployed, which is comparable to results from 2009. Only 2.9 percent were working full-time.

![Figure IV-6](image)

**Employment Status, Clay County**

(n = 35)

Source: Survey

Income

Almost half (46.4 percent) of the Clay County survey participants had received less than $1 in the past 30 days (see Figure IV-7). Furthermore, the vast majority (82.1 percent) of the respondents made less than $250. As seen in
Figure IV-8, beyond “other” sources of income, earned income was the most often cited at 11.4 percent. Other forms of income included Social Security (8.6 percent) and Social Security Disability Insurance (5.7 percent).

**Experiences with Homelessness**

**Time Spent Homeless**

Clay County participants were more likely to have been homeless one year or longer than the overall homeless participants. As seen in Figure IV-9, 83.8 percent of Clay County United Way and survey participants had been homeless for at least one year compared to 52 percent of the overall group. This is also a larger percentage compared to Clay County respondents in 2009 (35.0 percent).
While Clay County United Way and survey participants tended to have been homeless longer, they had fewer episodes of homelessness over the past three years. As seen in Figure IV-10, the overwhelming majority (78.4 percent) of respondents this year have experienced homelessness only once in the past three years in comparison to one-third of the respondents in 2009 and 59.8 percent of the overall participants this year.

**Figure IV-9**

**Length of Time Homeless, Clay County (n = 37)**

<table>
<thead>
<tr>
<th>Time</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 to 3 Months</td>
<td>2.7%</td>
</tr>
<tr>
<td>More than 3 Months, but Less than 1 Year</td>
<td>8.1%</td>
</tr>
<tr>
<td>1 Year or More</td>
<td>83.8%</td>
</tr>
</tbody>
</table>

Source: United Way and Survey

**Figure IV-10**

**Number of Times Homeless in Past Three Years, Clay County (n = 37)**

<table>
<thead>
<tr>
<th>Times</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Time</td>
<td>78.4%</td>
</tr>
<tr>
<td>2-3 Times</td>
<td>8.1%</td>
</tr>
<tr>
<td>4 or more</td>
<td>13.5%</td>
</tr>
</tbody>
</table>

Source: United Way and Survey

**Transient and Resident Homeless Individuals**

Similar to both the overall homeless population and past results, the majority of respondents in Clay County are not transient, as stereotypes may suggest. As seen in Figure IV-11, over ninety percent (91.4 percent) of survey respondents have resided in Clay County for at least one year.
Reasons for Homelessness

Reflective of the overall homeless population, the most often identified reason for homelessness among Clay County United Way and survey participants was employment or financial. Indeed, over two-thirds (67.6 percent) of the participants felt these were the primary reasons of their current experience with being homeless (see Figure IV-12). Unlike the overall homeless population however, very few individuals felt that housing was the primary cause of their situation. Clay County participant’s, like the beaches participants, cited medical or disability problems as the second most frequent cause of homelessness. While these problems were ranked second ranked, only 14.7 percent identified them. Very few individuals felt that natural disasters were the primary reason for their situation.

Figure IV-12

Primary Reason for Homelessness, Clay County 
(n = 34)

Source: United Way and Survey
Chronically Homeless Individuals

Over one-third (37.1 percent) of the survey respondents in Clay County were considered chronically homeless (n = 35). This is slightly higher than the overall homeless population, in which only 30.1 percent of respondents were considered chronically homeless.

Other Life Experiences

Military Service

In Clay County, 30.6 percent of United Way and survey participants had served in the military (n = 39). The level of prior military service has doubled since 2009, in which only 15.0 percent of respondents reported serving in the military.

Foster Care

Six (17.1 percent) of the Clay County survey respondents had previously lived in a foster care situation (n=35).

Domestic Violence

The percentage of homeless individuals who were victims or survivor of domestic violence in Clay County is comparable to the overall homeless population. Twenty-three percent of survey respondents were victims or survivors of domestic violence (n = 35), compared to 20.5 percent in the overall homeless population.

Disabling Conditions

Just over one-third (35.9 percent) of United Way and survey participants in Clay County claimed to have at least one disabling condition (n = 39). This is lower than last year in which over half (52.4 percent) of survey respondents had one or more disabling conditions. Like the overall homeless population, physical disability was the most common at 22.9 percent (see Figure IV-13). Substance abuse (17.1 percent) and mental health (14.3 percent) issues were other conditions experienced by the Clay County participants. While no one was HIV/AIDS positive last year, one (2.9 percent) claimed to have the disease this year. He was receiving treatment for the disease. Other individuals getting assistance for this condition included one for a physical disability and one for a mental health issue.

“I’m hiding from an abusive ex that pays no support. I’m unable to work because I can’t afford or get childcare.” – Homeless female in Clay County
Assessment of Needs

When participants were questioned about what services they or their families needed most, the responses differed significantly from those of the overall homeless population. As seen in Figure IV-14, a great majority (85.3 percent) of respondents from Clay County felt that they or their families needed medical services and nearly two-thirds (64.7 percent) identified food as a top need. While medical services and food were most frequently cited by individuals from Clay County, responses from the overall homeless population showed that medical services and food ranked below housing and job needs. This data exhibits the unique circumstances that homeless individuals face in Clay County.
V. NASSAU COUNTY

This section of the report is an analysis of the data collected from homeless individuals in Nassau County. Again, this county differs from Duval County in terms of demographics, geography, and services and examining county data independent of the larger sample allows for a more accurate account of the homeless population. This part of the report covers the results from the Nassau County point-in-time count and survey (see discussion of methodology in the Overview and Methods section).

Point-In-Time Count

Total

One hundred-thirty homeless individuals were identified for the PIT count in Nassau County using United Way, count sheets, and surveys (see Figure V-1).

Demographics

Race/Ethnicity

Like the Beaches and Clay County, a majority of homeless population were white. In Nassau County, approximately two-thirds of the individuals from the PIT count were white while 35 percent were Black (see Figure V-2). Still, Blacks are overrepresented within the homeless population compared to the estimated 2010 overall Black population of 7.2 percent.7 Just under four percent (3.6 percent) of the homeless population were identified as Hispanic / Latino.

---

Sex and Age

Just over half (54.6 percent) of the homeless population in Nassau County were males. Ages of the participants identified by United Way and surveyed on the street ranged from under one year to 79 years old with a mean age of 37. As seen in Figure V-3, nearly 40 percent were under the age of 18, creating a lower mean age compared to the overall population. One out of five of the participants was between 46 and 55. Like the overall population, males tended to be older than females with mean ages of 41 and 32, respectively.

![Figure V-3](image)

Marital and Family Status

While marital status was missing for many of the United Way participants, it was gleaned that a great majority (80.5 percent) of the United Way and survey participants were single. Similarly, over three-fourths of the survey participants did not have any family members with them (see Figure V-4). Of those who were with family members, five individuals (16.6 percent) had at least one child with them.

![Figure V-4](image)
Education, Employment, and Income

Education

A majority of the Nassau County survey respondents had at least a high school diploma at 83.3 percent (see Figure V-5). This is slightly less than the overall population of county residents 25 years and older (84.8 percent).\footnote{Education data obtained from: US Census. American FactFinder. http://factfinder.census.gov/home/saff/main.html?_lang=en}

Employment

A larger percentage of Nassau County participants were working compared to the overall homeless population. Similar to last year, 30.0 percent of the survey participants in Nassau County were employed at the time of the survey (see Figure V-6). However, only 6.7 percent had a full-time job, while the others were working part-time, seasonally, or temporarily.

Somewhat similar to the overall homeless population, just over half of survey respondents in Nassau County had an income over one dollar the month prior to the survey. As seen in Figure V-7, approximately 35 percent of respondents had received more than $500 in during the same period of time. Earned income and Social Security Income were the most common sources of income at 13.8 percent (see Figure V-8). Few participants received other forms of income such as TANF and Veteran’s and job pensions.

**Figure V-7**

**Income, Nassau County**

(n = 23)

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $1</td>
<td>47.8%</td>
</tr>
<tr>
<td>$1 - $250</td>
<td>13.0%</td>
</tr>
<tr>
<td>$251 - $500</td>
<td>4.3%</td>
</tr>
<tr>
<td>$501 - $1,000</td>
<td>30.4%</td>
</tr>
<tr>
<td>$1,001 - $2,000</td>
<td>4.3%</td>
</tr>
</tbody>
</table>

Source: Survey

**Figure V-8**

**Source of Income, Nassau County**

(n = 29)

<table>
<thead>
<tr>
<th>Income Source</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>TANF</td>
<td>3.4%</td>
</tr>
<tr>
<td>Veteran’s Pension</td>
<td>3.4%</td>
</tr>
<tr>
<td>Job Pension</td>
<td>3.4%</td>
</tr>
<tr>
<td>SSA</td>
<td>6.9%</td>
</tr>
<tr>
<td>Other</td>
<td>10.3%</td>
</tr>
<tr>
<td>SSI</td>
<td>13.8%</td>
</tr>
<tr>
<td>Earned Income</td>
<td>13.8%</td>
</tr>
<tr>
<td>None</td>
<td>27.6%</td>
</tr>
</tbody>
</table>

Source: Survey
Experiences with Homelessness

**Time Spent Homeless**

This was the first episode of homelessness in the past three years for nearly 60 percent of the Nassau County participants (see Figure V-9). Just over ten percent of the United Way and survey participants had been homeless at least four times during the same period of time. Nassau County participants tended to have been homeless for a longer period of time when compared to last year. As seen in Figure V-10, 42.4 percent had been homeless for at least a year. Less than one out of ten had been experiencing homelessness for less than one month.

**Figure V-9**

*Number of Times Homeless in Past Three Years, Nassau County (n = 44)*

- 59.1% for 1 Time
- 29.5% for 2-3 Times
- 11.4% for 4 or more

Source: United Way and Survey

**Figure V-10**

*Length of Time Homeless, Nassau County (n = 33)*

- 9.1% for Less than 1 Month
- 30.3% for 1 to 3 Months
- 18.2% for More than 3 Months, but Less than 1 Year
- 42.4% for 1 Year or More

Source: United Way and Survey
Transient and Resident Homeless Individuals

Similar to the overall participants, about three out of four Nassau County survey participants had been in the county for at least one year (see Figure V-11). Only 3.4 percent had been in the county for less than a month.

Reasons for Homelessness

The most often cited reason for homelessness among the survey participants in Nassau County was employment or financial. Approximately 60 percent of the participants selected this reason. Almost one out of five (18.2 percent) participants claimed a housing issue was the reason while 9.1 percent cited medical / disability or family problems each (see Figure V-12).
Chronically Homeless Individuals

Seventeen percent of Nassau County survey participants were deemed chronically homeless by HUD’s definition (n = 29). While this is less than the overall participants, it is a much larger percentage compared to results from last year of 4.5 percent.

Other Life Experiences

Military Service

Similar to last year, 22.2 percent of the Nassau County United Way and survey participants (n = 45) have served in the US military.

Foster Care

Reflective of the overall participants, 13.8 percent of the survey participants (n = 29) had been in foster care at some point during their childhood.

Domestic Violence

Seventeen percent of the survey participants (n = 29) were a victim or survivor of domestic violence.

Disabling Conditions

Nassau County participants were less likely to have claimed a disabling condition than the overall participants. Thirty-eight percent of the United Way and survey participants (n = 48) had a disability compared to 47.0 percent of all participants. United Way participants were largely permitted to select one condition, while survey participants could identify multiple. The two United Way participants with a disabling condition had a mental health and physical disability. The survey participants’ disabilities are presented in Figure V-13. Physical disabilities were most often cited at 43.3 percent, followed by mental health at 16.76 percent. No one acknowledged to being HIV/AIDS positive. Eight individuals (61.5 percent) were receiving treatment for their physical disability and two (40.0 percent) were being treated for their mental health issues.

“I can’t get medical treatment because I don’t have insurance.” – Homeless male in Nassau County
Assessment of Needs

Similar to the overall participants, survey participants in Nassau County most often identified housing as a top need. As seen in Figure V-14, over 70 percent selected it as a need. Food, job, and medical were other cited needs. Money was not as common at 28.6 percent.
VI. CONCLUSIONS AND RECOMMENDATIONS

The 2010 homeless point-in-time count indicated another significant overall increase in the number of homeless individuals residing in the area, a trend since 2006-07. The PIT count increased 19.9 percent from the previous year and is the largest count produced since at least 1992.

While improved methods may have some bearing on the PIT increase, ESHC and CCI felt the modifications were necessary in order to conduct a street count and include individuals who do not access services, an important subpopulation of the homeless. Multiple steps were taken to decrease the chance for duplication. For example, birth dates were collected on the surveys to use as a unique identifier in the deduplication process.

Another significant change to the PIT count this year was limiting those enumerated in Zone 9 (mostly Downtown Jacksonville) to only those who were surveyed to further eliminate duplication. Not surprising, surveys conducted at Jacksonville service agencies and in Zone 9 were the most likely to be duplicates than were other survey locations. Approximately 40 percent of the surveys collected in these areas were duplicates, primarily of United Way cases. With that said, the survey data was almost always more complete than the data provided by United Way. In those cases, it was the United Way case that was deleted from the dataset. As a result, it is recommended that these methods be followed for the next count and that the ESHC continue to survey at the agencies and in Zone 9. It is also suggested that the methods be reconsidered occasionally based upon the quality of the agency data managed by United Way.

In addition to currently providing more complete data, the survey provides a more accurate picture of homelessness population than is typically perceived by the general public. This is an invaluable resource, because too often unsubstantiated stereotypes can unintentionally harm homeless individuals. For example, the prevalent stereotype that homeless individuals are transient may hinder support for valuable services that would greatly assist these individuals. When actuality, as the survey data has consistently shown, the overwhelming majority of participants have been in their respective counties for over one year. This type of information can serve an important purpose in gaining a better understanding of homelessness, which in turn can create a larger support base for services that would benefit the homeless population.

Understandably, the PIT requires tremendous time and energy, including a large number of volunteers who can cover expansive areas of the community. The cooperation of those from the homeless population and those familiar with these citizens is also important in order to capture a more accurate picture of the local homeless population. While a difficult task, it is recommended that such efforts be continued in order to maximize the funding available to assist homeless individuals and families in this area. It is also important to emphasize the need
Unfortunately, issues regarding the accuracy and thoroughness of the HMIS data remain a concern. The count provides valuable information for the ESHC in understanding and assisting the local homeless population and HMIS has significant potential to provide a wealth of information. For example, the data could move beyond basic descriptive information and could be used to examine the services received, how long clients remain in the system, and outcomes. Furthermore, individual agencies could utilize the data to tailor their programs specifically to their clients and to obtain sustainable funding. Although agencies continue to improve their data collection skills, problems, such as missing and incomplete data, remain. Most importantly, comprehensive and accurate data not only benefit ESHC, but are mandatory for HUD funding.

For these reasons, it is recommended that the ESHC continue to stress the importance of data quality and provide training and technical assistance to local agencies. The recently formed Data Task Force has taken steps to improve data collection among the service agencies. For example, United Way staff have begun conducting audits to examine individual agency data collection issues and to provide necessary assistance. Upon the recommendation of the Data Task Force, the HMIS manager has also made a number of data elements mandatory in the HMIS system. In addition, CCI staff have assisted some agencies in data entry and managing their databases. With these changes and continued persistence, it is likely that the data quality of agencies will improve.

The success of ESHC and service agencies are especially important in these uncertain economic times. Foreclosure and unemployment rates continue to plague many residents across America. Indeed, Florida ranked third in foreclosure rates among the United States in 2009. Additionally, the 2009 annual unemployment rate for the Jacksonville metropolitan area was a staggering 10.0 percent compared to 5.8 in 2008.

The economic climate has also been felt among the service providers who have witnessed increasing needs over the past couple of years on limited budgets. For instance, Second Harvest Food Bank in Jacksonville experienced a 36 percent increase in food distribution

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between 2008 and 2009.\textsuperscript{11} The recommendation that ESHC agencies collaborate and strategize to prevent unnecessary duplication of services and utilize the scarce resources most efficiently remains relevant and critical.

Needless to say, the ESHC is much needed in our community, particularly so in times of widespread financial insecurity. As long as the economy remains unstable, service providers will inevitably continue to see increased need for their services as more households teeter on the edge of homelessness.

\textsuperscript{11} Harding, A. Second Harvest: A Re-tooled Organization Ready to Take on Hunger Challenges. \url{http://jacksonville.com/opinion/blog/401574/abel-harding/2010-08-11/second-harvest-re-tooled-organization-ready-to-take-hunger}
VII. ACKNOWLEDGEMENTS

The entire homeless count and survey project entails a great deal of coordination and work. It is a project in which a great number of people and organizations must collaborate with one another in order to obtain successful results. To this end, sincere gratitude is extended to all of those involved in the process. Appreciation goes out to all of the service providers who provided the number and data of the people they have served. A special thank you also goes to the staff at United Way of Northeast Florida for their work and dedication to obtaining and assuring the accuracy of the count data. Those who walked the streets, primarily ESHC members and volunteers, in order to count unsheltered individuals for the point-in-time count are also greatly appreciated. Neither this report nor future grants and funding would be possible without these counts.

The survey, another integral part of the homeless survey project, also involved a concerted effort from a variety of organizations. With the help of well over 100 survey volunteers, we are able to better understand the lives, the struggles, and the needs of the homeless population in our communities. Thank you to all of the UNF students, faculty, and staff, ESHC members, service providers, and volunteers who made it all possible.
### VIII. APPENDIX

ESHC of Jacksonville, Inc. 2010 Annual Homeless Point-In-Time Count

**1. Do you have a regular place to stay right now?**

| 1 | Yes | What type of place is this? ___________________________ | 0 | No |

**2. Where did you stay last night?**

| 1 | Emergency shelter (include motel voucher) | 7 | Hotel / motel paid for by self |
| 2 | Transitional housing for homeless | 8 | Psychiatric facility |
| 3 | Permanent housing for homeless | 9 | Substance abuse treatment facility |
| 4 | Stayed with family member / friend | 10 | Hospital |
| 5 | Rented / owned room, apartment, house | 11 | Jail, prison, detention facility |
| 6 | Place not meant for habitation (car, street, boat, woods) | 12 | Other ___________________________ |

**3. How long since you last had a regular place to stay?**

| 1 | 1 week or less |
| 2 | More than 1 week, but less than 1 month |
| 3 | 1 to 3 months |
| 4 | More than 3 months, but less than 1 year |
| 5 | 1 year or more |

**4. How many separate periods of time in the past three (3) years have you been without a regular place to stay (including right now)?**

| 1 | 1 time |
| 2 | 2 - 3 times |
| 3 | 4 or more times |

**5. What is your birth date?**

______________________ (month, day, year)

**6. Are you:**

| 1 | Single | or | 2 | Married |

**7. Do you have any family members who are homeless and with you now?**

| 1 | Yes | 0 | No |

**Children under 18**

<table>
<thead>
<tr>
<th>Ages of boys</th>
<th>Ages of girls</th>
</tr>
</thead>
</table>

**Adults**

<table>
<thead>
<tr>
<th>Male</th>
<th>Female</th>
<th>Age</th>
<th>Veteran</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>#1</td>
<td>#2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**8. Do you have any disabilities including...?**

| Physical | Developmental | Mental Health | Substance Abuse | HIV/AIDS |
Are you receiving services or treatment for your disability / disabilities?

| 1 | Physical | 1 | Developmental | 1 | Mental Health | 1 | Substance Abuse | 1 | HIV/AIDS |

9. If you had to pick **ONE** reason that you became homeless, what would it be?

| 1 | Employment / Financial | 2 | Housing Issues | 3 | Medical / Disability Problems |
| 4 | Family Problems | 5 | Recent Immigration | 6 | Natural / Other Disasters |

10. How long have you been staying in Duval County?

| 1 | 1 week or less | 2 | More than 1 week, but less than 1 month |
| 3 | 1 to 3 months | 4 | More than 3 months, but less than 1 year | 5 | 1 year or more |

11. Have you used any services today?

| 1 | Yes | 0 | No | Why not? |

12. What are three (3) services that you or your family need the most?

| 1 | _______________________ | 2 | ________________________ | 3 | ________________________ |

13. Are you currently employed...

| 1 | Full-time | 2 | Part-time | 3 | Temporarily |
| 4 | Seasonally | 5 | Not at all |

14. What was your income during the past 30 days?

15. Do you receive any of the following forms of income?

| 1 | Earned income | 1 | General assistance | 1 | Unemployment | 1 | SSI |
| 1 | SSDI | 1 | Social Security retirement | 1 | Workers’ comp | 1 | Alimony |
| 1 | Child support | 1 | Job pension | 1 | Veterans’ pension | 1 | TANF |
| 1 | Veterans’ disability | 1 | Private disability insurance | 1 | Other source |
| 1 | No financial resources |

16. What is the highest level of education you have completed?

17. Have you ever been in foster care?

| 1 | Yes | 0 | No |

18. Have you ever served active duty in the US military?

| 1 | Yes | 0 | No |

19. Are you a victim or survivor of domestic violence?

| 1 | Yes | 0 | No |

20. Are you Hispanic or Latino?

<p>| 1 | Yes | 0 | No |</p>
<table>
<thead>
<tr>
<th>21. What is your race? (You may select more than one race)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  African American / Black</td>
</tr>
<tr>
<td>1  Caucasian / White</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>22. Is the respondent: [DON’T ASK!]</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  Male</td>
</tr>
</tbody>
</table>

Thank you for helping us with this survey.

INTERVIEWER USE ONLY:

Person Completing Survey: ________________________________

Zone: 1  2  3  4  5  6  7  8  9  10  11  12  13

Location: _____________________________________________

COMMENTS ___________________________________________