

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Appropriations Committee on Health and Human Services

BILL: CS/SB 1442

INTRODUCER: Appropriations Committee on Health and Human Services and Senator Grall

SUBJECT: Pregnancy Support Services

DATE: February 15, 2024

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Morgan</u>	<u>Brown</u>	<u>HP</u>	Favorable
2.	<u>Gerbrandt</u>	<u>McKnight</u>	<u>AHS</u>	Fav/CS
3.	_____	_____	<u>FP</u>	_____

I. Summary:

CS/SB 1442 creates s. 414.1611, F.S., to establish the Florida State Maternity Housing Grant Program within the Department of Children and Families (DCF) to provide annual housing grants to local homelessness continuums of care lead agencies. Grant funds must be used for specified purposes to assist Florida’s women and families experiencing homelessness during the prenatal period.

The bill authorizes the DCF to adopt rules to administer the program.

The bill has a significant, negative fiscal impact on state expenditures. See Section V., Fiscal Impact Statement.

The bill takes effect July 1, 2024.

II. Present Situation:

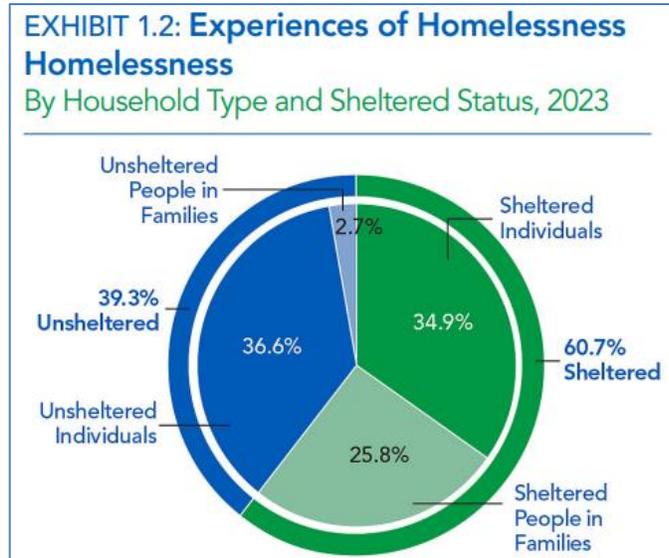
Homelessness in the United States

Homeless persons are defined as those who lack a fixed, regular, and adequate nighttime residence, or those living in shelters and temporary housing, or public and private places not designed for sleeping accommodations. While many homeless individuals are alone, others are couples, families with children, or unaccompanied youth.¹

¹ Florida Department of Children and Families, *Homelessness Frequently Asked Questions*, available at <https://www.myflfamilies.com/services/public-assistance/homelessness/homelessness-frequently-asked-questions> (last visited Feb. 1, 2024).

There are two types of homelessness: “sheltered” and “unsheltered.” Unsheltered homeless persons live on the streets or live in tents, cars, or abandoned buildings. Sheltered homeless persons stay in emergency or transitional housing temporarily. Sheltered homeless persons are still considered homeless due to a lack of stable permanent housing.²

On a single night in 2023, roughly 653,100 people, about 20 of every 10,000 people in the U.S., were experiencing homelessness. This is the highest number reported since the inception of point-in-time count reporting in 2007. The data indicated that six in ten people were experiencing sheltered homelessness, while the remaining four in ten were experiencing unsheltered homelessness in places not meant for human habitation.³



Reporting has also shown experiences of homelessness increased nationwide across all household types. Between 2022 and 2023, the number of people experiencing homelessness increased by 12 percent, roughly 70,650 more people. Nearly three of every ten people experiencing homelessness (28 percent or approximately 186,100 people) did so as part of a family with children. Between 2022 and 2023, the number of people in families with children who were experiencing homelessness increased by more than 25,000 people (or 16 percent), ending a downward trend in families experiencing homelessness that began in 2012.⁴

The following exhibits demonstrate the approximate U.S. homeless population by state, as well as the people in families with children experiencing homelessness by sheltered status from 2007 to 2023.⁵

² Florida Department of Children and Families, *Homelessness Frequently Asked Questions*, available at <https://www.myflfamilies.com/services/public-assistance/homelessness/homelessness-frequently-asked-questions> (last visited Feb. 1, 2024).

³ U.S. Department of Housing and Urban Development’s Office of Community Planning and Development, *The 2023 Annual Homelessness Assessment Report (AHAR) to Congress – Part 1: Point-in-Time Estimates of Homelessness (December 2023)*, available at <https://www.huduser.gov/portal/sites/default/files/pdf/2023-AHAR-Part-1.pdf> (last visited Feb. 1, 2024).

⁴ *Id.*

⁵ *Id.*

EXHIBIT 1.6: Estimates of People Experiencing Homelessness
By State, 2023

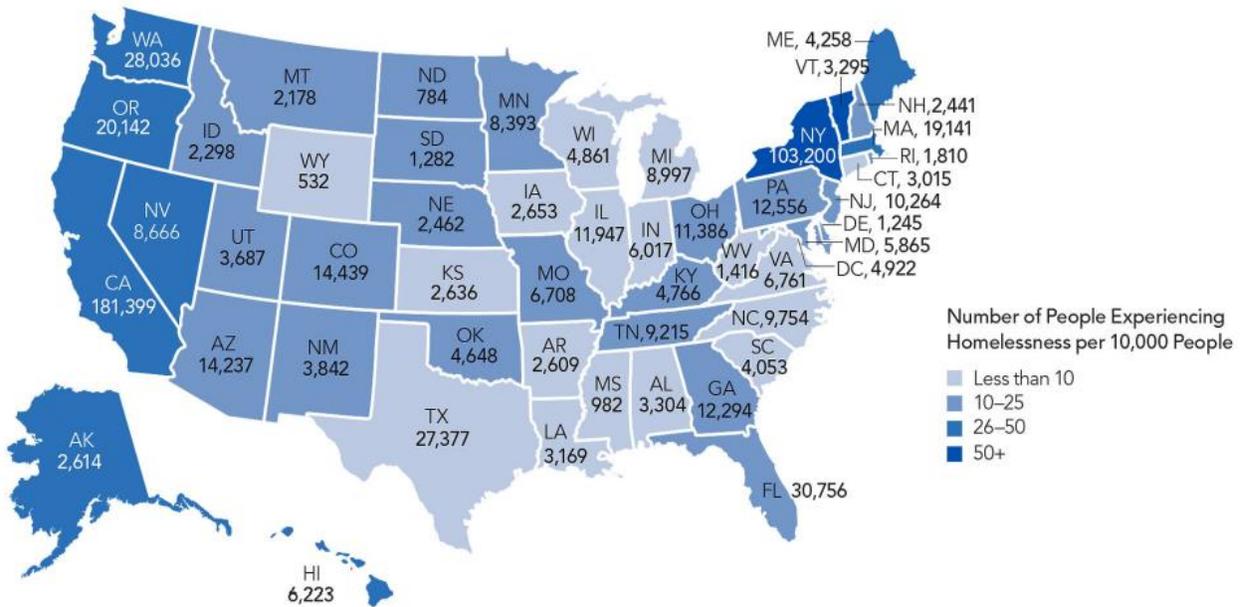
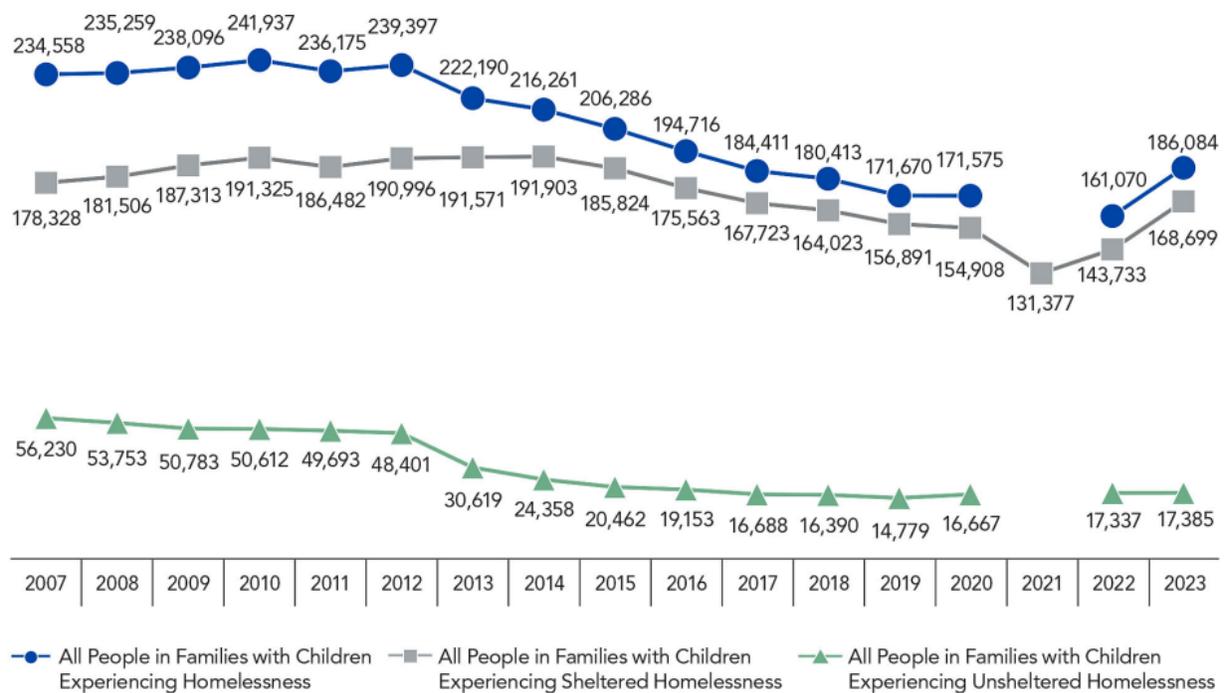


EXHIBIT 3.1: PIT Estimates of People in Families with Children Experiencing Homelessness
By Sheltered Status, 2007-2023



Note: The data for 2021 does not display the total count of people in families with children experiencing homelessness or the count of all people in families with children experiencing unsheltered homelessness because of pandemic-related disruptions to counts. Also, estimates of the number of people in families with children experiencing sheltered homelessness at a point in time in 2021 should be viewed with caution, as the number could be artificially reduced compared with non-pandemic times, reflecting reduced capacity in some communities or safety concerns regarding staying in shelters.

Homelessness in Florida

On a given night in January 2023, more than half of all people experiencing homelessness in the U.S. were in four states:⁶

- California (28 percent of all people experiencing homelessness in the U.S., or 181,399 people);
- New York (16 percent or 103,200 people);
- Florida (5 percent or 30,756 people); and
- Washington (4 percent or 28,036 people).

Between 2022 and 2023, the states with the largest absolute increases in homelessness were:⁷

- New York (29,022 more people);
- California (9,878);
- Florida (4,797);
- Colorado (4,042); and
- Massachusetts (3,634).

Over a longer period, from 2007 to 2023, the number of people experiencing homelessness declined in 25 states and the District of Columbia. The largest absolute decreases were in Florida (17,313 fewer people) and Texas (12,411 fewer people).⁸

Between 2022 and 2023, the number of people in families with children experiencing homelessness increased in 34 states and the District of Columbia. The largest increases were in:⁹

- New York (18,890 more people, a 54 percent increase);
- Massachusetts (2,906 more people or 29 percent);
- Colorado (1,490 more people or 69 percent);
- Florida (1,391 more people or 22 percent); and
- Illinois (1,077 more people or 36 percent).

Pregnant Women Experiencing Homelessness

Due to the very transient nature of homelessness, the exact number of pregnant homeless women is difficult to determine. This represents a significant knowledge gap that could be used to inform social and health policy, as well as service delivery, thus researchers have continued in their attempts to identify the extent of pregnancy among the homeless population.¹⁰

In the U.S., one study estimated that one in five homeless women are pregnant at any given time, almost twice the rate of the general population. Other research uncovered even higher rates of

⁶ U.S. Department of Housing and Urban Development's Office of Community Planning and Development, The 2023 Annual Homelessness Assessment Report (AHAR) to Congress – Part 1: Point-in-Time Estimates of Homelessness (December 2023), available at <https://www.huduser.gov/portal/sites/default/files/pdf/2023-AHAR-Part-1.pdf> (last visited Feb. 1, 2024).

⁷ *Id.*

⁸ *Id.*

⁹ *Id.*

¹⁰ Council to Homeless Persons, *The Extent, Nature and Impact of Homelessness on Pregnant Women and Their Babies*, available at <https://chp.org.au/parity/the-extent-nature-and-impact-of-homelessness-on-pregnant-women-and-their-babies/> (last visited Feb. 1, 2024).

pregnancy among homeless women, finding that while ten percent of women in the U.S. were pregnant in 2009, 50 to 60 percent of homeless women were pregnant.¹¹

Another study conducted in Florida determined about 183 pregnant homeless women live in Northeast Florida in any given month.¹²

The Impact of Homelessness on Maternal and Infant Health

Stable housing has been identified as one of the most important predictors of health as housing instability or homelessness lessens access to health care. This is more pressing during pregnancy, a time when access to affordable, high-quality health care is crucial. Although prenatal care is available, pregnant mothers and parents experiencing homelessness face barriers (e.g., lack of transportation, site-related factors, provider-client relationship, inconvenience, fear, cost, etc.).¹³ For some, these obstacles bar them from accessing care altogether. Additionally, people experiencing housing instability or homelessness are more likely to live in conditions that are hazardous to their health.¹⁴

Several studies have shown that homelessness has a negative impact on the health of pregnant mothers and infants:¹⁵

- Pregnant mothers experiencing homelessness are significantly less likely to have a prenatal visit during the first trimester, breastfeed, and have a well-baby checkup than their housed counterparts.
- In comparison with a housing-secure group with similar characteristics, pregnant mothers experiencing homelessness are significantly more likely to have various pregnancy-related conditions and complications, including high blood pressure, iron deficiency and other anemia, nausea and vomiting, hemorrhage, placental problems, and abdominal pain.
- One in five mothers who experienced homelessness in the year before giving birth had an infant with low birth weight, a nearly 50 percent increase in risk compared to consistently housed people with otherwise similar characteristics.
- Newborn infants of people experiencing homelessness have longer stays in the hospital and are more likely to require intensive care than infants of consistently housed people.
- People who were homeless as infants are more likely to have upper respiratory infections, other respiratory diseases, fever, allergies, injuries, developmental disorders, and asthma, compared to people who were stably housed during infancy. These individuals also show a propensity for increased emergency department visits, hospitalizations, and health care costs.

¹¹ Council to Homeless Persons, *The Extent, Nature and Impact of Homelessness on Pregnant Women and Their Babies*, available at <https://chp.org.au/parity/the-extent-nature-and-impact-of-homelessness-on-pregnant-women-and-their-babies/> (last visited Feb. 1, 2024).

¹² Journal of Obstetric, Gynecologic, and Neonatal Nursing, Bloom, K. C., Bednarzyk, M. S., Devitt, D. L., Renault, R. A., Teaman, V., & Van Loock, D. M., *Barriers to prenatal care for homeless pregnant women (2004)*, available at [https://www.jognn.org/article/S0884-2175\(15\)34192-7/fulltext](https://www.jognn.org/article/S0884-2175(15)34192-7/fulltext) (last visited Feb. 1, 2024).

¹³ *Id.*

¹⁴ National Partnership for Women & Families, *Homelessness Hurts Moms and Babies*, available at <https://nationalpartnership.org/report/homelessness-hurts-moms-and-babies/> (last visited Feb. 1, 2024).

¹⁵ *Id.*

The Department of Children and Families (DCF)

State Office on Homelessness

The State Office on Homelessness (State Office) within the Department of Children and Families (DCF) was created in 2001 as a central point of contact within state government on homelessness.¹⁶ Section 420.622, F.S., requires the State Office to coordinate resources and programs across all levels of government and with private providers that serve the homeless pursuant to policies set by the Council on Homelessness and available funding.¹⁷

The inter-agency Council on Homelessness (Council) is a 19-member council¹⁸ required to develop policy and advise the State Office on how to reduce homelessness statewide. The Council is statutorily required to submit an annual report to the Governor, Legislature, and the DCF's Secretary that summarizes the extent of homelessness in Florida and recommendations for ending homelessness.¹⁹

Continuums of Care

Continuums of Care (CoC) groups organize to coordinate, plan, and pursue ending homelessness in designated areas throughout Florida.²⁰ Section 420.621(1), F.S., requires CoCs to be composed of representatives from certain organizations, including, but not limited to:

- Nonprofit homeless providers,
- Victim services providers,
- Faith-based organizations,
- Governments,
- Businesses,
- Advocates,
- Public housing agencies,

¹⁶ Ch. 2001-98, Laws of Fla.

¹⁷ Section 420.622(3), F.S.

¹⁸ The individuals and agencies included in the Council of Homelessness are: the Secretary of Children and Families, or his or her designee; the Secretary of Economic Opportunity, or his or her designee, who shall advise the council on issues related to rural development; the State Surgeon General, or his or her designee; the Executive Director of Veterans' Affairs, or his or her designee; the Secretary of Corrections, or his or her designee; the Secretary of Health Care Administration, or his or her designee; the Commissioner of Education, or his or her designee; the Executive Director of CareerSource Florida, Inc., or his or her designee; one representative of the Florida Association of Counties; one representative of the Florida League of Cities; one representative of the Florida Supportive Housing Coalition; one representative of the Florida Housing Coalition; the Executive Director of the Florida Housing Finance Corporation, or his or her designee; one representative of the Florida Coalition for the Homeless; the secretary of the Department of Elder Affairs, or his or her designee; and four members appointed by the Governor.

¹⁹ Section 420.622, F.S.

²⁰ Section 420.621, F.S. The Office of Economic Self-Sufficiency (Office) within the Department of Children and Families employs a Continuum of Care (CoC) model to provide services for individuals experiencing homelessness. Local CoCs are organizations composed of representatives of nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, etc. The Office designates local CoC entities to serve as lead agencies for homeless services throughout Florida. The DCF, *Homelessness*, available at: <https://www.myflfamilies.com/services/public-assistance/homelessness> (last visited Dec. 28, 2023).

- School districts,
- Social service providers,
- Mental health agencies,
- Hospitals,
- Universities,
- Affordable housing developers,
- Law enforcement, and
- Organizations that serve homeless and formerly homeless persons.²¹

The purpose of a CoC is to coordinate community efforts to prevent and end homelessness in a catchment area designated by the State Office. Florida’s designated catchment areas must be consistent with the CoC catchment areas recognized by HUD for the purpose of awarding federal homeless assistance grant funding.²² The State Office recognizes one CoC lead agency for each designated catchment area.²³

The following table lists Florida's CoC lead agencies and the counties served by each.²⁴

CoC Lead Agency	Counties Served
Opening Doors of NWFL	Escambia and Santa Rosa
Homelessness & Housing Alliance	Okaloosa and Walton
Doorways of Northwest Florida	Bay, Calhoun, Gulf, Holmes, Jackson, and Washington
Big Bend Continuum of Care	Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla
United Way of Suwannee Valley	Columbia, Hamilton, Lafayette, and Suwannee
United Way of North Central Florida	Alachua, Bradford, Gilchrist, Levy, and Putnam
Changing Homelessness	Clay, Duval, and Nassau
Volusia/Flagler Coalition for the Homeless	Flagler and Volusia
Flagler Hospital – St. Augustine	St. Johns
Ocala/Marion Joint Office on Homelessness	Marion
Mid Florida Homeless Coalition	Citrus, Hernando, Lake, and Sumter
Coalition for the Homeless of Pasco County	Pasco
Homeless Services Network of Central Florida	Orange, Osceola, and Seminole
Tampa Hillsborough Homeless Initiative	Hillsborough
Homeless Coalition of Polk County	Polk
Brevard Homeless Coalition	Brevard
Treasure Coast Homeless Services Council	Indian River, Martin, and St Lucie

²¹ Section 420.621(1), F.S.

²² Section 420.6225(3), F.S.

²³ Section 420.6225(4), F.S.

²⁴ Florida Department of Children and Families, *Continuums of Care and Local Providers of Service*, available at: <https://www.myflfamilies.com/continuums-care-and-local-providers-service> (last visited Jan. 6, 2024).

CoC Lead Agency	Counties Served
Heartland Coalition for the Homeless	DeSoto, Glades, Hardee, Hendry, Highlands, and Okeechobee
Big Bend Continuum of Care	Marion
United Way of North Central Florida	Pasco
Gulf Coast Partnership	Charlotte
Lee County Human & Veteran Services	Lee
Hunter & Homeless Coalition of Collier County	Collier
Palm Beach County Human & Veteran Services	Palm Beach
Broward Homeless Initiative Partnership	Broward
Monroe County Homeless Services Continuum of Care	Monroe
Miami-Dade County Homeless Trust	Miami-Dade
Manatee-Sarasota Suncoast Partnership	Manatee and Sarasota

Each CoC must create a continuum of care plan to implement an effective and efficient housing crisis response system to prevent and end homelessness in its designated catchment area. A continuum of care plan must include all of the following:²⁵

- Outreach to unsheltered individuals and families to link them with appropriate housing interventions.
- A coordinated entry system that is compliant with federal requirements and is designed to coordinate intake, utilize common assessment tools, prioritize households for housing interventions, and refer households to the appropriate housing intervention.
- Emergency shelter, designed to provide safe temporary shelter while the household is in the process of obtaining permanent housing.
- Supportive services, designed to maximize housing stability once the household is in permanent housing.
- Permanent supportive housing, designed to provide long-term affordable housing and support services to persons with disabilities who are moving out of homelessness.
- Rapid ReHousing, as specified in s. 420.6265, F.S.
- Permanent housing, including links to affordable housing, subsidized housing, long-term rental assistance, housing vouchers, and mainstream private sector housing.
- An ongoing planning mechanism to end homelessness for all subpopulations of persons experiencing homelessness.

The CoCs receive state and federal funding through the DCF. State funding is authorized for challenge grants²⁶ and staffing grants through the General Appropriations Act. Staffing grant funds are disseminated evenly among the CoCs to assist with their operating and staffing costs and to help build capacity to coordinate care, carry out continuum planning and develop local and federal funding opportunities to end homelessness.

²⁵ Section 420.6225(5), F.S.

²⁶ Section 420.624 (6), F.S.

Two main federal programs distribute federal homelessness grant funding: the Emergency Solutions Grants (ESG) program and the Continuum of Care (CoC) program. The ESG program distributes grant funds primarily for emergency sheltering of the homeless. The CoC program distributes grant funds to assist with the longer-term housing and service needs of the homeless.

Affordable Housing

Affordable housing is defined in terms of household income. Housing is considered affordable when it costs less than 30 percent of a family's gross income.²⁷ A family paying more than 30 percent of its income for housing is considered "cost-burdened," while those paying more than 50 percent are considered "extremely cost-burdened."²⁸ Severely cost-burdened households are more likely to sacrifice other necessities such as healthy food and healthcare to pay for housing, and to experience unstable housing situations such as eviction.²⁹

Resident eligibility for Florida's state and federally funded housing programs is typically governed by area median income (AMI) levels. These levels are published annually by the federal Department of Housing and Urban Development (HUD) for every county and metropolitan area. The following are standard household income level definitions and their relationship to the 2023 Florida state AMI of \$85,500³⁰ for a family of four (as family size increases or decreases, the income range also increases or decreases):³¹

- Extremely low income – earning up to 30 percent AMI (at or below \$25,650);³²
- Very low income – earning from 30.01 to 50 percent AMI (\$25,651 to \$42,750);³³
- Low income – earning from 50.01 to 80 percent AMI (\$42,751 to \$68,400);³⁴ and
- Moderate income – earning from 80.01 to 120 percent of AMI (\$68,401 to \$102,600).³⁵

Housing costs reflect what people are willing to pay to live in an area, which may make it difficult for growing families to find affordable homes and apartments. The government helps make housing affordable through decreased monthly rent or mortgage payments so that income eligible families can pay less for housing than it would otherwise cost at the "market rate." Lower monthly payments or down payment assistance is a result of affordable housing financing.³⁶

²⁷ Florida Housing Coalition, *Affordable Housing in Florida*, available at <https://www.flhousing.org/wp-content/uploads/2019/03/Affordable-Housing-in-Florida-Book-WEB.pdf> (last visited Feb. 2, 2024).

²⁸ *Id.*

²⁹ The Florida Senate Staff Analysis of SB 102, February 24, 2023, available at <https://www.flsenate.gov/Session/Bill/2023/102/Analyses/2023s00102.ap.PDF> (last visited Feb. 2, 2024).

³⁰ U.S. Department of Housing and Urban Development's Office of Policy Development and Research, *FY 2023 Median Family Income for States, Metropolitan and Nonmetropolitan Portions of States Attachment*, available at <https://www.huduser.gov/portal/datasets/il/il23/FY23-Median-Attachment-State-Medians.pdf> (last visited Feb. 1, 2024).

³¹ U.S. Department of Housing and Urban Development's Office of Policy Development and Research, *Income Limits, Access Individual Income Limits Areas – Click Here for FY 2023 IL Documentation*, available at https://www.huduser.gov/portal/datasets/il.html#query_2023 (last visited Feb. 1, 2024).

³² Section 420.0004(9), F.S.

³³ Section 420.0004(17), F.S.

³⁴ Section 420.0004(11), F.S.

³⁵ Section 420.0004(12), F.S.

³⁶ The Florida Senate Staff Analysis of SB 102, February 24, 2023, available at <https://www.flsenate.gov/Session/Bill/2023/102/Analyses/2023s00102.ap.PDF> (last visited Feb. 2, 2024).

Impact on Homelessness

Over the last 30 years, the lack of affordable rental housing for low-income households has fostered homelessness in the U.S. In 1970, there were 6.5 million low-cost rental units in the U.S. and 6.2 million low-income renter households with 300,000 available units. By 1985, the number of low-cost units fell to 5.6 million and the number of low-income renter households grew to 8.9 million, a disparity of 3.3 million units. In 2019, the National Low Income Housing Coalition reported that the State of Florida had a shortage of 428,622 affordable rental units.³⁷

In 2017, the median rent, including utilities, for an apartment in Florida was \$1,130 per month, a 16 percent increase since 2001, while income only increased by a disproportionate one percent³⁸. As a result, 1,666,000 people in 769,400 low-income Florida households paid more than half their income in rent. Often low-income individuals and families forego necessities, like food or medicine, to keep a roof over their heads.³⁹

According to the Center on Budget and Policy Priorities, 50 percent of low-income people in Florida are homeless or pay over half their income in rent. Currently, most do not receive federal rental assistance due to limited funding, but research has shown that rental assistance has helped 286,700 people in families with children in Florida avoid homelessness.⁴⁰

Florida Housing Finance Corporation

The 1997 Legislature created the Florida Housing Finance Corporation (FHFC) as a public-private entity to assist in providing a range of affordable housing opportunities for Floridians.⁴¹ The FHFC is a corporation held by the state and housed within the Department of Commerce. The FHFC is a separate budget entity, and its operations, including those relating to personnel, purchasing, transactions involving real or personal property, and budgetary matters, are not subject to control, supervision, or direction by the Department of Commerce.⁴²

The goal of the FHFC is to increase the supply of safe, affordable housing for individuals and families with very low to moderate incomes by stimulating investment of private capital and encouraging public and private sector housing partnerships. As a financial institution, the FHFC administers federal and state resources to finance the development and preservation of affordable rental housing and assist homebuyers with financing and down payment assistance.⁴³

³⁷ Florida Coalition to End Homelessness, *The Issue – The Fight to End Homelessness: Past, Present, and Future*, available at <https://fchonline.org/the-issue/> (last visited Feb. 1, 2024).

³⁸ *Id.*

³⁹ Center on Budget and Policy Priorities, *Florida Federal Rental Assistance Fact Sheet*, available at <https://apps.cbpp.org/4-3-19hous/PDF/4-3-19hous-factsheet-fl.pdf> (last visited Feb. 1, 2024).

⁴⁰ *Id.*

⁴¹ Chapter 97-167, Laws of Fla. From 1980 through 1997, the former Florida Housing Finance Agency, placed within the former Department of Community Affairs, performed similar duties.

⁴² Section 420.504(1), F.S.

⁴³ The Florida Senate Staff Analysis of SB 102, February 24, 2023, available at <https://www.flsenate.gov/Session/Bill/2023/102/Analyses/2023s00102.ap.PDF> (last visited Feb. 2, 2024).

State Apartment Incentive Loan Program

The State Apartment Incentive Loan (SAIL) Program is administered by the FHFC and provides low-interest loans on a competitive basis to multifamily affordable housing developers.⁴⁴ These funds often serve to bridge the gap between the developments' primary financing and the total cost of the development. SAIL dollars are available for developers proposing to construct or substantially rehabilitate multifamily rental housing.⁴⁵

At a minimum, developments financed by SAIL must set aside 20 percent of units for households at or below 50 percent of AMI, or if the development also receives Low Income Housing Tax Credits⁴⁶ (LIHTC), 40 percent of units for households up to 60 percent of AMI.⁴⁷ Loan interest rates are set at zero percent for those developments that maintain 80 percent of their occupancy for farmworkers, commercial fishing workers, or homeless people. The interest rates are set at one percent for all other developments. Generally, loans are issued for 15 years and cover approximately 25 to 35 percent of the total development cost.⁴⁸

State Housing Initiatives Partnership Program

The State Housing Initiatives Partnership (SHIP) Program was created in 1992⁴⁹ to provide funds to local governments as an incentive to create partnerships that produce and preserve affordable homeownership and multifamily housing. The SHIP program provides funds to all 67 counties and 52 Community Development Block Grant⁵⁰ entitlement cities on a population-based formula to finance and preserve affordable housing based on locally adopted housing plans.⁵¹ The program was designed to serve very low, low-, and moderate-income families and is administered by the FHFC. SHIP funds may be used to pay for emergency repairs, rehabilitation, down payment and closing cost assistance, impact fees, construction and gap financing, mortgage buy-downs, acquisition of property for affordable housing, matching dollars for federal housing grants and programs, and homeownership counseling.⁵²

Funds are expended per each local government's adopted Local Housing Assistance Plan (LHAP), which details the housing strategies that will be utilized, such as helping those affected by mobile home park closures, encouraging innovative housing design to reduce long-term housing costs, preserving assisted housing, and reducing homelessness.⁵³ Local governments

⁴⁴ Section 420.5087, F.S.

⁴⁵ Florida Housing Finance Corporation, *State Apartment Incentive Loan*, available at <https://floridahousing.org/programs/developers-multifamily-programs/state-apartment-incentive-loan> (last visited Feb. 1, 2024).

⁴⁶ Low Income Housing Tax Credits are a financial instrument administered by the Department of Housing and Urban Development that provide financing for low income housing developments. Credits are allocated to states on a per capita basis and state-level administration is performed by FHFC. Eligible developments are income-limited similarly to SAIL requirements.

⁴⁷ Section 420.5087(2), F.S.

⁴⁸ *Supra* note 40.

⁴⁹ Chapter 92-317, Laws of Fla.

⁵⁰ The Community Development Block Grant program is a federal program created in 1974 that provides funding for housing and community development activities.

⁵¹ *See* ss. 420.907-420.9089, F.S.

⁵² Section 420.9072(7), F.S.

⁵³ Section 420.9075(3), F.S.

submit their LHAPs to the FHFC for review to ensure that they meet the broad statutory guidelines and the requirements of the program rules.

Certain statutory requirements restrict a local government's use of funds made available under the SHIP program (excluding amounts set aside for administrative costs):⁵⁴

- At least 75 percent of SHIP funds must be reserved for construction, rehabilitation, or emergency repair of affordable, eligible housing; and
- Up to 25 percent of SHIP funds may be reserved for allowed rental services.⁵⁵

III. Effect of Proposed Changes:

The bill creates s. 4141611, F.S., to establish the Florida State Maternity Housing Program (program) within the Department of Children and Families (DCF) and authorize the State Office on Homelessness, with the concurrence of the Council on Homelessness, to provide annual maternity housing grants to local homeless assistance continuums of care lead agencies. To be eligible to receive a grant, a lead agency's continuum of care plan must include a maternity housing program.

The bill authorizes the State Office on Homelessness to rank lead agency grant applications and give preference to applications that leverage private and public funds, demonstrate effective maternity housing programs, and demonstrate a commitment to provide additional services to reduce future homelessness. The total amount of grants awarded may not exceed the funding appropriated or received as a donation, gift, or bequest for the program.

The bill requires a case plan for each woman or family that includes the costs that will be covered and the maximum level of assistance that will be provided. Grant funds may be used to cover the following expenses:

- Housing assistance during pregnancy for a maximum of eight months, of which, eight weeks may be postpartum;
- Services to encourage economic independence and positive health outcomes;
- Staffing and reimbursements for providers of authorized living arrangements; and
- Any other cost related to administration of the program, not to exceed five percent of the total grant funds.

The bill requires the lead agency to track, monitor, and report on each woman or family assisted for a minimum of 12 months after receiving services.

The bill allows the DCF to adopt rules as necessary to implement the program.

The bill takes effect July 1, 2024.

⁵⁴ Section 420.9075(5), F.S.

⁵⁵ Section 420.9075(5)(b), F.S. However, a local government may not expend money distributed to it to provide ongoing rent subsidies, except for: security and utility deposit assistance; eviction prevention not to exceed six months' rent; or a rent subsidy program for very-low-income households with at least one adult who is a person with special needs or is homeless, not to exceed 12 months' rental assistance.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Since funding has not been appropriated under the bill, no fiscal impact exists at this time for the private sector. However, should the Legislature appropriate funding for the program, the program's implementation may have an impact on community partners and Florida residents who receive grant funds.

Additionally, health care providers that treat homeless women and families identified in the bill may also be positively impacted. Through the provision of stable housing, illnesses and injuries can be better prevented, and conditions can be improved or better maintained. This could result in a decrease in potentially preventable emergency department visits, reducing costs and allowing facilities such as hospitals to utilize limited funds for others in need.

C. Government Sector Impact:

The bill will have a significant negative fiscal impact on state expenditures. Although no appropriation is provided in the bill, the bill does authorize the lead agency to use five percent of the grant funds appropriated to administer the Florida State Maternity Housing Grant Program. Additionally, according to the Department of Children and Families

(DCF), to implement the provisions of the bill, the DCF will require \$96,790 in recurring general revenue funds and one full-time-equivalent position.⁵⁶

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill creates section 414.1611 of the Florida Statutes.

IX. Additional Information:

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Appropriations Committee on Health and Human Services on February 13, 2024:

The committee substitute:

- Establishes the Florida State Maternity Housing Program (program) within the Department of Children and Families (DCF).
- Authorizes the State Office on Homelessness, with the concurrence of the Council on Homelessness, to provide annual maternity housing grants to lead agencies for local homeless assistance continuums of care.
- Provides for an application ranking process and grant eligibility requirements for lead agencies.
- Requires a case plan for each woman or family that sets forth the maximum level of assistance that will be provided.
- Authorizes grant funds to be used for the following purposes:
 - Housing assistance during pregnancy;
 - Services to encourage economic independence and positive health outcomes;
 - Staffing and reimbursements for providers of authorized living arrangements; and
 - Any other cost related to administration of the program, not to exceed five percent of the total grant funds.
- Requires the lead agency to track, monitor, and report on each woman or family assisted for a minimum of 12 months.

B. Amendments:

None.

⁵⁶ Department of Children and Families, SB 1442 Bill Analysis, (on file with the Senate Appropriations Committee on Health and Human Services).

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
