

Affordable Housing Strategies
developed by Alachua County Affordable Housing Workgroup

in response to Board Direction from June 5, 2018 County Commission Meeting
on the Alachua County Comprehensive Plan Update

for Board of County Commissioners Meeting
September 4, 2018

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Background

At the June 5, 2018, Board of County Commissioners workshop on the Comprehensive Plan Update, staff presented information related to affordable housing income and cost levels and the supply and dispersal of housing opportunities in Alachua County (see Appendix B. Affordable Housing Informational Materials, which includes information previously provided at County Commission meetings related to household affordable income and cost levels, supply, and needs associated with affordable housing). At that workshop, various stakeholders who were in attendance from the public, nonprofit, and development community made comments and discussed ideas related to affordable housing. The Board then discussed directing staff to work with and gather input on a wide variety of affordable housing strategies from the perspectives of various stakeholders, and bring that information back to the Board for discussion and review. The Board made a motion including the following:

1. To request over the next 90 days that Staff continue to work with the various stake holders to build on the ideas discussed today and develop specific strategies and recommendations to conserve and extend the useful life of the existing housing stock and public housing development opportunities.
2. The focus should be on citizens classified in the extremely and very low income brackets.
3. Staff should send a letter to invite all the stake holders on the Evaluation and Appraisal Report (EAR) list inviting them to provide input on affordable housing during a work group.

Per the Board motion, staff sent an email invitation to a list of approximately five hundred Comprehensive Plan Update and housing community citizen contacts on June 11th, including nonprofit, development, real estate, business, civic, academic (including UF and Santa Fe College), healthcare and medical, and local government entities and individuals. The email invited participation in an Affordable Housing Workgroup to develop recommendations for discussion by the County Commission on strategies to preserve, improve, and expand affordable housing opportunities in our community. Recipients were also asked to forward the invitation to others who might be interested. Seventy-seven people responded, who were then invited to the initial kickoff meeting on June 25th, 2018, at the Alachua County Health Department (see Appendix C. Workgroup Process for information on Workgroup meetings, including a list of participants).

Consistent with the intent of the Board as discussed at the June 5, 2018 meeting to gather a wide range of input, the list of affordable housing strategies included here (pages 4-12) consists of a diverse range of ideas reflecting the diversity of the Workgroup participants. These strategies may be used as a menu of ideas for review, discussion, and Board direction on the update of the Housing Element of the Comprehensive Plan. Those strategies the Board chooses in the Comprehensive Plan/Housing Element can be translated into draft policy language and brought back for review (see page 25 for a potential policy template for incorporating affordable housing strategies and programs into the Housing Element).

AFFORDABLE HOUSING STRATEGIES

Twenty-three affordable housing strategies were identified through the Workgroup process for consideration by the County Commission, covering the areas of Maintain & Preserve, Improve Access to, and Develop New Affordable Housing. This list includes strategies developed from Workgroup discussions as well as strategies identified in written submissions from Workgroup participants (see Appendix A. Supplemental Information Submitted by Participants). Each strategy is numbered, followed by significant components, such as overall Objective, Income Level Served as identified in Workgroup discussions, and Existing and/or Potential New Funding Sources. A summary in table format of this information is provided on page 13. Information on existing and potential funding sources begins on page 16. Many of the strategies are conceptual in nature and if the Board chooses to include these in the Housing Element, further work would be needed on both policy and operational details as part of their implementation regulations and programs.

As a funding strategy, the following is supported by general consensus of all Workgroup participants:

Alachua County shall coordinate with the City of Gainesville and all its municipalities to lobby for restoration of dedicated State and Federal funds being restored to serve its citizens.

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

MAINTAIN & PRESERVE AFFORDABLE HOUSING

- 1. Pilot program utilizing matching grants for landlords to improve energy and water efficiency and weatherization, with stipulation that unit(s) remain affordable to low-income renters for a certain timeframe.**

Additional considerations: Incorporate energy efficiency requirements; link with landlord licensing, annual inspection; mechanism for enforcement; marketing campaign for benefits (less turnover, etc.)

Objective: Preserve existing affordable housing, Assistance to households in need

Income Level Served: Extremely-low, Very-low, Low

Tenure: Rental

Structure Type: Single family, Multi-family

Entities: Public agencies, Nonprofits, Major employers (e.g., UF)

Existing Funding Sources: Weatherization (grant funded), SHIP, City of Gainesville, Alachua County

Potential New Funding Sources: Community Reinvestment Act (Banks), USDA, GRU, landlord licensing/permit fee

2. Use of revenues from sales of escheated/acquired property to Housing Trust Fund to develop affordable housing, ownership, and rental opportunities.

Objective: Preserve existing affordable housing, Development of new affordable housing

Income Level Served: Extremely-low, Very-low, Low

Special Category: Senior, other

Tenure: Rental, Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: Housing Authorities, Nonprofit, Community Land Trust

Potential New Funding Sources: Use of revenues from sales of escheated/acquired property

3. Preservation and expansion of subsidized and public housing supply, including:

a. addressing maintenance needs for aging units

b. reducing loss of inventory due to expiring subsidies and sales

Objective: Preserve existing affordable housing

Income Level Served: Extremely-low, Very-low, Low

Tenure: Rental

Structure Type: Single Family attached & detached, Multi-family

Entities: Participating jurisdictions' Housing Authorities, private owners of subsidized housing

Existing Funding Sources: HUD and FL Housing Finance Corp

Potential New Funding Sources: see Information on Potential Funding Sources; Foundation funds

4. Incentive to rehab older homes

Additional considerations: Incentives (example: break on fees or requirements in exchange for improvements to older homes); direct relationship between incentives and improvements; provide breaks/rebates to builders that home-owners receive; involve training component (Santa Fe College, YouthBuild).

[Note: per Alachua County Fee Schedule, building permit fee reduced 50% for homestead properties with Total Just Value < \$50,000]

Objective: Preserve existing affordable housing, Assistance to households in need

Income Level Served: Extremely-low, Very-low, Low

Tenure: Rental, Owner-occupied

Structure Type: Single family, Multi-family

Entities: Housing Authorities, Nonprofit, For profit developer, Partnership: UF/Santa Fe College/YouthBuild, Community Land Trust

Existing Funding Sources: SHIP, County, Community Development Block Grant (CDBG)

Potential New Funding Sources: UF, GRU

IMPROVE ACCESS TO AFFORDABLE HOUSING

5. Strategies to address continuum of needs

a. Homeless

- Permanent supportive housing for the homeless
- Housing for residents with mental health or substance abuse issues at nominal rent levels
- Assist households that may need help with security deposits for landlords to take risk
- Strategies and/or incentives to landlords take on high-risk renters

Additional considerations: Interest exists in the community for building permanent supportive housing (e.g., Ability Housing and Arbour Valley); see Strategy 10. providing for concept plan review to facilitate timely submission of housing project proposals for consideration for eligibility under programs such as the Low-Income Housing Tax Credit program; compare costs of addressing to costs of not addressing homeless needs

Objective: Development of new affordable housing, Assistance to households in need

Income Level Served: Extremely-low

Special Category: Various as described above

Tenure: Rental

Structure Type: Multi-family

Entities: Public agencies, Nonprofits, For Profit developers, Community Land Trust, Community Redevelopment Agency, Shands

Existing Funding Sources: Low Income Housing Tax Credits, Sadowski Trust Fund (FL), Challenge Grants, Emergency Solutions Grants (rapid rehousing), Temporary Assistance for Needy Families (TANF)/Department of Children & Families (DCF), HUD

b. Renters

- Work with owners to promote rentals to Section 8, HUDVASH (veterans), and other voucher program recipients
- Provide households with stable lower incomes assistance with utilities, transportation, child care, other costs (recurring cycle of challenges)

Objective: Assistance to households in need

Income Level Served: Extremely-low, Very-low, Low

Tenure: Rental

Structure Type: Single Family attached & detached, Multi-family

Entities: Housing Authorities, St Francis House, Landlords

Existing Funding Sources: Voucher programs, Challenge grants, Emergency Solutions grants (rapid rehousing), Temporary Assistance for Needy Families (TANF)/Department of Children & Families (DCF), HUD

c. Homeowner

- Existing federal and state funding insufficient; County-funded home-buyer assistance program needed to augment federal and state funding

- **People with steady stream of income - need to improve access to and assist with all costs of homeownership**
- **Different types of support needed such as for emergencies, utilities**

[Note: per Alachua County Fee Schedule, building permit fee reduced 50% for homestead properties with Total Just Value < \$50,000]

Objective: Assistance to households in need

Income Level Served: Very-low, Low, Moderate

Tenure: Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: NHDC, Habitat for Humanity, Rebuilding Together, Community Land Trust

Existing Funding Sources: Bank loans, SHIP

Potential new funding source: see Information on Potential Funding Sources

- 6. Establish public-private partnership between entities such as County, municipalities, UF, Santa Fe College, Shands, School Board, builders, and realtors to coordinate and increase efficiency of programs, strategies, initiatives, and educational efforts promoting and providing affordable housing; leverage Opportunity Zones; work collectively to ensure new Comprehensive Plan Goals, Objectives, and Policies and Land Development Regulations are aligned to create and implement affordable housing stock for our most at-risk citizens and communities.**

[based on information provided July 31, 2018, by Susan McQuillan, President, GACAR; memo provided August 8, 2018, by Alyssa Brown, Gainesville Area Chamber of Commerce; letter provided August 16, 2018, by BANCF; see Appendix A. Supplemental Information Submitted by Participants]

DEVELOP NEW AFFORDABLE HOUSING

- 7. Use escheated, tax seized, acquired property for low income households for development of affordable housing using Urban Homesteading.**

[see pilot project/strategy concept for Urban Homesteading provided July 24, 2018, by Claudia Frese, Appendix A. Supplemental Information Submitted by Participants]

Objective: Development of new affordable housing

Income Level Served: Various *[see proposal]*

Tenure: Owner-occupied

Structure Type: Single Family detached

Entities: Nonprofit

Existing Funding Sources: Special District Bonds; SHIP; HUD, Veterans Affairs, or Federal Housing Administration housing loan

8. Inclusionary affordable housing requirement. Workgroup noted need for availability of necessary services.

No consensus among the Workgroup

Additional considerations: Must be tailored to local circumstances; nexus study required

Objective: Development of new affordable housing

Income Level Served: varies

Tenure: Rental, Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: Nonprofit and For profit developers

9. Facilitate repurposing of existing structures / development, e.g., change shopping center into affordable housing (example – Safety Harbor project for seniors with special needs, Tampa area).

Objective: Development of new affordable housing, Assistance to households in need

Income Level Served: Extremely-low, Very-low, Low, Moderate

Special Category: Senior, other

Tenure: Rental

Structure Type: Multifamily, other

Entities: Public Agency, Nonprofit, For profit developer

Existing Funding Sources: Low Income Housing Tax Credits, Community Development Block Grant (CDBG)

Potential New Funding Sources: Surtax (1/2-cent sales tax), Linkage fee, Code Enforcement fee

10. Establish procedure, such as a concept plan review, to facilitate timely submission of housing project proposals for consideration for eligibility under programs such as Low-Income Housing Tax Credit program.

[Note: per Alachua County Fee Schedule, development review application fees and charges may be waived for not-for-profit corporations that submit affordable housing projects.]

Objective: Development of new affordable housing

Income Level Served: Extremely-low, Very-low, Low, Moderate

Tenure: Rental, Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: Nonprofit, For profit developer

11. Employer-provided voucher for workforce living near employment, e.g., proposed Tech City in City of Alachua.

Objective: Attraction of and assistance to workforce

Income Level Served: Very-low, Low, Moderate

Entities: Major employers, e.g., Shands

12. Streamline new development approval process to reduce procedural impediments:

- a. **As part of the update of the Comprehensive Plan, special procedural requirements for Activity Centers, such as requiring approval by Planned Development, are being eliminated.**
- b. **To reduce procedural impediments, consider eliminating the requirement in the Comprehensive Plan that Multi-Family housing in the Low Density Land Use category be part of a Planned Development or Traditional Neighborhood Development/Transit-Oriented Development.**

Objective: Development of new affordable housing

Income Level Served: Extremely-low, Very-low, Low, Moderate

Tenure: Rental, Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: Nonprofit, For profit developer

13. Impact fee reduction for accessory dwelling units by applying the 2,600 square feet floor area cap for the principal home to include the accessory dwelling unit.

Additional considerations: no current income-based restriction in current accessory dwelling units program

Objective: Development of new affordable housing

Income Level Served: Extremely-low, Very-low, Low, Moderate (could limit rental to specific income levels)

Special Category: Senior

Tenure: Rental

Structure Type: Single Family detached

Entities: Private homeowner

14. a. Cohousing: Review Land Development Code to ensure can accommodate alternative models (eg, shared kitchens, similar to a dormitory or hostel).

Objective: Development of new affordable housing

Income Level Served: Extremely-low, Very-low

Tenure: Rental; co-operative ownership

Structure Type: Multi-family

Entities: Varies

Existing Funding Sources: SHIP, Housing Authorities, For-profit housing corporation, Low-Income Housing Tax Credits (LIHTC)

Potential New Funding Sources: Linkage fees

- b. **Intentional community where a group of people choose to live together and share some common facilities.**

Objective: Development of new affordable housing

Income Level Served: could vary
Tenure: Rental; co-operative ownership
Structure Type: Single family, Multi-family
Entities: Varies

- 15. Cottage neighborhoods: need incentives, eg, minimize infrastructure (driveways vs roadways standards), open space still excessive (contrast with City of Gainesville’s focus on proximity to offsite open space vs onsite).**

Additional considerations: Remove open space requirement in conjunction with provision of 20 percent of development supplying affordable units

Objective: Development of new affordable housing

Income Level Served: Low, Moderate

Tenure: Rental, Owner-occupied

Structure Type: Single Family, Multifamily

Entities: Public agency, Nonprofit, For profit developer, Partnership, Community Land Trust, Community Redevelopment Agency

- 16. Allow reduction of open space if providing affordable units, with shared open/green space on a reduced level for all of the housing units. Incentivize the set aside of land and actively pursue funding sources for the establishment of new and protection of existing housing units.**

a. Residential development that proposes affordable or attainable housing may reduce their common open space requirements and commit an equal amount of acreage, beginning at a two (2) acre minimum, for the provision of affordable or attainable housing within new or redeveloped residential communities.

b. Set aside lands shall be documented and, those not being constructed by the dedicator or their assigns, made available to agencies including, but not limited to: Habitat for Humanity, the Alachua County and Gainesville Housing Authorities, Community Land Trusts, etc.

[a. and b. from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

see also Strategy 15. Cottage Neighborhoods

Objective: Development of new affordable housing

Income Level Served: Very-low, Low

Tenure: Rental, owner-occupied

Structure Type: single family attached and detached; multi-family

Entities: Non-profit and for-profit developer; (eg Community Land Trust/related entities)

- 17. Residential development that proposes affordable or attainable housing may increase its residential land use density to the next highest classification, on up to 25% of the gross land area, to be**

implemented either internally within the development or along collector and/or arterials roads or transit corridors.

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

Objective: Development of new affordable housing

Tenure: Rental, owner-occupied

Structure Type: single family attached and detached; multi-family

Entities: Non-profit and for-profit developer

- 18. Impact fee alternative funding sources for Multi-Modal Transportation Mitigation (MMTM) fees for developments providing affordable units, e.g., SHIP funding potentially available for approved nonprofit developers. (Supplemental funding in addition to limited SHIP funds would be needed for broader application beyond nonprofits.)**

Objective: Development of new affordable housing

Income Level Served: Extremely-low, Very-low, Low

Tenure: Rental, Owner-occupied

Structure Type: Single Family attached & detached, Multi-family

Entities: Nonprofit, For profit developer, Community Land Trust

Existing Funding Sources: previously General Fund; no current source

Potential New Funding Sources: various for broader application, see Information on Potential Funding Sources

- 19. Developments supplying affordable or attainable housing within the dedicating project are exempt from Multi-Modal Transportation Mitigation Program fees (MMTM) for those specific units. Roadways, sidewalks, and utility service shall be provided to the specific units to lower the entry cost of bringing housing stock online. [Note: Funding source would be needed for exemption of MMTM fees.]**

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

- 20. Dedication of land for affordable or attainable housing, which occurs within the development, shall be credited the net land area's appraised value towards Multi-Modal Transportation Mitigation Program fees (MMTM), otherwise collected on the project. [Note: Funding source would be needed for exemption of MMTM fees.]**

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

- 21. Increased access to developable land – consider expansion of Urban Cluster – some properties outside Cluster that are adjacent to newer developments in the Cluster could more easily connect to available stub-outs/turnouts than vacant land in Cluster (cost-prohibitive due to necessary infrastructure costs). Tied to percentage of affordable housing (eg 20%)**

Objective: Development of new affordable housing
Income Level Served: Low
Tenure: owner-occupied
Structure Type: single-family detached, multi-family
Entities: Private developers

- 22. The County shall enact policies that address Land Use and Zoning along its Municipalities' boundaries to ensure opportunities for future Activity Centers and Employment Centers are realized, creating greater opportunities for live/work communities and residential housing choices that are not solely reliant on single-occupant vehicles. [Note: Municipal boundaries other than City of Gainesville and part of Alachua are adjacent to Rural/Agriculture.]**

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

- 23. The County shall coordinate with the City of Gainesville during the course of annexations to ensure that the conversion of lands from the Urban Cluster, when proximate to Activity Centers, Arterial and Collector Roadways, and existing or planned Transit, includes higher density and/or mixed use Land Use Classifications that are supportive of multi-modal transportation systems and pedestrian access to essential elements such as healthcare, employment, recreation, and social offerings.**

[from letter of August 16, 2018, provided by BANCF, see Appendix A. Supplemental Information Submitted by Participants]

AFFORDABLE HOUSING WORKGROUP STRATEGIES & COMPONENTS

STRATEGY	OBJECTIVE			INCOME LEVEL SERVED				SPECIAL CATEGORY	TENURE		STRUCTURE TYPE		ENTITY					FUNDING SOURCE	
	Preserve Existing Affordable Housing	Develop New Affordable Housing	Assistance to Households in Need	Extremely Low	Very Low	Low	Moderate	Senior, Special Needs, etc.	Rental	Owner-occupied	Single Family	Multi-Family	Public Agency	Nonprofit	For Profit Developer	Community Land Trust	Other	Existing	New
1. Program for landlords to improve energy efficiency	●		●	●	●	●			●		●	●	●	●			●	●	
2. Use of escheated / acquired property	●	●		●	●	●		●	●	●	●	●	●	●		●			●
3. Preserve & Expand Subsidized Rental Housing Supply	●			●	●	●			●		●	●	●					●	●
4. Incentive to rehab older homes	●		●	●	●	●		●	●	●	●	●	●	●	●	●	●	●	●
5. Continuum of Needs a. Homeless		●	●	●				●	●		●		●	●	●	●	●	●	
b. Renters			●	●	●	●			●		●	●	●	●		●	●	●	
c. Homeowner			●	●	●	●	●			●	●	●		●	●		●	●	
6. Public-private partnership to coordinate efforts													●	●	●	●	●		
7. Urban Homestead		●								●	●			●				●	

AFFORDABLE HOUSING WORKGROUP STRATEGIES & COMPONENTS

STRATEGY	OBJECTIVE			INCOME LEVEL SERVED				SPECIAL CATEGORY	TENURE		STRUCTURE TYPE		ENTITY					FUNDING SOURCE	
	Preserve Existing Affordable Housing	Develop New Affordable Housing	Assistance to Households in Need	Extremely Low	Very Low	Low	Moderate	Senior, Special Needs, etc.	Rental	Owner-occupied	Single Family	Multi-Family	Public Agency	Nonprofit	For Profit Developer	Community Land Trust	Other	Existing	New
8. Inclusionary affordable housing requirement		●							●	●	●	●		●	●				
9. Repurpose existing structures / development		●	●	●	●	●	●	●	●		●		●	●	●			●	●
10. Concept plan review		●		●	●	●	●		●	●	●	●		●	●				
11. Employer-provided voucher			●		●	●	●										●		
12. Streamline new development approval process		●		●	●	●	●		●	●	●	●		●	●				
13. Impact fee reduction for accessory dwellings		●		●	●	●	●	●	●		●						●		
14. Cohousing a. Alternative models		●		●	●				●	●		●						●	●
b. Intentional communities		●							●	●		●							
15. Cottage neighborhoods incentives		●				●	●		●	●	●	●	●	●	●	●			

AFFORDABLE HOUSING WORKGROUP STRATEGIES & COMPONENTS

STRATEGY	OBJECTIVE			INCOME LEVEL SERVED				SPECIAL CATEGORY	TENURE		STRUCTURE TYPE		ENTITY					FUNDING SOURCE	
	Preserve Existing Affordable Housing	Develop New Affordable Housing	Assistance to Households in Need	Extremely Low	Very Low	Low	Moderate	Senior, Special Needs, etc.	Rental	Owner-occupied	Single Family	Multi-Family	Public Agency	Nonprofit	For Profit Developer	Community Land Trust	Other	Existing	New
16. Allow reduced open space requirements		●			●	●			●	●	●	●		●	●	●	●		
17. Allow increased density		●							●	●	●	●		●	●				
18. Impact fee alternative funding		●		●	●	●			●	●	●	●		●	●	●	●	●	●
19. MMTM exemption																			
20. MMTM land value credit																			
21. Increased access to developable land		●				●			●	●	●	●		●					
22. Opportunities along municipal boundaries																			
23. Coordinate annexations with City of Gainesville																			