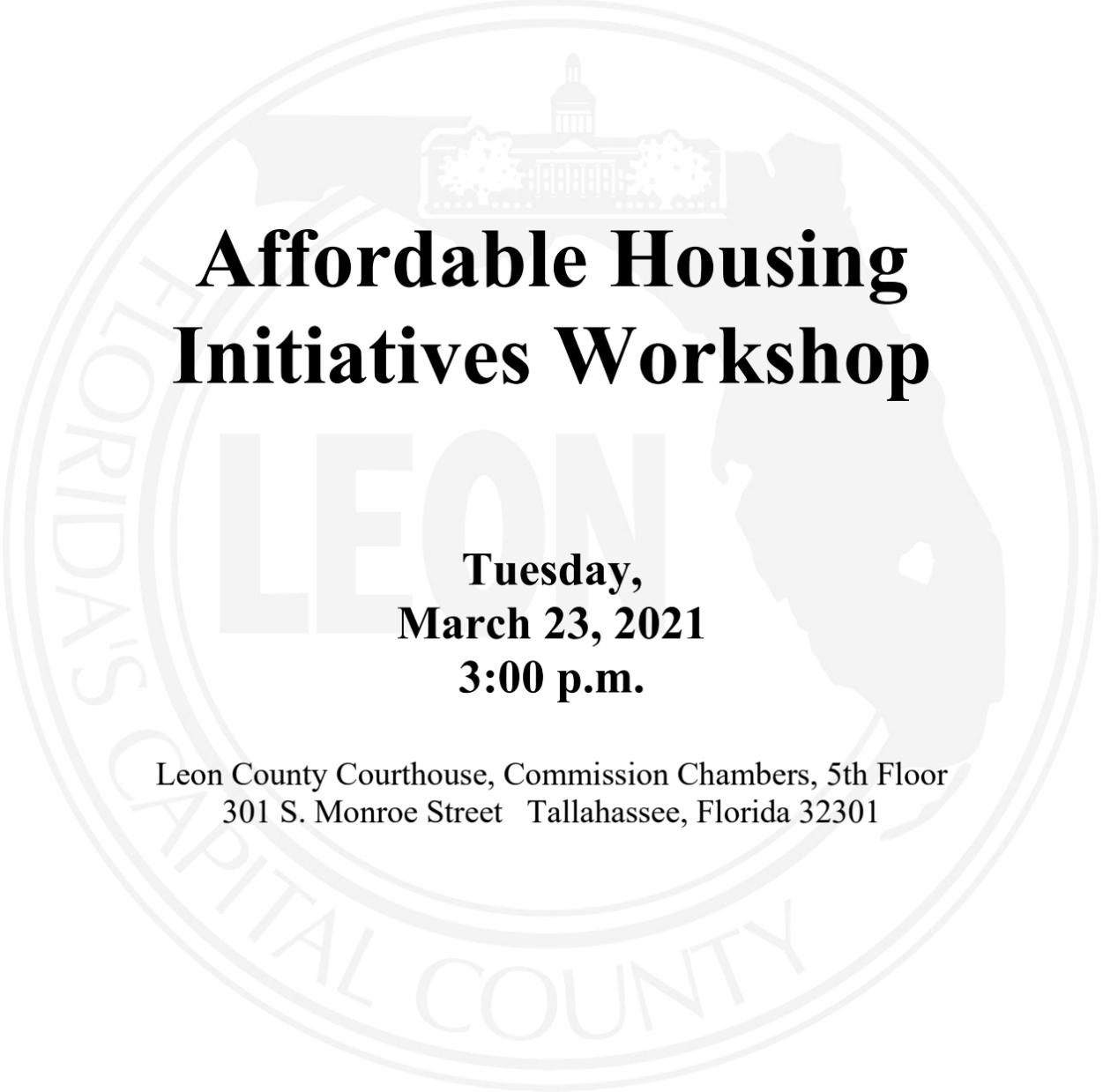


**Board of County Commissioners
Leon County, Florida**



**Affordable Housing
Initiatives Workshop**

**Tuesday,
March 23, 2021
3:00 p.m.**

Leon County Courthouse, Commission Chambers, 5th Floor
301 S. Monroe Street Tallahassee, Florida 32301

The media and the public can access the meeting in real time on Comcast channel 16, Prism channels 16 and 1016-HD, the Leon County Florida channel on Roku, the County's [Facebook](#) page, [YouTube](#) channel, [Twitter](#) and County [web site](#).

Leon County Board of County Commissioners

Notes for Workshop

Leon County Board of County Commissioners

Workshop Item

March 23, 2021

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator

Title: Workshop on Affordable Housing Initiatives in Leon County

Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Alan Rosenzweig, Deputy County Administrator Wanda Hunter, Assistant County Administrator
Lead Staff/ Project Team:	Shington Lamy, Director, Human Services & Community Partnership Matthew G. Wyman, Housing Services Manager

Statement of Issue:

As requested at the Board's June 16, 2020 meeting, this workshop provides an update on Leon County's affordable housing policies and programs and includes an analysis of local housing data as well as program goals to improve access to housing for low-income citizens. This workshop will also discuss specific housing topics raised by the Board after the Workshop had been scheduled.

Fiscal Impact:

This item has no fiscal impact.

Staff Recommendations:

See next page.

Staff Recommendations:

- Option #1: Accept the status report on affordable housing in Leon County.
- Option #2: Request the Housing Finance Authority of Leon County (HFA) to develop a procedure to evaluate and recommend projects seeking Local Government Area of Opportunity Funding Tax Credits for local government support.
- Option #3: Continue to redistribute PILOT fees provided by the Tallahassee Housing Authority back to the agency to support property maintenance services, security and resident services including after-school programs and summer programming.
- Option #4: Direct staff to prepare a future agenda item to consider a partnership with the City on the Landlord Risk Mitigation Fund focusing on individuals returning to the community from incarceration, to be funded through the County's existing Jail Diversion budget.
- Option#5: Continue to support previous Board direction to Planning staff on the development of inclusionary housing policy recommendations as part of the Future Land Use Element Update of the Tallahassee-Leon County Comprehensive Plan.

Executive Summary

Housing is a basic human need. Having access to housing that is affordable is essential to the quality of life of every citizen, family and community. Ensuring access to stable and safe housing that is affordable for residents with low-income is a priority in Leon County's Strategic Plan.

This workshop addresses the continuous efforts of the County, in collaboration with our many local partners, to address the affordable housing issues in our community and leverage the maximum state and federal resources available to assist our citizens.

Most households in Leon County (64%) have enough income to meet their housing needs and are not burdened by housing costs; however, approximately one-third of households are cost burdened.

The State and Federal governments define affordable housing as housing that costs no more than 30% of the household's total income, including costs for utilities, homeowner's association fees, property insurance, renters' insurance, and other housing-related expenses. Households that must spend more than 30% of their total income for housing expenses are considered cost burdened. State and federal program funds target cost burdened households earning 120% or less of the geographic area's median income. The U.S. Department of Housing and Urban Development has indicated that Leon County's area median income for a household of 4 is \$72,700. The analyses and subsequent recommendations in this report are based upon these criteria.

Generally, the County's housing program services the needs of cost burdened households in the unincorporated areas of the County, while the City of Tallahassee's program assists households within the City limits. However, as will be detailed later in this report, the County partners with the City of Tallahassee and other stakeholders like the Housing Finance Authority of Leon County, Tallahassee Lenders Consortium Inc., and the Tallahassee Housing Authority on many affordable housing projects to address the housing needs of all county residents. For example, over the past two years, Leon County has collaborated with the Housing Finance Authority of Leon County to secure a combined total of \$28 million in bonds to support the redevelopment of two multifamily housing projects located within the City: Magnolia Terrace Apartments and Phase I of the Orange Avenue Apartments. In supporting The Tallahassee Housing Authority's affordable housing programs, the Board has historically returned funds to the Authority resulting from the Authority's payments in lieu of taxes (PILOT), which are made by the Authority to return for public services and account for ad valorem taxes that would have been otherwise due but for the Authority's statutory tax exemption. This workshop recommends the Board maintain this practice.

In addition to assisting with financing the Orange Avenue Apartments, the County is also supporting the community revitalization efforts in South City. As will be detailed in the background and analysis of this workshop, in December 2017 the County and City jointly invited Purpose Built Communities to assist in developing the master plan for the Orange Avenue project which included revitalization of the South City neighborhood. Purpose Built Communities Foundation Inc. (Purpose Built Communities) is a nonprofit organization cofounded by Warren Buffet, to help end generational poverty in low income communities by focusing on improved housing, health and education outcomes of disadvantaged neighborhoods.

Leon County also partnered with the City and the Tallahassee Lender's Consortium to establish a Community Land Trust. To date, the County has donated four county-owned parcels located within the City and plans are underway to develop single-family homes and multi-family units to ensure access to affordable housing for households in need of affordable housing.

Also included in the workshop is a recommendation from the Public Safety Coordination Council (PSCC) to support housing needs of individuals released from incarceration. As supported by the PSCC, this item recommends using the annual \$100,000 from the jail diversionary fund to partner with the City's Landlord Mitigation Program to ensure access to housing for those returning to the community from incarceration.

In addition to partnerships, the County uses state housing funds to establish a variety of programs such as down payment assistance, emergency housing repair, home rehabilitation, home replacement, rental assistance, rental development, and homeownership development to exclusively address the needs of low-income households in the unincorporated areas.

Like most county housing programs, Leon County's programs have limited funding sources so the County leverages partnerships, collaborates and coordinates with other housing stakeholders. As outlined in this workshop, the lack of funding and other factors like stagnate wage growth, the cost of building materials and a shortage of skilled labor, present challenges for communities across America in their efforts to meet the need for housing. Despite these challenges, the County has continued to make notable advances in addressing the diverse needs for affordable housing by utilizing multiple strategies and leveraging its resources.

As the community landscape evolves, longer-term planning will be needed in order to enhance the current affordable housing options. This workshop recommends that the County's Affordable Housing Advisory Committee which is comprised of citizens representing a cross section of affordable housing stakeholders, engage with more private sector stakeholders to help identify innovative approaches to affordable housing and other programs such as the Landlord Risk Mitigation program proposed in this report.

The housing needs identified in this report were determined using multiple data sources, including studies by the Shimberg Center for Housing Studies, the National Association of Counties, and the Florida Housing Coalition. These countywide studies define the greatest affordable housing needs in the County by housing type and household income level. In summary, the studies concluded that the greatest affordable housing needs in the community are more rental units for households with incomes 50% or less of the area median income (AMI).

The data used in these studies are slightly skewed by the number of college students living in the community. As noted in the study completed by the Florida Housing Coalition, the need for rental units may be more reflective of the characteristics of students and their housing needs rather than the needs of nonstudents. This factor notwithstanding, college students are a part of the community and require housing since our local college and universities offer limited student on-campus housing.

The programs, initiatives and recommendations highlighted in this executive summary and further detailed in this report, focus on the greatest affordable housing needs in the community. Through coordination and collaboration with local partners, projects such as the Community Land Trust and redevelopment of the Orange Avenue Apartments are meeting the goal of ensuring access to housing by increasing the stock of affordable housing for low-income residents. Several programs administered through the County's Housing Services Division target low-income households in the unincorporated areas of the County and are in place to preserve and promote access to homeownership through a variety of programs from housing rehabilitation to down payment assistance.

Because partnerships will continue to be integral to the County's achievements in affordable housing, several partner agencies will attend the workshop to discuss their role in supporting affordable housing, including Mark Hendrickson, Administrator for the Florida Housing Finance Authority of Leon County, Brenda Williams, Executive Director of the Tallahassee Housing Authority, Karen Miller, Executive Director of the Tallahassee Lender's Consortium and the Community Land Trust and Courtney Atkins, the Executive Director of the South City Foundation.

Despite ongoing and uncontrolled challenges such as funding, stagnate wage growth and rising construction costs, multiple strategies including partnerships, collaborations and targeted programming, best position the County to address the needs of the most vulnerable populations by addressing the need for affordable housing which is an essential element to quality of life.

Report and Discussion

Background:

As requested at the Board's June 16, 2020 meeting, this workshop provides an update on Leon County's affordable housing policies and programs and includes an analysis of local housing data as well as program goals to improve access to housing for citizens with low-income. This workshop will also discuss specific housing topics raised by the Board after the Workshop had been scheduled.

Subsequent to approving the date for the Affordable Housing Workshop, the Board requested the following additional topics be included in the workshop which will be detailed in the analysis portion of this report:

- A review of the City of Tallahassee's housing programs and policies;
- An analysis of the inclusionary housing policy;
- A discussion on alternative uses of the Tallahassee Housing Authority's Payment In lieu of Taxes (PILOT) funds;
- An evaluation of the Tallahassee-Leon County Commission on the Status of Women and Girls' recommendation to implement a Risk Mitigation Fund;
- A review of the Florida Housing Coalition's Report on Affordable Housing in Escambia County; and
- Explore Local Government Area of Opportunity Tax Credits to support housing.

Ensuring access to stable and safe housing that is affordable for residents with low-income is a strategic priority in Leon County's Strategic Plan. The actions highlighted in the analysis of this report are not exhaustive but summarize some of the more recent actions that support the strategic plan and the longer-term affordable housing activities. The County has maintained a Housing Division devoted exclusively to addressing the community's affordable housing needs for more than two decades. The long-standing partnership with the Housing Finance Authority supports the County's affordable housing efforts by providing access to additional investment capital. The County continues to donate land parcels to affordable housing stakeholders, including the Housing Finance Authority of Leon County, Habitat for Humanity and others, and most recently to the Community Land Trust to create more affordable housing. Other long-term activities include partnerships with community-based agencies that offer support services such as credit counseling and educational programs that promote homeownership and home maintenance.

The background section of this report provides an overview of Board actions taken at more recent housing workshops that further promote the County's affordable housing efforts through coordination and collaborations on community-wide affordable housing efforts. These workshops were held jointly with the City and resulted in new initiatives to increase the stock of affordable housing. Details of the initiatives resulting from the joint workshops will be discussed in the analysis. The analysis section then provides extensive detail on local affordable housing data, the leveraging of the County's strategic partnerships and collaborations that support the strategic plan.

On October 26, 2016 the County held a joint workshop with the City Commission. The Workshop provided an overview of the County's and City's respective housing policies and programs. After reaffirming their mutual commitment to promoting, preserving, and expanding homeownership by maintaining their existing housing programs, the Commissions established the Tallahassee-Leon County Affordable Housing Workgroup (Workgroup) to highlight opportunities for greater collaboration and coordination among County and City governments and affordable housing stakeholders. The Workgroup was comprised of 17 members representing organization such as Big Bend Habitat for Humanity, Tallahassee Lenders Consortium, Tallahassee Housing Authority, Tallahassee Urban League, Bethel Community Development Corporation, and other local partners. The Workgroup was tasked with developing recommendations to enhance public-private collaborations in affordable housing programs and policies.

A year later, the Board held a second joint workshop with the City to receive the Workgroup's final report. The Report contained 13 recommendations including the establishment of a Community Land Trust, creation of a Housing Leadership Council, and partnership with Purpose Built Communities on the redevelopment of Orange Avenue Apartments (Attachment #1). The recommendations were subsequently approved by the Commissions. At the Board's December 11, 2017 Retreat, the Board adopted the recommendations of the Workgroup as a strategic initiative. Several of the recommendations will be further detailed in the analysis.

Although the County and City frequently partner on affordable housing activities to support the needs of the entire community, the County's housing program generally services the needs of cost burdened households in the unincorporated areas of the County, while the City of Tallahassee's program assists households within the City limits.

Several partner agencies will attend the workshop to discuss their role in supporting affordable housing, including: Mark Hendrickson, Administrator for the Florida Housing Finance Authority of Leon County, Brenda Williams, Executive Director of the Tallahassee Housing Authority, Karen Miller, Executive Director of the Tallahassee Lender's Consortium and the Community Land Trust and Courtney Atkins, the Executive Director of the South City Foundation.

Analysis:

The analysis portion of this report is presented in four parts:

- **Affordable Housing and Local Data:** The first part defines the community's greatest affordable housing needs by evaluating data depicting households that pay more than 30% of their income on housing costs.
- **Partnerships and Collaborations:** Secondly, County partnerships and other collaborations with stakeholders such as, the Housing Finance Authority of Leon County, the Tallahassee Housing Authority and the City of Tallahassee, are detailed in this portion of the analysis. Additionally, specific joint initiatives including the Orange Avenue Apartments Redevelopment Project and Purpose Built Communities are included. This portion of the analysis also addresses specific housing topics requested by the Board, such as the Local Government Area of Opportunity Tax Credits, Tallahassee Housing Authority's PILOT fees, City's policies and programs, evaluation of a landlord risk mitigation fund proposal,

and a status update on of the Tallahassee-Leon County Community Landlord Risk Mitigation Fund, and includes recommendations for the Board's consideration.

- County Housing Programs: The third part of the analysis highlights the County's housing programs, including funding sources that support the programs that increase and maintain the stock of affordable housing and promote homeownership in the unincorporated areas of the County.
- Citizen Committees: The fourth and final part of the analysis help assess and provide recommendations to meet the community's affordable housing needs.

Affordable Housing and Local Data

This section defines affordable housing and provides data illustrating Leon County households and their income, and identifies the greatest affordable housing needs in the community, as well as notes the challenges that impact the efforts to address the need.

Affordable housing as defined by the State of Florida and federal governments is housing that costs no more than 30% of a household's income. Section 420.9071, Florida Statutes (2020), defines affordable housing as follows:

“Affordable” means that monthly rents or monthly mortgage payments including taxes and insurance do not exceed 30 percent of that amount which represents the percentage of the median annual gross income for the households as indicated in subsection (19), [with income at 80% AMI], subsection (20), [with income at 120% AMI] or subsection (28) [with income at 50% AMI] ...”

The U.S. Department of Housing and Urban Development's (HUD) determination of affordability considers rent/mortgage, utilities, homeowner's association fees, property insurance, renters' insurance, and other housing costs. Households that expend more than 30% of their total income on housing expenses are cost burdened and therefore, housing is not affordable. Government housing programs are established to ensure access to affordable housing. The programs primarily target low-income households. Affordable housing programs typically target households earning 80% or less of the area's median income (AMI). The AMI is established by HUD for all geographic areas in the U.S, based on household size. Households that earn 120% or less of the AMI, are considered low-income. For Leon County, the AMI for a household of four is \$72,700.

Table #1 gives an example of the income thresholds (income relative to the AMI) and shows the annual maximum amount that should be spent on housing expenses without being cost burdened (spending no more than 30% of your income for housing expenses). In other words, a household of four with an annual income of at least \$58,150 is earning approximately 80% of the AMI. If that household is spending more than \$17,445/yr. for housing, utilities, homeowner's insurance, etc., the household is cost burdened.

Table 1: HUD Income Thresholds for a Household of 4

Income Threshold	Household Size (4)	30% of Income
120%	\$87,240	\$26,172
100% (AMI)	\$72,700	\$21,810
Low-Income (Approx. 80% of AMI)	\$58,150	\$17,445
Very Low-Income (50% of AMI)	\$36,350	\$10,905
Extremely Low-Income (30% - adjusted to poverty guideline)	\$26,200	\$ 7,860

HUD further defines the degree of cost burdened for households as follows:

- **Moderately cost burdened:** Households spending 30-50% of their total income on housing expenses.
- **Severely cost burdened:** Households spending more than 50% of their total income on housing expenses.

The terms Area Median Income (AMI), moderately cost burdened, and severely cost burdened, will be referenced throughout this report.

Table #2 below uses data from the study completed by the Shimberg Center for Housing Studies. It depicts the estimated total number of households in Leon County and identifies the population by the degree of housing cost burden (moderately or severely) relative to the AMI. Households considered in the analysis includes both renters and homeowners. This data includes college students who are predominately renters and represent approximately 20% or 58,000 of Leon County's total population.

Table 2: Cost Burdened Households in Leon County by Area, 2020 Estimate (Summary)

Household Income Category for All Household Sizes	Not Cost Burdened	Moderately Cost Burdened	Severely Cost Burdened	Total Households by Income Category
Income Below 50% AMI	3,347	5,677	17,913	26,937
50.1-80% of AMI	8,369	8,188	2,299	18,856
Income Over 80% AMI	59,395	5,853	640	65,888
Total by Cost Burden	71,111	19,718	20,852	111,681

Estimates based on U.S. Department of Housing Development, Comprehensive Housing Affordability Strategy (CHAS) dataset and population projections by the Bureau of Economic and Business Research, University of Florida.

As reflected in Table #2, there are an estimated 111,681 households in Leon County. Most households in Leon County (71,111) have enough income to meet their housing needs and are not burdened by housing costs; however, for the households that are cost burdened, 20,852 (51%) are severely cost burdened.

The next table illustrates the cost burdened households by examining which type of households (renters or homeowners) are experiencing the greater degree of cost burden.

Table 3 below illustrates a recent report published by the National Association of Counties (NACo) titled Housing Affordability in Leon County (Attachment #2). NACo compared the degree of cost burden for renter and homeowner/owner-occupied households in Leon County and showed how Leon County fared compared to other counties nationwide.

Table 3: Comparison of Leon County's Cost Burdened Population by Housing Type

	Homeowners	Renters
# of Occupied Housing Units (estimate)	58,014	53,097
Moderately Burdened	14%	25%
Severely Burdened	8%	35%
Total Cost Burdened	22%	60%

Note: Leon County Renters that are cost burdened is 9% above the nationwide average; while Leon County homeowners that are cost burdened are 2% below the nationwide average.

Housing Needs and Challenges

Based on studies from Shimberg and NACo, Leon County's greatest affordable housing needs are more rental units for households with income levels 50% or less of the AMI.

The Florida Housing Coalition study further assessed the following for Leon County:

- A general lack of smaller (1 to 2 bedroom) affordable units;
- A lack of affordable rental units for extremely low and low-income households (earning 30% to 50% of the AMI); and
- Aging of the currently available stock of housing.

It is important to note that the college student population is included in the data sets and likely skew the percentage of cost burdened renters when compared to homeowners. As noted in the study by the Florida Housing Coalition, the housing market may reflect the characteristics of students and their housing needs rather than nonstudent, permanent residents.

Based on the data presented above, Leon County needs more rental units for households with income levels at 50% or less of the AMI. Although the data may be skewed by the number of college students residing in rental housing, this fact does not negate the housing needs of students. Multiple challenges exist in reducing the number of cost burdened households and increasing the stock of affordable housing including stagnant wages, rising building costs primarily and limited funding. As discussed in the following section, over the past several years the County has launched

new initiatives by leveraging community partnerships to address the need for more affordable rental units.

As the data shows, cost burdened households are not exclusive to college students; however, it is more difficult for nonstudent households to afford the cost of housing. A variety of market forces including stagnant wage growth and high building costs as well as limited funding to subsidize development of affordable housing have converged to make affordable housing a difficult and multi-faceted proposition.

A 2018 study by the National Low-Income Housing Coalition found that there was no county in America where a renter working 40 hours a week and earning minimum wage could afford a typical two-bedroom apartment. The report prepared by the Florida Housing Coalition (Attachment #3), economic development that expands existing income opportunities for blue collar and lower wage earners is addressed. Additionally, growing private sector wages to or beyond a living wage may alleviate the cost burden among households in addition to growing the stock of affordable housing. The industries previously identified by the Board as “Hardest Hit” for the purpose of the Leon CARES Small Business and Nonprofit Assistance programs included Accommodations and Food Services, Retail, Arts, Entertainment, and Recreation as well as laundry, and personal care services. These industries and their associated employees were already among the most housing cost burdened in our community according to the Shimberg Center on Housing Studies. Households who depend on these industries for their income are likely struggling to meet their housing expenses.

The rising costs of labor and materials makes affordable housing expensive to build. The Bureau of Labor Statistics noted that roughly 120,000 new construction jobs were added to the economy each month in 2019 which led to competitive bidding for skilled laborers like home framers, electricians, plumbers, masons, carpenters and HVAC installers. However, the average age of those in the building trades is mid-40’s, and many industry and union leaders are struggling to attract younger, lower cost workers and potential apprentices to job training programs.

In addition, the most recent data generated by the National Home Builders Association indicate that the price of raw materials has risen 23.9% since 2008. Furthermore, lumber prices have more than doubled the cost of what they were a year ago, which has been attributed to work stoppages at mills due to the pandemic, and has significantly impacted the cost of building nationwide and locally.

Further, the State Housing Initiatives Partnership (SHIP), along with other funding sources that support County programs will be further discussed later in this analysis, is the primary source of funding of the County’s programs and was established in 1992 to support local government affordable housing programs. SHIP funds have been limited and inconsistent for more than a decade due to actions taken by the Florida Legislature to reallocate funding to other State programs and purposes. As an entitlement community, the City receives funding to support affordable housing, which will also be discussed in more detail later in this report, including federal dollars specifically purposed to impact affordable housing within City limits, as well as SHIP funds. Inconsistent and insufficient funding is a significant challenge that stifles local governments affordable housing efforts.

Partnerships and Collaborations

Partnerships with community stakeholders such as the City of Tallahassee, Housing Finance Authority of Leon County, Tallahassee Housing Authority, and other organizations have been critical to addressing the affordable housing needs in the community. This section highlights the coordination and collaboration between the County and these organizations to maximize resources in affordable housing. It also presents analysis and recommendations on specific issues requested by the Board, including a landlord risk mitigation fund, the Tallahassee Housing Authority's PILOT fees and presents a summary of the Community Land Trust and recent activities to develop single-family homes that will remain affordable in perpetuity.

Housing Finance Authority of Leon County

The Housing Finance Authority of Leon County (HFA) is a dependent special district comprised of seven Board-appointed members that serve to alleviate the shortage of affordable housing and investment capital. As approved by the Board, the HFA manages its own administrative functions and policies including staffing, budget, and procurement activities.

The primary function of the HFA is to issue bonds for affordable housing projects. Florida Statutes as well Resolution No. 17-02 requires Board authorization prior to the issuance of bonds by the HFA. In the last two years, the Board has provided final approval for the issuance of bonds for two multifamily housing developments: Magnolia Terrace Apartments and Phase I of the Orange Avenue Apartments for a total of \$28 million in bond financing.

- Magnolia Terrace Apartments: The bonds have been issued and redevelopment is underway. This project will produce a total of 108 rental units. The HFA has received a onetime payment of \$34,900 and will receive \$11,739 annually in fees.
- Orange Avenue Apartments/Phase I: The Orange Avenue project bonds are being held in reserve and will be issued after demolition of the existing structure. Phase I of this project will result in 130 rental units. The Orange Avenue Project will be discussed more in the section addressing the Tallahassee Housing Authority. The HFA will earn a one-time \$37,500 at closing and \$30,000 in fees annually.

The HFA also partners with the Escambia County Housing Finance Authority (Escambia County HFA) to offer down payment assistance and financing to first-time homebuyers countywide. The Board, as recommended by the HFA, authorizes the Escambia County HFA to administer the homeownership assistance program to eligible County residents which provides up to \$7,500 in down payment assistance and mortgage financing to first-time homebuyers. The HFA receives compensation equivalent to 0.2% of the mortgage loan origination fee issued by Escambia HFA in Leon County. Through this partnership nearly 100 down payment assistance loans totaling nearly \$700,000 have been provided to homebuyers since October 2018.

The HFA is a strategic and financial partner and collaborates with the County's Housing Services Division and Real Estate Division to identify nonprofit and/or for-profit organizations, like Habitat for Humanity that may be interested in developing affordable on County-owned parcels that have been escheated to the County. A list of the parcels deemed suitable for affordable housing is presented annually for Board consideration and approval. If no housing organization is interested

in the properties, the parcels are marketed for sale by the Real Estate Division and the HFA shares in the costs of advertising the parcels. Since 2015, the sale of affordable housing parcels has yielded \$400,000 for the HFA. All revenue received by the HFA are reinvested to support the County's affordable housing efforts. For example, the HFA supports several County programs and events including the Emergency Housing Repair Program, the Annual Home Expo and the County's 9/11 Day of Service and Remembrance events.

At the March 9 regular meeting, the Board requested additional information on the 9% Low-Income Housing Tax Credit Program. The federal Low-Income Housing Tax Credits Program subsidizes rental housing developments. Under the guidelines, the Program can be used to fund approximately 70% of the total cost of a rental housing development. The Florida Housing Finance Cooperation administers the federal tax credit program through its Local Government Area of Opportunity Funding (LGAOF) Program and conducts a lottery system to select proposed developments to finance through the 9% tax credit. More than 100 projects are submitted annually and approximately five projects are funded each year. As such, the Program is highly competitive. If the County and City provided LGAOF commitments for competing tax credit applications, the chance for one of the applications to be funded would decrease and only one project could be awarded annually.

The FHFC's authorizes local governments to designate a preference on one affordable rental development project within its jurisdiction for the consideration of 9% tax credit. LGAOF is a lottery system. Award of the 9% tax credit is not guaranteed. Additionally, the local government must commit significant funding as confirmation of support for the proposed project. The funding amount required for the LGAOF is determined annually by FHFC as part of the 9% tax credit application submitted for the project. In 2020, the required local match was \$460,000.

For the past three years, the City has designated the Tallahassee Housing Authority's Orange Avenue Apartments for the LGAOF and budgeted \$2 million for construction and the required local match utilizing funds provided by the Tallahassee Community Redevelopment Agency (CRA). To date Orange Avenue Apartments has not been selected for the 9% tax credit. The Tallahassee Housing Authority has indicated that it intends to submit another application in fall 2021.

Several developers have contacted staff to assess the County's interest in supporting their multifamily rental projects. However, the County has committed its support for the Orange Avenue projects. As referenced, if the County and City provided LGAOF commitments for competing tax credit applications, the chance for one of the applications to be funded would decrease and only one project can be awarded annually.

Recently, County and City staffs have discussed the feasibility of a coordinated process with the HFA for managing developers' requests for tax credit applications. This item recommends that the HFA consider coordinating developers' requests for tax credits and the HFA make annual recommendations on which affordable housing project to support. This item recommends inclusion of language to this effective in the next update to the County and HFA Interlocal Agreement, which will be considered by the Board in May 2021. The City intends to support considering a similar partnership with the HFA for future FHFC funding cycles.

Recommendation: Request the Housing Finance Authority of Leon County (HFA) to develop a procedure to evaluate and recommend projects seeking Local Government Area of Opportunity Funding Tax Credits for local government support.

Tallahassee Housing Authority Redevelopment Projects

For more than 50 years, the Tallahassee Housing Authority (THA) has provided affordable housing to low income residents through public housing developments. For example, THA maintains 41 detached single-family homes and townhomes located throughout Leon County and administers the HUD's Housing Choice Vouchers which pays the housing cost directly to private landlords on behalf of low-income individuals and families. Additionally, the THA maintains several multifamily units, including Springfield Apartments, Pinewood Place, Hidden Pines Apartments, and the Orange Avenue Apartments.

The County is collaborating with THA, the HFA and the City on the redevelopment of the Orange Avenue Apartments and also collaborates with the South City Foundation and Purpose Built Communities to revitalize the neighborhood.

Orange Avenue

The Orange Avenue Apartments are a 29-acre public housing complex comprised of 200 housing units built between 1971 and 1972. In December 2016, Columbia Residential was selected by the THA to assist with developing a Master Plan for the Orange Avenue Corridor and includes the redevelopment of the Orange Avenue Apartments.

The Master Plan proposed redeveloping the Orange Avenue Apartments as a mixed-income, multi-family facility with two and three-story structures that includes 190 additional rental units. The grounds will also incorporate green spaces, courtyards, and pedestrian pathways to enhance the aesthetics of the property.

The first phase of the project includes rebuilding 130 existing units. All 130-housing units in the first phase will be dedicated to households with incomes not greater than 60% of the AMI which assists in addressing the findings in this report identifying a need for more rental units for households earning 50% or less of the AMI.

The County and the City invited Purpose Built Communities to participate in the master planning process for the Orange Avenue corridor the feasibility of applying its model for neighborhood revitalization.

Purpose Built Communities

Purpose Built Communities is a nonprofit consulting firm, cofounded by Warren Buffet, that provides guidance to communities to address concerns of long-standing inter-generational poverty, high crime, poor health, and failing schools. The Purpose Built model utilizes stakeholder (known as community quarterbacks) to lead the community effort in tackling these and complex issues by incorporating three key components:

1. Mixed-income housing;
2. An education strategy that would engage the youth from cradle-to-college; and,

3. Easy access to resources that support the community's health and wellness.

Leon County's Community quarterbacks are formerly recognized as the South City Foundation. On July 9, 2019, the Board allocated \$75,000 to assist in establishing the Foundation's (\$50,000 in FY 2019 and \$25,000 in FY 2020).

To date the Foundation has raised \$225,000 through South City Foundation's through member contributions, private donations and grants.

Using the Purpose Build Communities model, the South City Foundation is continuing its efforts to end the cycle of poverty fostering relationships with the community and partnerships with the community stakeholders such as Leon County Schools.

The Orange Avenue Apartments are the first THA project to utilize the Purpose Built model for neighborhood revitalization.

Tallahassee Housing Authority (THA) Payment In Lieu Of Taxes (PILOT)

Section 423.01, Florida Statutes, exempts housing authorities from property taxes and assessments; instead, payments are made to the governing political subdivision for infrastructure improvements in lieu of taxes. On November 12, 2019, the Board directed staff to provide an analysis of possible alternatives uses for the THA's payment in lieu of taxes (PILOT) to support other affordable housing initiatives. Each year the THA seeks Board approval of the acceptance and redistribution of the PILOT back to the THA. Although the County has historically approved returning the PILOT funds to the THA, there is no requirement in the Agreement to return the revenues to the THA.

The County receives an average of \$20,000 annually from the THA PILOT. THA has indicated that the funds are used to support property maintenance services, security and resident services including after school programs and summer programming. THA has indicated that the PILOT fees are critical to its operating budget. Therefore, it is recommended that the Board continue to redistribute PILOT payments to the organization to continue to support its affordable rental housing programs.

Recommendation: Continue to redistribute PILOT fees provided by the Tallahassee Housing Authority back to the agency to support property maintenance services, security and resident services including after-school programs and summer programming.

City of Tallahassee

The County and City's continued partnership and cooperation are critical to addressing the greatest affordable housing needs in the community and have been the foundation for the coordination and collaboration of resources among stakeholders. On September 29, 2020, the Board requested a review of the City/County Affordable Housing programs and policies be included in the workshop (Attachment #4). As previously mentioned, both the County and City receives funding through SHIP; however, because the City is the designated entitlement entity, it receives significantly more SHIP funds than the County. The City's housing programs funded through SHIP mimic those

administered by the County, further demonstrating our mutual goal of increasing and preserving the stock of affordable housing in the community.

As an “entitlement community” due to its population, the City also receives a direct allocation of federal funds such as the Community Development Block Grant (CDBG), HOME Investments Partnership Program (HOME), and Emergency Solutions Grant (ESG) to help fund its housing and human services programs. The City receives approximately \$2.9 million annually which helps fund many of its housing and human services programs such as down payment assistance, housing rehabilitation, new construction, rapid rehousing, homeless prevention, and emergency homeless shelters. The County uses its SHIP funds exclusively to meet the housing needs of residents in the unincorporated areas and uses its 1.4 million contribution to the Community Human Services Partnership (CHSP) to provide human services such as emergency homeless shelters and homeless prevention.

The City’s adopted policies and programs to support the development of affordable housing include the creation of a local Affordable Housing Trust Fund, adoption of an Inclusionary Housing Ordinance, establishments of a Construction Loan Program and Landlord Risk Mitigation Fund. Additionally, the City recently adopted an ordinance to allow for the conversion of hotels and motels to studio apartments.

In 1992 the City created an Affordable Housing Trust Fund by utilizing funds from the sale of distressed properties. The sale of the properties netted \$2 million in nonrecurring funds which the City’s uses to augment its programs funded through SHIP and the CDBG. This funding strategy allowed the City to establish programs such as the Construction Loan Program and most recently, a Landlord Risk Mitigation Fund which cannot be funded by state or federal revenue.

The City’s Construction Loan Program, established in July 2020, provides private developers a short-term construction loan to build affordable single-family homes including duplexes, triplexes, and quadraplexes. The City provides up to \$175,000 per project for up to two projects at a time at below prime interest rate. Loans are due to the City within 18 months of the execution of the loan agreement or six months following the issuance of a Certificate of Occupancy, whichever is sooner. The City also offers a waiver for water and sewer system and tap fees when an income-eligible purchaser with a household income of 80% of AMI or below is the prospective buyer. The program is funded through the City’s Affordable Housing Trust Fund. A similar program is incorporated in the County’s Local Housing Assistance Plan (LHAP). Leon County’s Housing Division and the HFA are currently evaluating developing a Construction Loan program as well as possible funding options through the HFA. More information will be provided for the Board’s consideration after a thorough assessment has been completed.

The City adopted an Inclusionary Housing Ordinance in April 2005 to ensure new developments include housing affordable to working families. The ordinance applies to developments in those portions of the City where income levels are above the area median income. Within those areas, all new developments with 50 or more units are required to set aside no less than 10% of the units for households earning at or below the area median income. In exchange for providing affordable units, the developers are eligible for density bonuses, expedited permitting, and water/sewer tap fee waivers. The Canopy planned urban development is the only active IH project, with 67 single-

family homes expected to be completed as part of the overall development. As noted below, it is recommended that the Leon County Affordable Housing Advisory Committee further evaluate Inclusionary Housing ordinances and provide recommendations to the Board as part of its 2021 report.

Inclusionary Housing

As mentioned previously, the Board requested that the workshop item include an analysis on an inclusionary housing ordinance. As established in Section 125, Florida Statutes, a county may adopt an inclusionary housing ordinance to require developers to provide a specified number or percentage of affordable housing units to be included in a development. However, in 2019 the Florida Legislature required local governments with an inclusionary ordinance to provide incentives to developers to fully offset all costs for their affordable housing contribution. Such incentives may include allowing greater unit density or floor space and reduction or waiver of fees such as impact fees or sewer charges.

According to the Florida Housing Coalition, the intent of an inclusionary housing ordinance is to increase production of affordable housing and to increase the production in specific geographic areas that may not include affordable housing. Inclusionary housing ordinance may be a resource that mandates geographic distribution of affordable housing are regularly utilized in concert with other affordable housing program or initiatives such as down payment assistance and community land trusts.

In 2005, the City established an inclusionary housing ordinance that requires new developments in census tracts with a higher AMI than the overall City AMI with 50 housing units or more, to sell 10 percent of their units at an affordable price for households that earn 70%-100% of AMI (Attachment #5). However, developers can pay a fee, build multifamily rental housing units, or provide residential lots to the City in-lieu of developing owner-occupied affordable housing units. The City provides a variety of incentives to developers to offset costs. The incentives include density bonuses; design flexibility for types of housing (single-family, duplex, townhouse, etc.), setback, buffering, lot size, and parking.

Since the City's establishment of the inclusionary housing ordinance there has been one development that met the 50 units or more threshold and is building inclusionary housing. The Canopy development located on Welaunee Boulevard will provide approximately 67 affordable units is household incomes that earn 100% or below the AMI.

Although the County does not have an inclusionary housing ordinance, the Board has taken actions the past several years to consider inclusionary housing as part of the overall planning development process. In October 2015, the Board directed the Planning Department to work with County and City Housing staff, the AHACs, the Community Redevelopment Agency, and the private sector to provide inclusionary housing policy recommendations as part of the Future Land Use Element Update. In October 2019, the Board and City Commission directed staff to investigate expanding the Land Use Element update to include the entire Comprehensive Plan. Due to unexpected factors including significant cost increases for consultant services and fiscal impacts of the pandemic, the Board directed staff in 2020 to complete a Request for Information (RFI) to better gauge the cost

of a full Comprehensive Plan update. The results of the RFI will be presented to the Board and City Commission as part March 23, 2021.

Recommendation: *Continue to support previous Board direction to Planning staff on the development of inclusionary housing policy recommendations as part of the Future Land Use Element Update of the Tallahassee-Leon County Comprehensive Plan.*

Landlord Risk Mitigation Fund

During its December 8, 2020 Housing Stability workshop, the City established a Landlord Risk Mitigation Fund to support local landlords who agree to partner to provide housing stability for vulnerable and at-risk tenants. The Fund is designed to provide some assurances to landlords who rent to tenants that are facing eviction or are ending their homelessness. Participation in the Fund represents a partnership between property owners and the City, housing service providers, and tenants. In addition to financial incentives, the program supports landlords and tenants with individualized community-based services and consultations to reduce tenant turnover and avoid costly and detrimental evictions.

On February 24, 2021, the City conducted a public hearing to amend the definition of “dwelling unit” to include the conversion of hotels/motels to studio apartment units which is expected to increase the stock of affordable housing in the community. According to the City, two obsolete motels have been identified for conversion by private developers over the next 12-18 months.

The programs and policies of the City align with efforts taken by the County to address affordable housing. The County and City partnership has led to the expansion of resources that aim to increase affordable housing. For example, the joint Affordable Housing Workshops led to the creation of a Community Land Trust and the partnership with Purpose Built Communities to support the Tallahassee Housing Authority’s redevelopment of the Orange Avenue Apartments

As noted, the City recently created a Land Risk Mitigation Fund. During the October 13, 2020 regular meeting, following the recommendation of the Tallahassee-Leon County Commission on the Status of Women and Girls (CSWG), the Board requested that the workshop evaluate the CSWG’s recommendation to implement a Risk Mitigation Fund for housing. Risk mitigation funds incentivize landlords to provide housing to individuals and families considered high risk due to poor credit history, past evictions, and/or criminal background. This population experiences a greater challenge to accessing quality affordable housing and also requires a higher level of human services such as mental health and substance abuse treatment, education, child care assistance, and job training. The Landlord Risk Mitigation Fund mitigates the financial risk to the landlord for costs associated with past due rent and damages.

Risk mitigation funds support the nationally recognized Housing First model which prioritizes the provision of permanent housing to people experiencing homelessness to serve as the foundation that supports other services to improve the quality of life of the individual, their family as well as the community. On December 8, 2020, in response to the recommendation of the CSWG presented to the City Commission, the City established a Landlord Risk Mitigation Fund to enhance access to affordable rental units for vulnerable populations. The Landlord Mitigation Fund provides

landlords a one-time bonus of \$500 as incentive to lease to an individual or family experiencing homelessness and allows landlords to receive up to \$2,000 for unpaid rent and up to \$1,000 for damages. Properties must be located within City limits and landlords must be Leon County residents as well as own no more than five rental properties. A landlord must sign up with the City and agree to charge fair market rent to participate in the program. Currently, 15 landlords participating in the City's Landlord Risk Mitigation Fund. The City has allocated \$250,000 to support the program.

A preliminary review of high utilizers of the Leon County Detention Facility (persons that have been jailed three or more times since 2019) found that approximately 50% were also homeless and accessed local human services for shelter, meals, health care, and/or case management services. According to the 2019 Urban Institute Report, *Housing Matters*, when people are stably housed, they have fewer recorded nonviolent offenses.

As a part of the annual budget process, the Board has historically allocated \$100,000 for jail diversion programs and designated the Public Safety Coordinating Council (PSCC) to make recommendations on the most appropriate ways to invest the funds to assist in jail population management. In December 2020, the PSCC held a workshop to discuss key factors such as housing instability, mental and physical well-being, and financial stability that contribute to an individual's or returning citizen's, successful reentry into the community following incarceration. As with previous year's discussions, housing was identified as being both a significant barrier and the most difficult for the returning citizen population to acquire. Based on this assessment, the PSCC invited the director of Leon County's Office of Human Services and Community Partnerships (HSCP) to discuss the availability of services and programs to address this critical need.

As requested by the Public Safety Coordinating Council, (PSCC) at their March 2, 2021 meeting the HSCP Director presented information on the City's recently implemented Landlord Risk Mitigation Fund Program. At that time, the PSCC approved a recommendation that the Board allocate the \$100,000 budgeted for public safety to support landlord risk mitigation to reduce the cycle of incarceration for vulnerable populations (Attachment #6). The City's Landlord Risk Mitigation Program assists individuals and families experiencing homelessness as well as previously incarcerated citizens. Therefore, it is recommended that the Board direct staff to present an agenda item to consider a partnership with the City on the Landlord Risk Mitigation Fund. The item will propose incentives and criteria for landlord participation and eligibility requirements for Leon County residents.

Recommendation: Direct staff to prepare a future agenda item to consider a partnership with the City on the Landlord Risk Mitigation Fund focusing on individuals returning to the community from incarceration, to be funded through the County's existing Jail Diversion budget.

Community Land Trust of Tallahassee and Leon County

A Community Land Trust (CLT) is a tool used to promote affordable housing. Under the CLT model a nonprofit organization acquires, manages, and retains ownership of the land on which a home is located. The land is preserved under a 99-year ground lease held by the nonprofit CLT. Because the land is leased by the CLT and held separately from the home, the price of the home

is limited to the value of the structure which ensures the home remains affordable. The CLT model restricts the future sale price of single-family homes to ensure that they remain affordable regardless of market price increases. Multi-family housing units would be leased at rates that do not exceed 30% of the tenant's household income.

On June 18, 2018, the Board authorized the County Administrator to issue a joint request for qualifications in conjunction with the City and the HFA, to identify a nonprofit organization that could serve as a CLT. In November 2018 a joint Request for Qualification (RFQ) was issued through the City's Purchasing Division. The RFQ Evaluation Committee, which comprised of representatives from the County, City, the Tallahassee Housing Authority, and the Big Bend Habitat for Humanity, recommended to the County and City that the Tallahassee Lenders' Consortium (TLC) serve as the CLT. On July 9, 2019, the Board authorized the County Administrator to negotiate an agreement with the TLC to serve as the Community Land Trust for Leon County. On March 10, 2020, the Board approved the CLT agreement with TLC.

County staff worked with City and TLC staff immediately upon Board approval of the CLT agreement to identify parcels for conveyance that the Board had previously deemed appropriate for affordable housing. On November 20, 2020, a donation agreement was finalized on four county owned parcels that are inside City limits and the parcels have been transferred to the TLC. The CLT has requested the City allow increased density on three of the County donated lots that will allow the CLT to construct eight single-family units. Staff expects the City Commission to consider the request at its April meeting.

Recently, discussion among City and TLC staff has occurred regarding the potential repurposing of underutilized student housing into affordable housing units. In April 2019, the City Commission adopted its 2024 Strategic Plan which includes an initiative to convert vacant student housing units into affordable housing units by working with the CLT. Staff will work with City and CLT staff to develop a strategic approach to engage a willing seller. The Board adopted the Home Ownership Development Program into the County's LHAP to invest SHIP funds into the homes to be developed by organizations like the CLT which will allow them to remain affordable in perpetuity. However, due to limited SHIP funds, the Home Ownership Development program has not yet been implemented and will be discussed in the next part of this report.

On December 12, 2019, the HFA provided \$25,000 in start-up funds to the TLC needed to launch the CLT and may receive additional funding conditioned upon presenting an operational plan that incorporates the use of funding from the City and other sources. Additionally, multiple County programs exist that could support further development using the CLT model, however funding of the programs has not been available recently as discussed in the following section.

Several county programs are available to support those experiencing moderate and severe housing cost burden primarily in the unincorporated area. These programs are detailed below.

County Programs

The primary goal of the County's housing programs is to increase and preserve the stock of safe and sanitary affordable housing exclusively in the unincorporated area of Leon County, however,

due to rules governing these programs the County receives limited funding from the state and federal governments. However, the City of Tallahassee, a designated entitlement community has access to more funding resources to impact the needs within the City limits. The Office of Human Services and Community Partnerships (HSCP), through the Division of Housing Services administers the County's programs, frequently through partnerships and collaborations with other County departments, the City of Tallahassee, and other public and private community-based agencies that support affordable housing to impact the affordable housing needs in the City as well as the unincorporated areas of the county.

Leon CARES

The current health crisis has brought about many changes to the lives of all Americans as well as increased the availability of programs designed to support those most in need. Leon CARES has been essential to ensure eligible Leon County residents, including households inside the City limits, do not experience evictions, foreclosures, and interruption in utility services during the COVID-19 pandemic. At the July 14, 2020 Budget Workshop, the Board approved the "Leon CARES" expenditure plan to distribute the County's allocation of over \$62 million in federal funding to date. The Leon CARES Individual Assistance program provided up to \$5,000 in one-time assistance to households earning less than 120% of the AMI to support past-due rent, mortgage, and utility bills. Launched on August 17, 2020, the program provided \$11.5 million in financial assistance to over 4,900 applicants impacted by COVID-19. The average award for the Leon CARES Individual Assistance program was \$2,337 per applicant.

In September 2020, the County received \$432,255 of Coronavirus Relief Funds from the Florida Housing Finance Corporation which the Division of Housing Services administered to make COVID-19 related repairs on homes located in unincorporated areas of Leon County (the City implemented a similar program). The program addressed repairs impacting air quality such as HVAC replacement; roof replacement; and mitigation of mold and water damage, and provided 19 households earning less than 120% of AMI, valued at nearly \$400,000 in grant funding. All projects were completed in the final three months of calendar year 2020.

In January 2021, the County was allocated \$8.9 million in direct federal funding for the Emergency Rental Assistance (ERA) program. The program will assist Leon County residents impacted by COVID-19 with up to 12 months of past due rent and utilities as well as up to three months of future rent and utilities. Eligible households must earn 80% or below the AMI. The program will launch on March 29, 2021 and is expected to aid with approximately 2,000 to 3,000 low-income households.

Aligned with federal and state statutes, nearly all the County's Housing Services programs are limited to assisting households most in need (income less than 80% of AMI) to access or preserve housing located in the unincorporated areas of Leon County typically via payment deferred, no interest loans. The following summarizes each County Program as established in the Local Housing Assistance Plan (LHAP) which governs the expenditure of the County Housing program's primary funding source, the State Housing Initiative Partnership:

Down Payment Assistance

The Down Payment Assistance (DPA) program awards between \$7,500-\$20,000, depending upon household income (up to 120% of AMI), to assist with down payment and closing costs to first time homebuyers for the purchase of new and existing homes. The DPA (both County and City of Tallahassee) program is administered by Tallahassee Lenders Consortium. Since October 1, 2018, the County's DPA Program has assisted in the creation of 24 first time homebuyers.

Emergency Housing Repair

The Emergency Housing Repair Program provides repairs to remediate an immediate health hazard; eliminate a developing threat to the dwelling or infrastructure; and to improve the home's resilience to the impact of a future disaster. Emergency repairs include, but are not limited to roof replacement, septic system replacement, HVAC replacement, electrical repair, plumbing repair, and tree removal. The program is limited to households with income at or below 80% AMI. Additionally, a home must be owner-occupied; rental properties and second homes are not eligible for this program.

The Emergency Housing Repair Program is funded through multiple sources. The SHIP funds have a maximum limit of \$30,000 of repairs. The Housing Finance Authority of Leon County (HFA) provides up to \$1,650 (\$7,500 if a member of the household meets statutory special needs criteria) in the form of a grant. On average, the SHIP and HFA funded programs have assisted at least 30 households combined, each of the last two fiscal years.

Home Rehabilitation

The Home Rehabilitation program provides up to \$60,000 for comprehensive repairs that will bring the entire home to a current livable standard including preparation for future disasters. The repairs commonly require a combination of structural, electrical, and water/sewer updates to ensure that the home is safe and sanitary as well as complies with local and state building codes. A home must be homesteaded; rental properties and second homes are not eligible for this program.

On average, the program has assisted approximately three (3) households in recent fiscal years due to costs and limited SHIP funds. It is appropriate to note that the County has over 100 households on its waitlist that are seeking assistance with Home Rehabilitation. As a result, and under the guidance of the Florida Housing Coalition which provides technical support for the SHIP program, the waitlist was closed in 2018.

Home Replacement

The Home Replacement program provides up to \$150,000 for the demolition and replacement of existing owner-occupied single-family homes that qualify for Home Rehabilitation provided the County determines that the cost to rehabilitate the home exceeds 50% of the current value of the home. A home must be homesteaded. Rental properties and second homes are not eligible for the program. The program has replaced a total of six homes over the past two years.

Rental Assistance

The Rental Assistance Program provides first and last month's rent, security and utility deposit assistance, moving costs and storage fees; (2) past due rent and late fees not to exceed six months'

rent to prevent eviction; and (3) Rent Subsidies paying the monthly rent for up to 12 months. The maximum award per eligible applicant is \$10,000.

On May 12, 2020, the County accepted \$36,092 of additional SHIP funding that was not originally appropriated by the Legislature from Florida Housing Finance Corporation specifically for rental assistance to prevent evictions. In order to assist a larger number of eligible households, the County limited the program to up to two months of past due rent not to exceed \$2,000. However, this funding has not been utilized due to the overwhelming level of resources that have been available through program such as the Leon CARES Individual Assistance Program and the restriction of this funding to unincorporated Leon County.

Rental Development

The Rental Development program awards up to \$50,000 per unit for up to \$300,000 per development to build or rehabilitate affordable rental units (single-family detached or multi-family development). The Rental Development program can provide the necessary local government funding to developers to obtain state financing, tax credits, and bonds. In April 2020, staff recommended, and the Board adopted the Rental Development Program into the County's LHAP. In addition to new unit development, the program serves to encourage the redevelopment of aging rental developments in Leon County into affordable housing units. Inclusion of the Rental Development program in the LHAP positions the County to implement this program when future SHIP funds become available.

Home Ownership Development

The Home Ownership Development program provides up to \$50,000 to for-profit and not-for-profit organizations such as Big Bend Habitat for Humanity and the Community Land Trust for the construction of a home, to reduce the sale price to an income-eligible first-time homebuyer. Developers must legally restrict the future use of the property so that the home remains affordable to eligible purchasers (not necessary if land is owned by the CLT). In April 2020, staff recommended, and the Board adopted the Home Ownership Development Program into the County's LHAP. Inclusion of the Home Ownership Development program in the LHAP positions the County to implement this program when future SHIP funds become available.

Funding Sources for County Housing Program

Funding for the County's programs are limited in size and governed by partners. The following overview provides an analysis of the State Housing Initiatives Partnership (SHIP) as a funding source along with other funds that have been provided by the FHFC in support of County programs and presents a summary of funding received annually from the HFA as well as competitive funding via the Small Cities Community Development Block Grant (CDBG).

State Housing Initiatives Partnership

SHIP is the primary source of funding of the County's program. SHIP is administered by the Florida Housing Finance Corporation (FHFC). The City also receives SHIP funds and as a result, the FHFC prohibits the use of County funds within the City limits unless there is an interlocal agreement in place between the two jurisdictions. An interlocal agreement has not been necessary because SHIP funds are significantly limited and are successfully exhausted to assist residents of unincorporated Leon County each year.

The SHIP funds have been limited and inconsistent for more than a decade due to actions taken by the Florida Legislature to reallocate funding from the Sadowski Trust Fund, which is dedicated to affordable housing, to other State programs. On June 29, 2020, Governor DeSantis vetoed \$225 million intended for the SHIP program. The County was projected to receive more than \$1 million in 2020. As reflected in Table 4, over \$4 Million has been withheld from the County in annual SHIP funding the last five years due to continued reallocation of the Trust Fund.

Table #4: Leon County Legislated SHIP Funding Actual vs. Projected

Fiscal Year	Actual	Projected (Full Funding)	Shortfall
FY 2017	\$614,721	\$1,102,644	(\$487,923)
FY 2018	\$426,361	\$ 987,765	(\$561,404)
FY 2019	\$167,323	\$1,078,330	(\$911,007)
FY 2020	\$171,786	\$1,200,106	(\$1,028,320)
FY 2021	\$0 (VETOED)	\$1,080,633	(\$1,080,633)
		Total	(\$4,069,287)

Section 420.9076, Florida Statutes, requires each jurisdiction in the State that receives SHIP funding to appoint an Affordable Housing Advisory Committee (AHAC) to review ordinances, policies and procedures, land development regulations, and the adopted comprehensive plan to identify barriers that impact affordable housing efforts. As a result, both the County and City have their own respective AHAC. The AHACs will be discussed along with other ongoing housing initiatives and opportunities to expand affordable housing in the final section of this analysis.

Housing Finance Authority of Leon County Funding

The Housing Finance Authority of Leon County (HFA) is the only other recurring funding source for the County's Housing Program. The County receives \$50,000 annually from the HFA to fund the Emergency Housing Repair program, the 9/11 Day of Service and Remembrance as well as for the County's Annual Home Expo, which provides education on topics such as fair housing rights, ways to improve a home's energy efficiency, and making a home more disaster resilient. The County programs and events funded by HFA focus on preserving and maintaining homesteaded properties. The County's partnership with the HFA is also essential to increasing the stock of multi-family affordable housing development and is presented in the next section.

Nonrecurring Funding

As illustrated in Table 5, multiple nonrecurring allocations were received in 2020 to support COVID-19 recovery efforts.

Table 5. Nonrecurring Funding Sources of County Programs

Date Realized	Source of Funding	Purpose of Funding	Amount
May 12, 2020	Florida Housing Finance Corporation	SHIP Rental Assistance	\$ 36,092
September 15, 2020	Florida Housing Finance Corporation CARES	Counseling & Emergency Home Repairs	\$261,734
September 29, 2020	Florida Housing Finance Corporation CARES	Counseling, Emergency Home Repairs & Rental Assistance	\$170,521
December 8, 2021	Florida Housing Finance Corporation CARES	Rental Assistance via Leon CARES Individual Assistance	\$11,000,000

Citizen Committees

This section describes the citizen-led committees utilized to provide recommendations and/or input on affordable housing programs and initiatives of the County. The Affordable Housing Advisory Committee is a statutorily required Committee and its composition which includes a County Commissioner is mandated in Florida Statutes. The Housing Leadership Council of Tallahassee-Leon County is comprised of a cross section of affordable housing stakeholders representing the public, not-for-profit and for-profit sector focused on engaging private sector participation in affordable housing.

Affordable Housing Advisory Committee

As a recipient of SHIP funds, the County is mandated to establish the Affordable Housing Advisory Committee (AHAC). Section 420.9076, Florida Statutes, requires each jurisdiction in the State that receives SHIP funding to appoint an AHAC to review ordinances, policies and procedures, land development regulations, and the adopted comprehensive plan to identify barriers that impact affordable housing efforts. As a result, both the County and City have their own respective AHAC. Since 2018, the County and City AHACs have held a joint meeting once each year as recommended by the Workgroup and directed by the Board and City Commission; however, the meeting scheduled for March 2020 was canceled due to COVID-19.

Per Florida Statutes, the AHAC membership is comprised of at least eight (8) but not more than eleven (11) members, including an elected official of the governing body that receives SHIP funds. The County's AHAC is currently comprised of ten (10) members, including one Commissioner who serves as the Board's representative. Florida Statutes requires the AHAC to provide an annual report of recommendations to the Board, the FHFC and the Florida Housing Coalition to enhance access and grow the stock of affordable housing, which is due in December.

On February 16, 2021, the County and City AHACs held a joint meeting to hear presentations from housing partners including the Housing Finance Authority of Leon County, the City's Landlord Mitigation Fund and the Tallahassee Lenders Consortium as well as presentations from County and City staff on recent collaborative housing efforts such as the establishment of the Community Land Trust. At that time, the two AHACs agreed to hold joint meetings quarterly to review the current affordable housing goals of the County and City, receive presentations from additional partners. The next quarterly joint meeting is tentatively scheduled for May 24, 2021.

The combination of joint AHAC meetings and separate County AHAC meetings will culminate with the statutorily required report of recommendations that will be presented to the Board in December 2021.

Housing Leadership Council of Tallahassee-Leon County

In 2018, as recommended by the Affordable Housing Workgroup, the Housing Leadership Council of Tallahassee-Leon County (Leadership Council) was established as a public/private partnership that would serve as the entity to foster greater collaboration and coordination among affordable housing stakeholders. The County and City contracts with United Human Services Partnerships (UPHS) to provide administrative support to the Leadership Council in the amount of \$5,000 annually. Further, the County and the City provided an additional \$15,000 each to the Leadership Council for FY 2020.

The Leadership Council Board of Directors is comprised of a cross section of affordable housing stakeholders representing the public sector, not-for-profit and for-profit sectors. Over the past few years, the Leadership Council focused on engaging private sector participation and investment in affordable housing through social mixers and workshops on subject matters such as permitting and financing. The Leadership Council planned to hold an affordable housing conference targeted to builders, realtors, and other private entities in fall 2020, but it was canceled due to COVID-19. Due to the pandemic, the Leadership Council has experienced significant challenges fundraising and conducting private sector outreach.

The Leadership Council has served as a platform to evaluate proposed affordable housing programs and initiatives. Prior to the establishment of its Land Risk Mitigation Fund, the City gathered input from the Leadership Council on the program criteria and strategies to recruit the participation of landlords. Additionally, the Leadership Council continues to be essential to identifying opportunities to enhance the community land trust through increased private sector participation. There are regular discussions on developing an approach to assist the CLT in securing private financing for single-family and multi-family housing developments as well as engaging private developers to build affordable housing units within the CLT.

Florida Housing Coalition Report for City of Pensacola

During the March 9, 2021 meeting the Board requested a review of the January 2020 Florida Housing Coalition's report prepared for the City of Pensacola [Escambia County] (Attachment #7). In summary the report outlines an actionable plan for the City of Pensacola to create 500 homes in five years and included the following recommendations, incentives and strategies. Locally, Leon County, the City of Tallahassee and our numerous affordable housing partners are already implementing these strategies.

- **Engage in Strategic Partnerships:** Partner with local affordable housing stakeholders to bolster community support and provide necessary resources to the development of housing that is affordable.
- **Collaborate with the private sector to identify incentives that will increase Affordable Housing Development,** which include: Hire a staff person to implement housing strategies; waive impact fees, amend the land development code and the comprehensive plan; and consider creating a low interest revolving loan fund.

- **Leverage City property to produce affordable units:** Identify existing City-owned land that is suitable for affordable housing and set terms for how the land is to be used through security instruments and deed restrictions.
- **Support Tax Credit Developments:** Work to create an environment that attracts and assists affordable rental development and provide LGAOF as well as other local contribution.
- **Identify & encourage suitable sites for infill development:** Identify smaller sites that are suitable for infill development which could be ideal single-family homes with accessory dwelling units, or small-scale multi-family homes such as duplexes, triplexes, and townhomes.
- **Identify adaptive reuse possibilities:** encourage, and even partially fund adaptive reuse of a commercial building or structure into residential use such as warehouse or retail facility.

Conclusion

Although there are many affordable housing needs, one of the community's greatest need is more rental units for households with income levels 50% or less of the AMI. While most households in Leon County (64%) have enough income to meet their housing needs and are not burdened by housing costs, of those that are burdened many are severely cost burdened. College students account for a portion of the community experiencing this dynamic; however, their quality of life is not as severely impacted as that of nonstudents. The County is addressing this need and others by offering services like rental assistance programs that provides funding to prevent eviction as well as helping residents secure rental housing by paying the costs for security deposit, and first and last month's rent. By leveraging partnerships, the County ensures more programs are available to support affordable housing efforts countywide. For example, the County has supported the issuance of bonds for the Magnolia Terrance and the Orange Avenue Apartments which provides access to more rental units for lower income residents.

In addition, the County also offers programs to assist cost burdened, low-income households to transition from renters to homeowners through initiatives like the down payment assistance program and the newly launched Community Land Trust.

By utilizing multiple programs, Leon County continues to address housing issues ranging from rental assistance programs to home replacement for residents in the unincorporated areas of the county. To serve the needs countywide, the County partners with the City and other affordable housing stakeholders, such as the Housing Finance Authority of Leon County, Tallahassee Lenders Consortium, the South City Foundation, and the Tallahassee Housing Authority, to maximize its community-wide impact for affordable housing.

Although there are significant challenges, including some beyond the control of local government, such as stagnant wage growth, rising housing construction costs and limited funding, the County continues to work independently as well as collectively to achieve the greatest outcomes to support the affordable housing needs of the community.

As an entitlement community, the City of Tallahassee has access to funding through a variety of state and federal resources that are not available to county government. Therefore, continuing our cooperative and collaborative efforts is essential as the County works to address the community's housing needs.

The recommendations presented throughout this report intentionally build upon existing efforts and provide immediate assistance to some of the most vulnerable in our community, incarcerated individuals returning to the community as well as continuing to support the THA. In addition to meet the long-term needs of the community, this item also recommends continued support for the development of inclusionary housing policy recommendations as part of the Future Land Use Element Update of the Comprehensive Plan.

Also, to support the private sector involvement in building affordable housing with competitive financing, the County, the HFA and the City are developing recommendations on a consolidated strategy for applying for housing tax credits which will be presented to the Board in May as part of the HFA's agreement with the County. The new recommendations align with the County's existing efforts and serve as the next steps for our long-term affordable housing goals.

Finally, to ensure the Board has the opportunity to engage and hear directly from the County's affordable housing partners, several have been invited to participate in the workshop, including Mark Hendrickson, Administrator for the Florida Housing Finance Authority of Leon County, Brenda Williams, Executive Director of the Tallahassee Housing Authority, Karen Miller, Executive Director of the Tallahassee Lender's Consortium and the Community Land Trust and Courtney Atkins, the Executive Director of the South City Foundation.

Options:

1. Accept the status report on affordable housing in Leon County.
2. Request the Housing Finance Authority of Leon County (HFA) to develop a procedure to evaluate and recommend projects seeking Local Government Area of Opportunity Funding Tax Credits for local government support.
3. Continue to redistribute PILOT fees provided by the Tallahassee Housing Authority back to the agency to support property maintenance services, security and resident services including after-school programs and summer programming.
4. Direct staff to prepare a future agenda item to consider a partnership with the City on the Landlord Risk Mitigation Fund focusing on individuals returning to the community from incarceration, to be funded through the County's existing Jail Diversion budget.
5. Continue to support previous Board direction to Planning staff on the development of inclusionary housing policy recommendations as part of the Future Land Use Element Update of the Tallahassee-Leon County Comprehensive Plan.
6. Board direction.

Recommendation:

Options #1, 2, 3, 4 and 5

Attachments:

1. Affordable Housing Actions and Initiatives Ratified on November 14, 2017
2. NACo Housing Affordability in Leon County Report
3. FHC Report for the City of Tallahassee
4. City of Tallahassee Housing Services Program
5. City of Tallahassee Inclusionary Housing Ordinance
6. March 12, 2021 PSCC recommendation letter
7. City of Pensacola Affordable Housing Report

Leon County Board of County Commissioners

Agenda Item #7

November 14, 2017

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator

Title: Ratification of Actions Taken at the October 26, 2017 Joint County-City Affordable Housing Workshop

Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Alan Rosenzweig, Deputy County Administrator Wanda Hunter, Assistant County Administrator
Lead Staff/ Project Team:	Shington Lamy, Director, Human Services and Community Partnerships Edny Thomas, Housing Services Manager

Statement of Issue:

This agenda item seeks the Board's ratification of actions taken at the October 26, 2017 Joint County-City Affordable Housing Workshop.

Fiscal Impact:

This item has no fiscal impact to the County.

Staff Recommendation:

Option # 1: Ratify the actions taken at the October 26, 2017 Joint County-City Affordable Housing Workshop.

Title: Ratification of Actions Taken at the October 26, 2017 Joint County-City Affordable Housing Workshop
November 14, 2017
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Report and Discussion

Background:

On October 27, 2016, the County and City Commission held a joint workshop on the affordable housing efforts in the community which included an overview of the County's and City's respective housing programs. At that time, County and City Commissions reaffirmed their commitment to promoting, preserving and expanding homeownership by maintaining the existing County and City housing programs.

In addition, the two Commissions established the Tallahassee-Leon County Affordable Housing Workgroup (Workgroup) to be staffed jointly by the County and City. On September 20, 2017, the Board scheduled the joint workshop to consider the Workgroup's Final Report on Thursday, October 26, 2017

This ratification item is essential to the following FY2017-FY2021 Strategic Initiative that the Board approved at the January 24, 2017 meeting:

- Support the Joint County-City Affordable Housing Workgroup's efforts to develop a holistic plan for the redevelopment of a multifamily affordable housing project and identification of additional transitional housing opportunities through community partnerships.

This particular Strategic Initiative aligns with the Board's Quality of Life Strategic Priorities:

- (Q4) Support and promote access to basic health and welfare services to our community members most in need.
- (Q5) Support strong neighborhoods.

Analysis:

During the Workshop, the respective staff members jointly presented an analysis of the Workgroup's final report and staff's recommendations. Additionally, presentations were made by Columbia Residential on the status of the master plan for the Orange Avenue Apartments Redevelopment Project and by Purpose Built Communities on their efforts to determine whether the redevelopment project could serve as a model for its network. Following the discussion, the County-City Commissions took the following actions:

1. Accepted the Tallahassee-Leon County Affordable Housing Work Group's Final Report
2. Approved the following:
 - a. Directed the County and City Housing staffs to hold a joint meeting of the Affordable Housing Advisory Committees at least once a year.
 - b. Authorized staff to explore the viability of establishing an Affordable Housing Leadership Council in conjunction with select members of the Workgroup and United Partners for Human Services and provide a report to the County and City Commissions within 180 days.

Title: Ratification of Actions Taken at the October 26, 2017 Joint County-City Affordable Housing Workshop

November 14, 2017

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- c. Authorized City staff to work collectively with County staff and the Housing Finance Authority of Leon County to explore partnership opportunities to address affordable housing needs.
- d. Directed County and City Departments, i.e. Public Works, Underground Utilities and Infrastructure, Blueprint and Planning, to include affordable housing as a criterion when prioritizing infrastructure projects.
- e. Directed staff to work with housing partners to evaluate design standards that could be applied countywide.
- f. Directed staff to assess the feasibility of using a Community Land Trust as an affordable housing funding strategy and provide recommendations to the County and City Commissions respectively.
- g. Directed staff to provide periodic status updates on the Orange Avenue Redevelopment Project.
- h. Continued to support the Blueprint IA prioritized funding of the Blueprint 2020 Orange Avenue/Meridian Placemaking Project within the first year of the collection of the one-cent infrastructure surtax to support the redevelopment of the community that surrounds the Orange Avenue Apartments.
- i. Directed staff to partner with affordable housing organizations and other entities that enhance a livable community and promote sustained homeownership in the neighborhoods surrounding the Orange Avenue Apartments.
- j. Provided a joint formal letter to the Tallahassee Housing Authority and request that they reserve a portion of its funding assistance dollars for permanent supportive housing clients, if available.
- k. Directed staff to work with utility providers to develop recommendations for addressing the problems associated with persons transitioning from homeless shelters to permanent housing, who have outstanding utility bills, and provide a report to the County and City Commissions, respectively.
- l. Directed the County and City staff to evaluate permanent funding sources for affordable housing.
- m. Directed staff to include the support of full funding of the Sadowski Act into the County and City's respective legislative priorities, with assistance from the Florida Association of Counties and the Florida League of Cities.

Title: Ratification of Actions Taken at the October 26, 2017 Joint County-City Affordable Housing Workshop
November 14, 2017
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In addition to the actions identified above, the Commissions directed staff to address the following:

1. With reference to recommendation 2(g), bring back a Joint Resolution supporting the Orange Avenue Redevelopment project upon completion of the Master Plan.
2. With reference to recommendation 2(e) have the Office of Economic Vitality provide economic data to Purpose Built Communities and the potential Community Quarterback Organization in support of the Orange Avenue Redevelopment project.
3. With reference to recommendation 2(b), as a part of the viability review, explore the Affordable Housing Leadership Council as a public/private partnership.
4. With reference to recommendation 2(k), ensure that the Big Bend Continuum of Care is included in the coordination and collaboration of efforts to enhance permanent supportive housing in the community.

Options:

1. Ratify the actions taken at the October 26, 2017 Joint County-City Affordable Housing Workshop.
2. Do not ratify the actions taken at the October 26, 2017 Joint County-City Affordable Housing Workshop.
3. Board direction.

Recommendation:

Option #1.

HOUSING AFFORDABILITY IN LEON COUNTY, FL

POPULATION	TOTAL HOUSING UNITS	PERCENT OCCUPIED HOUSING UNITS	MEDIAN HOUSEHOLD INCOME
290,292	126,658	87.7%	\$48,248

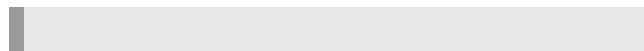
HOMEOWNERS

Owner-Occupied Housing Units

58,014

Percent Moderately-Burdened Owners		14.2%
Percent Severely-Burdened Owners	+	8.3%
Total Percent Cost-Burdened Owners	=	22.5%

2% Below the Nationwide Share of Cost Burdened Owners



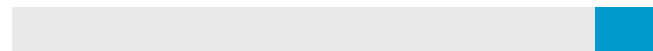
RENTERS

Renter-Occupied Housing Units

53,097

Percent Moderately-Burdened Renters		25.2%
Percent Severely-Burdened Renters	+	35.0%
Total Percent Cost-Burdened Renters	=	60.2%

9% Above the Nationwide Share of Cost Burdened Renters



Definitions: A household is **cost-burdened** if 30 percent or more (**moderately-burdened** if between 30 and 50 percent and **severely-burdened** if over 50 percent) of household income is spent on housing costs (i.e., gross rent, mortgage or other monthly owner costs).

Source: NACo analysis of U.S. Census Bureau - American Community Survey (ACS) 5-year estimates.

Notes: The American Community Survey (ACS) is an ongoing national survey of more than 3.5 million households annually. Thus, the estimates produced by ACS are not exact because they are based on a sample and have a degree of uncertainty (sampling error). Profiles have been created only for counties with reliable estimates. For more on definitions, sources and reliability, please see [link](#).



CITY OF TALLAHASSEE



FIVE-YEAR CONSOLIDATED PLAN 2020-2024



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Executive Summary

ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

Introduction

This Consolidated Plan presents the City of Tallahassee's strategic approach to housing and community activities for 2020-2024. Using the latest available data, the plan reviews priority needs in housing, homelessness, public housing, and non-housing community development. The plan also considers market conditions for a wide range of housing characteristics, including the number of available housing units, cost and condition of housing, homeless facilities and services, special needs facilities and services, and barriers to affordable housing.

In addition to a detailed review of needs and the market assessment, this Consolidated Plan presents a strategic set of goals that the City will pursue during its 2020-2024 program years. These goals target the City's most pressing needs in housing and community development and will be used as a benchmark for performance evaluations over the five-year time period.

The goals established by the City represent a balanced approach to housing and community development. The City will pursue strategies focused on affordable housing including rehabilitation, relocation, purchase assistance, acquisition and new construction; funding of organizations which support low-income, youth, elderly, homeless, and special needs populations. These strategies are intended to ensure the continuing success of the City of Tallahassee's population, neighborhoods, and businesses.

Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

The City of Tallahassee has identified five priority needs to be addressed during the Consolidated Plan period (2020-2024) that will meet HUD's objectives of providing decent housing; a suitable living environment, or economic opportunity. Priority needs, objectives, outcomes, and indicators projected for the 5-Year period include:

1	Priority Need Name	Increase Access to Affordable Housing
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children

	Geographic Areas Affected	City Wide Neighborhood Revitalization Strategy Area
	Associated Goals	Housing Rehabilitation Down Payment Assistance New Construction Permanent Relocation Acquisition CHDO Set-Aside Neighborhood First Activities
	Description	Support the provision of decent housing by increasing the availability/accessibility of affordable housing. The City will address the priority need by funding housing rehabilitation, homebuyer assistance, and relocation assistance programs. The City will also undertake acquisition activities and provide funds to CHDO organizations for construction or rehabilitation of affordable housing for low income households (at or below 80% AMI) or to make rental housing affordable.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan and Neighborhood Revitalization Strategy Area Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment, Market Analysis, and NRSA Plan also lead to priority need determinations.
2	Priority Need Name	Increase Access to Public Services
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Victims of Domestic Violence Homeless Persons

	Geographic Areas Affected	City Wide Neighborhood Revitalization Strategy Area
	Associated Goals	Public Service Assistance
	Description	Support availability/accessibility to a suitable living environment by funding organizations providing essential services for low-income and limited clientele populations. The City will assist non-profit organizations in carrying out public service activities assisting low-income persons, youth, elderly, person with disabilities, children, and the homeless.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan and Neighborhood Revitalization Strategy Area Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment, Market Analysis, and NRSA Plan also lead to priority need determinations.
3	Priority Need Name	Improve Access to Public Facilities
	Priority Level	High
	Population	Extremely Low Low Moderate
	Geographic Areas Affected	City Wide
	Associated Goals	Public Facilities
	Description	Support neighborhood livability and a suitable living environment for residents by providing resiliency improvements in low- and moderate-income neighborhood service centers and making public facilities improvements in the community.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment and Market Analysis also lead to priority need determinations.
	Priority Need Name	Increase Access to Homeless Services and Prevention

4	Priority Level	High
	Population	Extremely Low Low Moderate Homeless Persons
	Geographic Areas Affected	City Wide
	Associated Goals	Street Outreach Rapid Re-Housing Shelter Operations/Essential Services Homeless Prevention HMIS Administration
	Description	Prevent homelessness and provide access to a decent living environment by providing funds for shelter and essential services for the homeless and those at-risk of becoming homeless.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment and Market Analysis also lead to priority need determinations.
5	Priority Need Name	Program Administration
	Priority Level	High
	Population	N/A
	Geographic Areas Affected	City Wide
	Associated Goals	Planning and Administration
	Description	Management and operation of tasks related to administering and carrying out the HUD CDBG, HOME, and ESG programs. Activities also include fair housing planning and environmental studies.
	Basis for Relative Priority	N/A

Evaluation of past performance

The City regularly monitors and evaluates its past performance to ensure meaningful progress is made toward its goals identified in its previous PY 2015-2020 Consolidated Plan. The table below summarizes progress made on each goal identified in that Consolidated Plan as of publication of the City's PY 2018-2019 Consolidated Annual Performance and Evaluation Report (CAPER).

Goal	Expected 2015-2020	Actual 2015-2020	Percent Complete
Affordable Housing			
Rental Units Constructed	4	2	50%
Homeowner Housing Added	4	13	100%
Homeowner Housing Rehabilitated	275	165	60%
Direct Financial Assistance to Homebuyers	150	110	73%
Tenant-Based Rental Assistance/Rapid Re-Housing	350	116	33%
Non-Housing Community Development			
Public Facility or Infrastructure Activities other than Low/ Moderate Income Housing Benefit	5	14	100%
Demolition	40	4	10%
Public Service Activities Other than Low/ Moderate Income Housing Benefit	2,275	2,278	100%
Reduced Homelessness			
Homelessness Prevention	465	4,243	100%
Homeless Person Overnight Shelter (Shelter Operations)	0	3,284	100%
Special Needs Assistance			
Public Service Activities Other than Low/ Moderate Income Housing Benefit	2,000	2,530	100%
Other	10	3	30%

Lack of funding and increased costs of labor and materials may have caused barriers in accomplishing activities, including rental construction and owner-occupied housing rehabilitation. Loan products and underwriting criteria often prove as a barrier to providing direct financial assistance to homebuyers. Non-housing community development activities may be multi-year projects and have not been fully completed as the published CAPER. Grant funds were expended in a timely manner.

The City adjusted accordingly for the 2020-2024 Consolidated Plan, recognizing that strategies for addressing needs must consider funding decreases. The City will continue to monitor activities and focus on high priority needs.

Summary of citizen participation process and consultation process

The City of Tallahassee recognizes the importance of a robust, comprehensive, and effective citizen participation and stakeholder consultation process. The community insights and ideals gained from this outreach are invaluable resources to the development of an appropriate, comprehensive, and meaningful strategy set forth in this plan.

The City of Tallahassee reached out to nearly 500 stakeholders during this consultation and participatory process. Four community participation/stakeholder meetings were held in the City, conducted in accordance with 24 CFR Part 91 and the City's Citizen Participation Plan, to collect substantive feedback and input from stakeholders. Their input was recorded and incorporated into this Consolidated Plan.

Concurrently, the City of Tallahassee solicited public feedback through newspapers, local media outlets, official governmental websites, social media, and an online survey. These meetings were conducted to ensure inclusion of all residents of the region, target areas, beneficiaries of federal resources awarded through the public awards process, and public and private agencies operating in the region. The City received a total of 128 responses to its Community Needs Survey.

In addition, The City solicited comment during the 30-day public comment period from November 20, 2020 through December 21, 2020. The City also held a public hearing in November 2020 to solicit comments on the Consolidated Plan and another public hearing in December 2020 where the City Commission adopted the Consolidated Plan. Proper notices of public comment were published in a newspaper of general circulation, on the City's home website, through a virtual public review and comment portal, and social media pages.

Summary of public comments

The City of Tallahassee hosted four public meetings and one public hearing during the citizen participation process for this Consolidated Plan. The following summary represents a broad overview of the comments and input received during those meetings. For further details on comments received, attendance counts, and other details pertaining to the citizen input process, refer to section PR-15.

While there was diffused interest in a wide variety of housing, public facilities, public services, and economic development projects, there were clear leaders in each group:

Housing

Groups were most likely to choose housing rehab (10) and homeownership (8), with housing for ending homelessness (7) and new construction (6) also receiving a significant number of responses.

Public Services

Supportive services were the most common projects selected, with residents indicating that a wide variety of needs (elderly, youth, homeless, and disability support services) (10). Support services were followed closely by employment training (8) and addressing homelessness (7).

Public Facilities/Infrastructure

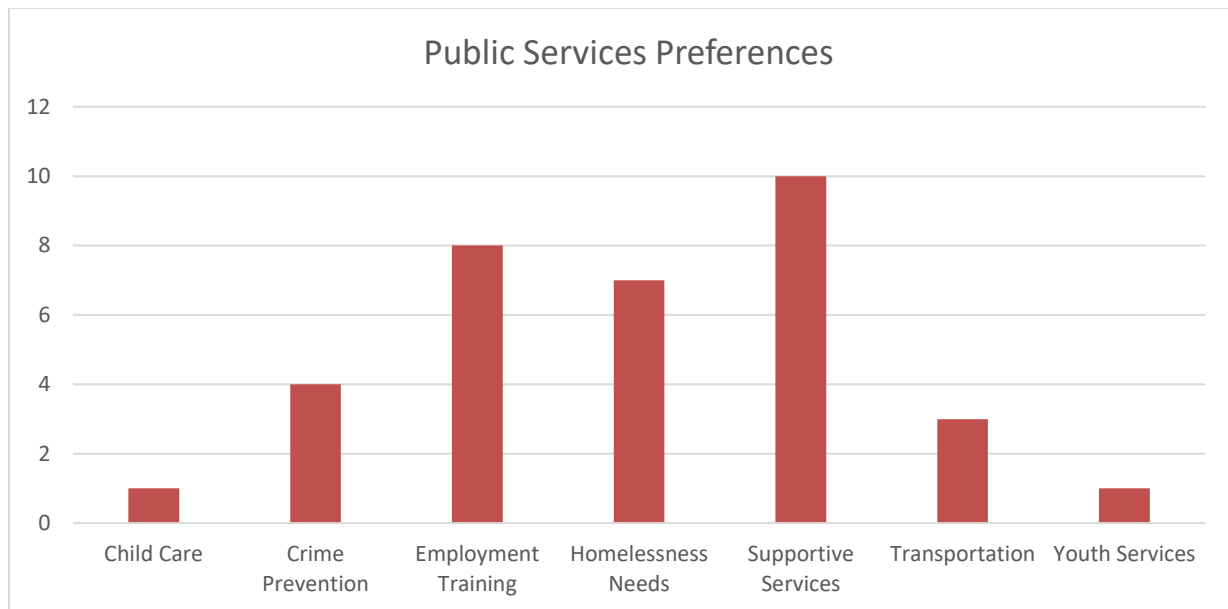
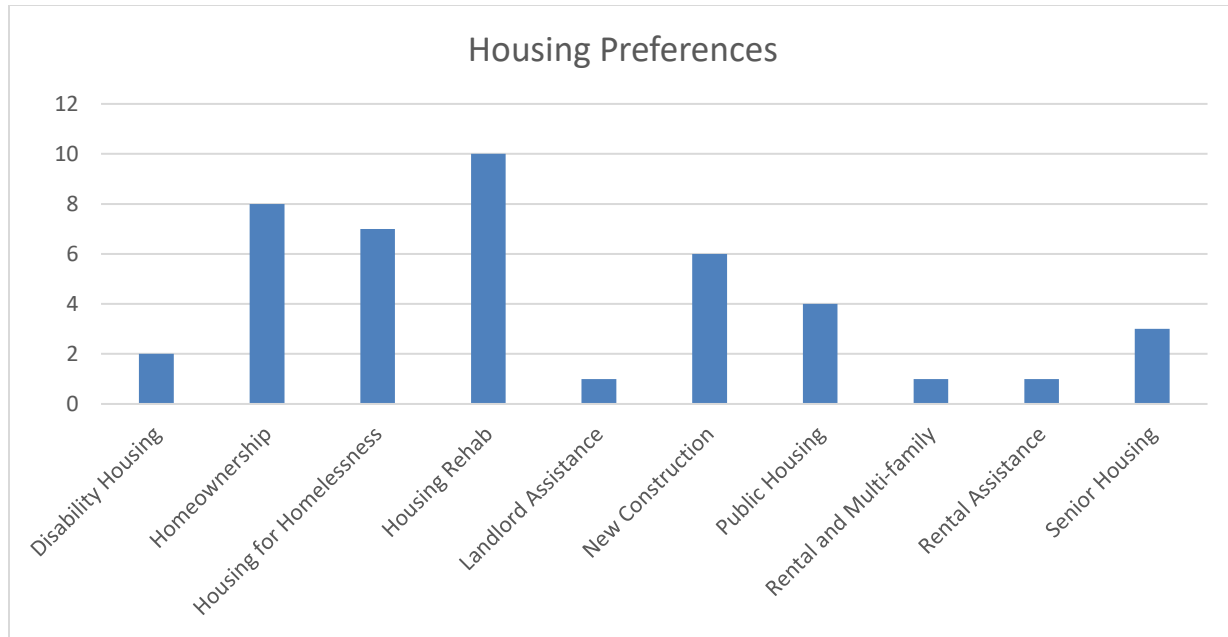
Street improvements was by far the most popular program choice (12), with over double the number of groups selecting it than any other option.

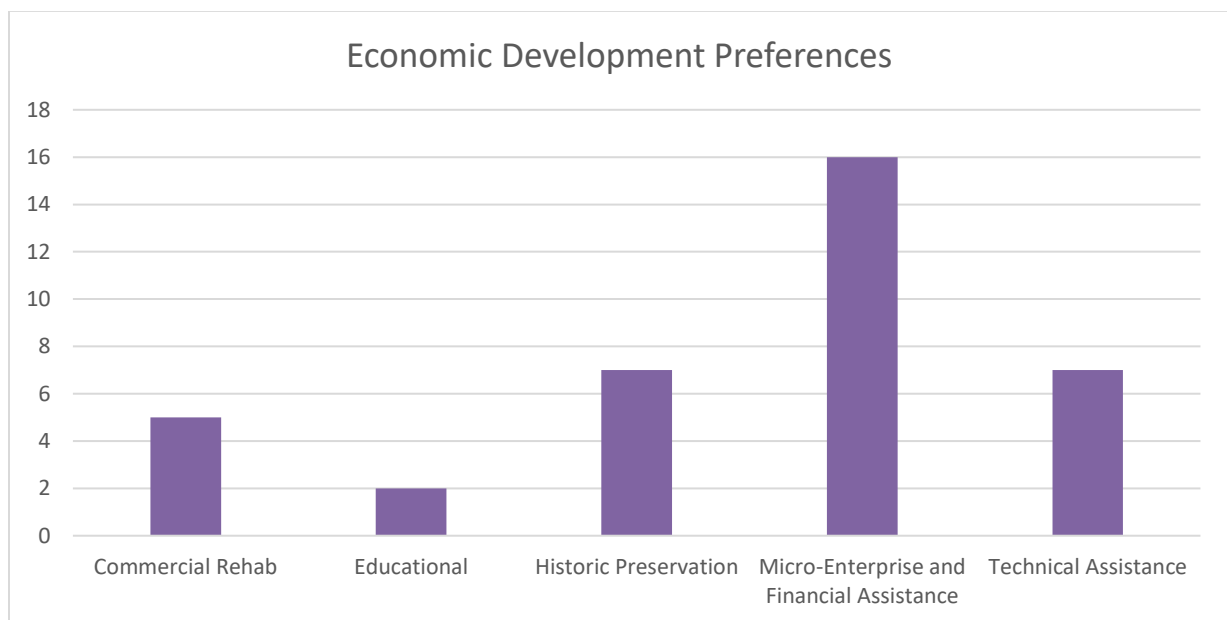
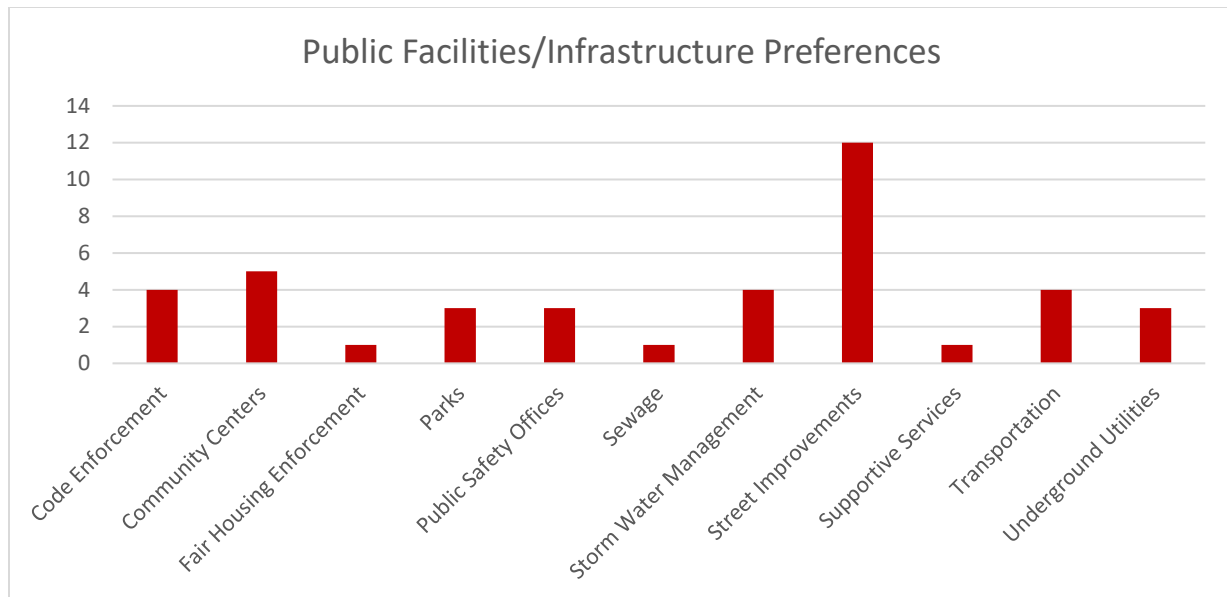
Economic Development

Financial assistance/micro-enterprise grants or loans were dramatically more popular than the other options, with 16 groups selecting it.

Fair Housing

The fair housing discussion identified a significant need for increased fair housing education. An overwhelming number of participants were unfamiliar with local, state, or federal fair housing enforcement agencies or even how to file a fair housing complaint.





Summary of comments or views not accepted and the reasons for not accepting them

There were no comments, opinions, or statements rejected during the course of the public comment period, survey collection, stakeholder forums, publicly available meetings, or public hearings.

Summary

This Consolidated Plan consists of four parts including a housing and community development needs assessment, a market analysis, a Strategic Plan, and the Annual Action Plan. The Strategic Plan is a key component of the Consolidated Plan, as this section outlines the City of Tallahassee's objectives and outcomes to meet the needs identified in the assessment section. The Annual Action Plan, one of five annual plans, outlines how federal resources will be allocated. Each year after that an Annual Plan will be completed to communicate how these funds will be allocated to meet the objectives identified in the Consolidated Plan.

The Annual Action Plans will also include a section that evaluates the community's performance towards meeting the objectives outlined in the Consolidated Plan.

The Process

PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	City of Tallahassee	Department of Housing and Community Resilience
HOME Administrator	City of Tallahassee	Department of Housing and Community Resilience
ESG Administrator	City of Tallahassee	Department of Housing and Community Resilience

Table 1 – Responsible Agencies

Consolidated Plan Public Contact Information

Jean Amison, CCAP, Housing Division Manager
Housing Division
Department of Housing and Community Resilience
300 South Adams Street, B-27
Tallahassee, FL 32301
Office: (850) 891-6547
Email: Jean.Amison@talgov.com

PR-10 Consultation – 91.100, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)

Introduction

In developing this Consolidated Plan and Annual Action Plan, the City of Tallahassee conducted a thorough outreach effort to engage with critical stakeholders. This outreach effort was designed to duly record stakeholder input and develop an informed set of priority needs to help guide the City's investment strategies over the course of this Consolidated Plan. This outreach effort included multiple stakeholder meetings, where organizations from across the community development spectrum, social service providers, lenders and financial institutions, realtors, community leaders, and faith-based organizations came together to discuss the City's needs. The City contacted over 500 stakeholders by e-mail to encourage participation in the stakeholder meetings and to complete the online survey. In addition to stakeholder meetings, the City engaged with stakeholders through direct interviews and consultation.

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I)).

The City of Tallahassee actively coordinates with the Tallahassee Housing Authority (THA) to address a multitude of needs within the city. Chief among these needs is provision of affordable housing opportunities for the city's lowest income residents, ideally housing located in communities with access to job, transportation, and healthcare options. The City supports THA's efforts, which includes the provision of social services and other supports in health and housing.

The City enhances coordination between public and private health agencies by: (a) providing operational support to regional coordinating agencies, (b) rewarding collaborative partnerships in applications for public service funding through the Community Human Service Partnership grant process, (c) requiring recipients of Emergency Solutions Grant funding to participate in the local Homeless Management Information System, and (d) coordinating, hosting, and participating in opportunities for community dialogues that are focused on identifying local needs and collaborative approaches to meeting them.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The City of Tallahassee consulted with the Big Bend Homeless Coalition (BBHC) and the Big Bend Continuum of Care (BBCoC) which are responsible for coordinating social service providers, homelessness outreach, and services targeted to persons experiencing homelessness in the City of Tallahassee. Consultation with the BBHC and the BBCoC was conducted through multiple interactions, including direct engagement with providers working in coordination with BBHC and BBCoC, one-on-one interaction with officials of both organizations, and at community meetings.

The City continues to be an active member of the Continuum of Care and provides funding that support its operation and expansion. The City also plays an active role on the Continuum of Care's governing board and assisted in the development of its governance charter and the overall goals and objectives of the Continuum. In an effort to meet the needs of the homeless, funding is provided to local non-profit homeless and mainstream supportive service providers that helps to support the operations of emergency and transitional shelters, the rehabilitation and construction of emergency and transitional shelters, construction of affordable housing, and operations of countless supportive services that benefit the homeless and persons at risk of homelessness. Funding is also provided to support the Rapid Rehousing program, which provides housing stability case management services and financial assistance to homeless households to attain permanent housing after residing in an emergency or transitional shelter.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS.

In program year 2011, the City convened an ESG subcommittee that consisted of homeless service providers and homeless individuals for the purpose of determining how to allocate Emergency Solutions Grant (ESG) funds and to develop performance standards to evaluate outcomes and policies and procedures. Based on the input from those committee members and the needs of the local community, Rapid Rehousing and Shelter Essential Services were identified as the "highest and best uses" for local ESG funding. Since then, the City has met with the Continuum of Care service providers annually to determine whether those service areas continue to be the best use for local funds. Additionally, each year the Continuum of Care service providers review the policy relative to the use of ESG funds and make recommendations for changes that would assist in providing the best services to the homeless. The ESG describes eligible homeless subpopulations to be served, performance objectives, terms and amount of assistance to be provided, and the types of assistance that will be provided.

Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities.

1	Agency/Group/Organization	Florida A&M University
	Agency/Group/Organization Type	Services - Education
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments regarding community development needs from a public educational institution perspective. As an outcome, the City will further understand the educational needs of the community. The City will continue efforts to coordinate with educational institutions to support educational opportunities for its low-income residents and special needs populations when possible.
2	Agency/Group/Organization	Commission on the Status of Women and Girls (CSWG)
	Agency/Group/Organization Type	Services – Health Services – Employment Services -Education
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing, public service, public facility, economic development, and fair housing needs in the community from an advocacy perspective. As an outcome, the City will further understand the needs of women and girls in the community. The City will continue efforts to coordinate advocacy organizations to support women and girls when possible.

3	Agency/Group/Organization	WTXL ABC 27 News
	Agency/Group/Organization Type	Other
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. The organization provided comments on community development needs in the community from a journalism perspective. As an outcome, the City will further understand its connections with the local news community and how they can influence outreach for important causes. The City will continue efforts to coordinate local news organizations to support outreach efforts.
4	Agency/Group/Organization	CESC, Inc.
	Agency/Group/Organization Type	Services – Health
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing, public service, public facility, economic development, and fair housing needs in the community from a service provider perspective. As an outcome, the City will further understand the need for increased resources and capital to improve the quality of life for those living in poverty and the need for increased access to quality health services. The City will continue efforts to coordinate with service providers to support self-sufficiency for its low-income residents.
5	Agency/Group/Organization	Legal Services of North Florida
	Agency/Group/Organization Type	Services – Fair Housing Regional Organization
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Non-Homeless Special Needs Economic Development Fair Housing

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on fair housing needs in the community from a service provider and legal perspective. As an outcome, the City will further understand the need for fair housing enforcement and legal support for victims of fair housing discrimination. The City will continue efforts to coordinate with legal service providers to support fair housing efforts for its vulnerable populations including low-income and minority residents.
6	Agency/Group/Organization	Big Bend Continuum of Care
	Agency/Group/Organization Type	Homeless
	What section of the Plan was addressed by Consultation?	Homeless Needs – Chronically Homeless Homeless Needs – Families with Children Homelessness Needs – Veterans Homelessness Needs – Unaccompanied Youth Homelessness Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via face-to-face interview with the CoC and at the community meetings. Also conducted a review and discussion of planning documents for further consultation. Further, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing, public service, public facility, and economic development needs in the community from a social services perspective. As an outcome, the City will further understand the housing and supportive service needs of the homeless and those at-risk of becoming homeless. The City will continue efforts to coordinate with homeless service organizations and support non-profit organizations providing essential services when possible.
7	Agency/Group/Organization	Big Bend Homeless Coalition
	Agency/Group/Organization Type	Homeless

	What section of the Plan was addressed by Consultation?	Homeless Needs – Chronically Homeless Homeless Needs – Families with Children Homelessness Needs – Veterans Homelessness Needs – Unaccompanied Youth Homelessness Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via face-to-face interview with the CoC and at the community meetings. Also conducted a review and discussion of planning documents for further consultation. Further, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing, public service, public facility, and economic development needs in the community from a social services perspective. As an outcome, the City will further understand the housing and supportive service needs of the homeless and those at-risk of becoming homeless. The City will continue efforts to coordinate with homeless service organizations and support non-profit organizations providing essential services when possible.
8	Agency/Group/Organization	Tallahassee Housing Authority
	Agency/Group/Organization Type	PHA
	What section of the Plan was addressed by Consultation?	Public Housing Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via email and phone interview. Also conducted a review and discussion of planning documents for further consultation. Further, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing needs from a public housing perspective. As an outcome, the City will further understand the housing and supportive service needs of low-income persons. The City will continue to coordinate with the PHA in efforts to provide affordable housing to its low-income residents.
9	Agency/Group/Organization	Tallahassee Lender's Consortium
	Agency/Group/Organization Type	Private Sector Banking/Financing

	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing needs in the community from a lender perspective. As an outcome, the City will further understand the need for increased resources and flexible underwriting and loan terms to develop affordable housing and provide homeownership opportunities. The City will continue efforts to coordinate with lenders to support affordable housing efforts for its low-income residents.
10	Agency/Group/Organization	Big Bend Community Development Corporation
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing needs in the community from a developer perspective. As an outcome, the City will further understand the need for increased resources to develop affordable housing. The City will continue efforts to coordinate with developers to support affordable housing efforts for its low-income residents.
11	Agency/Group/Organization	Bethel Community Development Corporation
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing needs in the community from a developer perspective. As an outcome, the City will further understand the need for increased resources to develop affordable housing. The City will continue efforts to coordinate with developers to support affordable housing efforts for its low-income residents.
12	Agency/Group/Organization	Ability 1 st – Center for Independent Living North Florida
	Agency/Group/Organization Type	Services – Persons with Disabilities
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on housing and supportive service needs in the community from a social services perspective. As an outcome, the City will further understand the need for access to affordable housing and essential services for persons with disabilities. The City will continue efforts to coordinate with non-profit organizations to support the provision of services to persons with disabilities when possible.
13	Agency/Group/Organization	Big Bend Habitat for Humanity
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Non-Homeless Special Needs

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing, public service, public facility, and economic development needs in the community from a housing provider and development perspective. As an outcome, the City will further understand the need for increased access to affordable housing for its residents, with emphasis on owner housing, as well as non-homeless special needs.
14	Agency/Group/Organization	America's Second Harvest of the Big Bend
	Agency/Group/Organization Type	Services – Homeless
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on public service needs in the community from a social services perspective. As an outcome, the City will further understand the needs of its homeless population including increased essential services such as a food pantry. The City will continue efforts to coordinate with non-profit organizations to support the provision of services to the homeless or at-risk of becoming homeless.
15	Agency/Group/Organization	Big Bend CARES
	Agency/Group/Organization Type	Services – Health
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on public service needs in the community from a social services perspective. As an outcome, the City will further understand the health service needs of its low-income, homeless, and special needs populations. The City will continue efforts to coordinate with non-profit organizations to support the provision of health services to its most vulnerable populations, when possible.
16	Agency/Group/Organization	Tallahassee Urban League
	Agency/Group/Organization Type	Services - Housing Services- Employment
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis Economic Development
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing and public service needs in the community from a social services perspective. As an outcome, the City will further understand the housing counseling needs and employment needs of its low-income and elderly populations. The City will continue efforts to coordinate with non-profit organizations to support the provision of services to its most vulnerable populations, when possible.
17	Agency/Group/Organization	American Institute of Architects
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on housing from an architecture perspective. As an outcome, the City will further understand the design needs when developing affordable housing. The City will continue efforts to coordinate with architectural organizations in the development of affordable housing, when possible.
18	Agency/Group/Organization	Tallahassee Senior Center and Foundation
	Agency/Group/Organization Type	Other government – Local
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on public service needs in the community from a social services perspective. As an outcome, the City will further understand the service needs of the elderly population. The City will continue efforts to coordinate with community service centers providing services to the elderly, when possible.
19	Agency/Group/Organization	Tallahassee – Leon County Planning Department (PLACE)
	Agency/Group/Organization Type	Other government – Local
	What section of the Plan was addressed by Consultation?	Non-Housing Community Development Strategy Economic Development

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The Department provided comments on community revitalization and economic development needs in the community from a local government perspective. As an outcome, the City will further understand the infrastructure and business needs of the community. The City will continue efforts to coordinate with City and County Departments to address community revitalization and economic needs.
20	Agency/Group/Organization	City of Tallahassee Growth Management
	Agency/Group/Organization Type	Other government – Local
	What section of the Plan was addressed by Consultation?	Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The Department provided comments on community revitalization needs in the community from a local government perspective. As an outcome, the City will further understand the revitalization needs of the community. The City will continue efforts to coordinate with City and County Departments to address community revitalization needs.
21	Agency/Group/Organization	U.S. Veterans Affairs
	Agency/Group/Organization Type	Other government – Federal
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. In addition, this organization was consulted by invitation to encourage participation in the community needs survey. The organization provided comments on public service needs in the community from a social services perspective. As an outcome, the City will further understand the service needs of its veterans. The City will continue efforts to coordinate with community service centers providing services to veterans, when possible.
22	Agency/Group/Organization	Greater Frenchtown Neighborhood Organization
	Agency/Group/Organization Type	Neighborhood Organization
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. The organization provided comments on public service and community revitalization needs in the community from a resident perspective. As an outcome, the City will further understand the service and revitalization needs of the Frenchtown neighborhood. The City will continue efforts to coordinate with neighborhood organizations, when possible.
23	Agency/Group/Organization	Florida Developmental Disabilities Council
	Agency/Group/Organization Type	Other government – State
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. The organization provided comments on public service needs in the community from a social services and state agency perspective. As an outcome, the City will further understand the housing and service needs of persons with disabilities within the community. The City will continue efforts to coordinate with state agencies and providers serving persons with disabilities.
24	Agency/Group/Organization	Mt. Olive Housing & Community Development Inc.
	Agency/Group/Organization Type	Housing

	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. The organization provided comments on housing needs in the community from a developer perspective. As an outcome, the City will further understand the need for increased resources to develop affordable housing. The City will continue efforts to coordinate with developers to support affordable housing efforts for its low-income residents.
25	Agency/Group/Organization	Keller Williams Realty
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings. The organization provided comments on housing needs in the community from a real estate perspective. As an outcome, the City will further understand the housing market and the need for homeowner vs. rental housing. The City will continue efforts to coordinate with real estate brokers to support affordable housing efforts for its low-income residents.
26	Agency/Group/Organization	Florida State University
	Agency/Group/Organization Type	Services - Education
	What section of the Plan was addressed by Consultation?	Market Analysis Non-Housing Community Development Strategy

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted via community meetings and by invitation to encourage participation in the community needs survey. The organization provided comments on community development needs from a public educational institution perspective. As an outcome, the City will further understand the educational needs of the community. The City will continue efforts to coordinate with educational institutions to support educational opportunities for its low-income residents and special needs populations, when possible.
27	Agency/Group/Organization	Tallahassee Emergency Management Division
	Agency/Group/Organization Type	Agency – Emergency Management
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Consulted by conducting a review and discussion of resiliency planning documents to address hazard risks and mitigation associated with climate change. Further, this division was consulted by invitation to encourage participation in the community needs survey. As an outcome, the City will further understand climatic effects of climate change that are a threat to Tallahassee and its low-income residents. Further, the City will also understand how these threats impact low-income households within the City. The City will continue to coordinate with the Emergency Management Division for resiliency efforts.
28	Agency/Group/Organization	Xfinity
	Agency/Group/Organization Type	Services – Broadband Internet Service Providers Services – Narrowing the Digital Divide
	What section of the Plan was addressed by Consultation?	Market Analysis

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Online consultation included a review and analysis of coverage in the Tallahassee and surrounding areas. As an outcome, the City will further understand the level of internet service provided to its residents and if there are areas of low-income concentrations within the City that are not provided adequate and affordable internet services. Because internet service providers are private for-profit entities, coordination is challenging but the City will make every effort to close that gap.
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Table 2 – Agencies, groups, organizations who participated

Identify any Agency Types not consulted and provide rationale for not consulting.

The City endeavored to consult with all agency types and does not exclude any agencies from consultation. Publicly funded institutions including mental health facilities and correctional facilities were consulted through non-profit organizations serving those populations including homeless, mental health, foster care, and youth organizations. These organizations were consulted via public meetings, on-line survey, and interviews.

City staff regularly attends the network meetings of the Big Bend Homeless Coalition and receives input from many of the social service and housing providers so input is solicited routinely throughout the year for the next year's activities. This network includes service providers of a wide variety of human services and affordable housing. In addition, the City and County created the Joint City/County Housing and Human Services Workgroup which meets monthly to discuss resources, alignment of response to ongoing or urgent needs, and outside partnerships. The goal of the Workgroup is to coordinate response and resources for maximum impact to residents of the city and county.

Other local/regional/state/federal planning efforts considered when preparing the Plan.

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Local Housing Assistance Plan	City of Tallahassee	The City's Local Housing Assistance Plan (LHAP) includes goals related to homeownership, rental development, rehabilitation, and rental assistance, all of which are identified as priority needs in this Consolidated Plan, particularly in terms of expanding the supply of affordable housing.
Five-Year Strategic Plan	City of Tallahassee	The City's Strategic Plan includes an objective to facilitate and encourage the construction of affordable housing units (Objective 2C) with goals to provide down-payment assistance and new affordable rental units, which overlaps with Consolidated Plan proposed activities.
Comprehensive Plan	City of Tallahassee	The Housing Element of the City's Comprehensive Plan identifies goals in support of affordable housing activities that align with housing needs and priorities of the Consolidated Plan.
2019 PHA Annual Plan	Tallahassee Housing Authority	The PHA annual plan includes rehabilitation, new construction, and preservation of affordable housing as goals; all of which align with the City's priorities.

2016 Five Year Plan	Tallahassee Housing Authority	The goals in the strategic plan overlap with THA's goals to provide quality affordable rental housing for low-income families and supportive services to achieve family self-sufficiency.
Continuum of Care	Big Bend Homeless Coalition	The City develops goals for the homeless relative to the funding that it provides to support the operation of the Big Bend Homeless Coalition.

Table 3 – Other local / regional / federal planning efforts

Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(I)).

The City actively partners with many local, non-profit community agencies. The City also works with County committees to support the goals of the provision of affordable, safe and sanitary housing; a suitable living environment, and expanded economic opportunities for low and moderate-income persons within the City.

Staff participates in community-based groups such as the United Partners for Human Services, the Program Coordinating Committee of the Tallahassee Housing Authority, and the Community Human Service Partnership. The City works with Leon County on such things as Fair Housing activities and other Fair Housing organizations to jointly fund outreach activities.

Because the Florida Housing Finance Corporation is located in the same city and two-thirds of the county's population resides within the city limits, the City interacts with both Leon County and the Florida Housing Finance Corporation regularly.

At a minimum, implicit in these goals is the City's commitment to providing coordinated community housing and supportive services to its low-income residents. These services are provided through partnerships with government and quasi-government agencies, as well as respective planning efforts. The City of Tallahassee will continue to encourage building partnerships between governments, lenders, builders, developers, real estate professionals, and advocates for low-income persons. The City of Tallahassee will continue to work with the building industry, banking industry, real estate industry, social service providers, and other community groups to promote the development of affordable housing and related housing services.

PR-15 Citizen Participation – 91.105, 91.115, 91.200(c) and 91.300(c)**Summary of citizen participation process/Efforts made to broaden citizen participation
Summarize citizen participation process and how it impacted goal-setting.**

In accordance with 24 CFR Part 91 and the Citizen Participation Plan, the City conducted a comprehensive community participation process to ensure inclusion of all residents, target areas, beneficiaries of federal resources, and local public and private agencies. The City advertised public meetings in newspapers of general circulation, published an online survey, and consulted directly with stakeholders.

Public Meetings

The City facilitated four (4) public meetings for residents/stakeholders. The public meetings informed residents and stakeholders about the Consolidated Plan, described the process, solicited input, and made available tables/maps to be analyzed for the Consolidated Plan. The City considered times/locations convenient for residents and stakeholders. Meeting dates, times, and locations are detailed below.

Community Meetings	
February 10, 2020 5:00 PM – 7:00 PM	Jack McClean Community Center 700 Paul Russell Rd.
February 11, 2020 5:00 PM – 7:00 PM	Orange Avenue Complex Tallahassee Housing Authority 2710 Country Club Drive
February 17, 2020 5:00 PM – 7:00 PM	Smith-Williams Service Center 2295 Pasco Street
February 18, 2020 5:00 PM – 7:00 PM	Lincoln Center 438 W Brevard Street

Online Survey

To maximize engagement, the City developed an on-line survey. On-line surveys are convenient and confidential, both of which are appealing to residents and stakeholders. The survey gathered information related to priority needs in the City, including housing needs, homeless needs, public infrastructure/facility needs, economic development needs, and public service needs. English and Spanish versions of the survey were made available.

Goals were developed in accordance with high priority needs identified through community input, the needs assessment, and market analysis. Community input helped prioritize needs to be incorporated in the Consolidated Plan and structured activities to be funded to address needs within the City's regulatory and funding frameworks.

In accordance with 24 CFR Part 91 and the City's Citizen Participation Plan, the participants conducted a comprehensive community participation process in a manner to ensure inclusion of all residents of the region, target areas, beneficiary communities of federal resources awarded through the public awards process, and public and private agencies operating in the region.

The City advertised public meetings in newspapers of general circulation in the City, published an online survey, consulted directly with key stakeholders, and hosted public and stakeholder forums.

Direct Agency Consultation

The City developed a list of over 500 stakeholders to provide outreach to during the Consolidated Plan process. Stakeholders were invited to participate in the public meetings, on-line survey, and comment period via direct email to organization contacts. Additionally, participants conducted interviews with pertinent stakeholders to gather supplemental information for the Consolidated Plan including broadband connectivity providers and emergency management departments.

Advertisement of Outreach Activities

The City implemented various methods of advertisement for the outreach activities listed above. The City focused its efforts on reaching the broadest audience possible, while also employing methods specific to underserved populations.

The outreach approach included utilizing local media outlets. The City broadened outreach by utilizing their organizational websites, social media pages such as Facebook, publicizing the process in monthly newsletters, and delivery of regional media releases. It is important to note that the City made every effort to advertise flyers and notices in an alternate language newspaper, however there are no such publications currently serving the Leon County area.

Flyers were distributed electronically to stakeholders including organizations representing populations that are typically underrepresented in the planning process such as persons who reside in target areas, persons who are limited English proficient (LEP), and persons with a disability. Flyers were also distributed at public offices, public and university libraries, and City Hall.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Public Meeting	<p>Minorities</p> <p>Non-English Speaking – Specify other language: Spanish</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	31 Attendees	Residents and stakeholders provided commentary on prioritization of needs. In particular, homeownership , housing to end homelessness, new construction, support services, street improvements, and fair housing education were the top priority needs identified.	All accepted	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
2	Public Meeting	<p>Minorities</p> <p>Non-English Speaking – Specify other language: Spanish</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	33 Attendees	Residents and stakeholders provided commentary on prioritization of needs. In particular, homeownership , housing to end homelessness, new construction, support services, street improvements, and fair housing education were the top priority needs identified.	All accepted	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
3	Public Meeting	<p>Minorities</p> <p>Non-English Speaking – Specify other language: Spanish</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	29 Attendees	Residents and stakeholders provided commentary on prioritization of needs. In particular, homeownership , housing to end homelessness, new construction, support services, street improvements, and fair housing education were the top priority needs identified.	All accepted	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
4	Public Meeting	<p>Minorities</p> <p>Non-English Speaking – Specify other language: Spanish</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	21 Attendees	Residents and stakeholders provided commentary on prioritization of needs. In particular, homeownership , housing to end homelessness, new construction, support services, street improvements, and fair housing education were the top priority needs identified.	All accepted	N/A

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
5	Internet Outreach	<p>Minorities</p> <p>Non-English Speaking – Specify other language: Spanish</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	129 Responses	Respondents provided feedback on priority needs in the community. See survey results attached in an appendices for further summary of comments received.	All accepted	www.surveymonkey.com/r/communityneedn
6	Public Hearing	Non-targeted/broad community	City of Tallahassee presented the draft consolidated Plan to Board of City		All accepted	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
		Other – Board of City Commissioners	Commissioners. During the presentation, City staff presented the overall funding amounts, steps taken to solicit public feedback, and answered questions from Commissioners and attendees.			
7	Other – Public Comment Period	Non-targeted/Broad community			All accepted	

Table 4 – Citizen Participation Outreach

Needs Assessment

NA-05 Overview

Needs Assessment Overview

The Needs Assessment identifies the needs in the City in the areas of affordable housing, community development, homelessness, and non-homeless special needs. The Needs Assessment is the basis for the Strategic Plan and will assist the City in targeting limited housing and community development resources. The needs are determined by analyzing quantitative data as well as qualitative data gathered through the citizen participation and consultation process.

The Needs Assessment is divided into the following sections:

Housing Needs Assessment – The analysis of American Community Survey (ACS) and Comprehensive Housing Affordability Strategy (CHAS) data as well as data and information from local sources shows a significant need for affordable housing in the City of Tallahassee. The most common housing problem is cost burden (a family spending more than 30% of their income on housing costs) which impacts extremely low-income families and renters at the greatest level. Among cost-burdened households, American Indian/Alaska Native households have a disproportionately greater need with 63.22% of these households experiencing cost burden. Among severely cost-burdened households, Pacific Islander households and Hispanic households have a disproportionately greater need at 100% and 37.32%, respectively. Over 31,500 or 68.37% of households in Tallahassee with incomes between 0-100% AMI are experiencing at least one of the four housing problems. These housing problems affect all racial and ethnic groups. However, American Indian/Alaska Native and Pacific Islander households experience the highest rates of housing cost burden, overcrowding, or substandard housing compared to other racial or ethnic groups.

Public Housing – The Tallahassee Housing Authority provides housing opportunities for low-income persons. As of May 2020, the agency manages 526 public housing units and 2,241 housing choice vouchers (HCV). The housing needs of residents of public housing are similar to the needs of the population at large. There is a need for additional affordable and available rental units as demonstrated by the waiting lists for THA programs. The majority of public housing residents and

voucher holders are extremely low-income (0-30% AMI) and, even with lower rent payments than private housing, public housing residents still experience cost burden.

Homeless Needs Assessment – In FY 2018, there were 2,071 persons experiencing first time homelessness, which was a decrease from the previous year by 238 individuals. Additionally, the FY 2018 data reports that 66% of persons were successful when placed from street outreach to permanent housing, with 94% retention in the permanent housing project. The average length of time persons resided in emergency shelter or Safe Haven was 123 nights.

Non-Homeless Special Needs Assessment – The City identified the non-homeless special needs population that require supportive services as the elderly, frail elderly, persons with disabilities, persons with alcohol or other drug addiction, victims of domestic violence, and persons living with HIV/AIDS and their families. Affordable housing is a high need for these populations as well as support services.

Non-Housing Community Development Needs – Based on information gathered through input from residents and stakeholders as well as the review of local studies, the City's non-housing community development needs include: Public Facilities (senior centers, parks and recreational facilities, and community centers); Public Improvements, specifically street improvements; and Public Services (general support services for various populations, employment training, and homelessness needs).

NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

Summary of Housing Needs

The type, size, composition, condition, and cost of Tallahassee's households must be taken into consideration in developing housing goals for a five-year period. Knowledge of housing patterns within the City allows for a comprehensive strategy for addressing needs. Housing information collected enables the City to evaluate the type and condition of the City's current housing stock and the number and type of families or individuals in need of housing assistance. Data gathered will assist in identifying proper housing services that should be provided to sustain affordable housing and to address housing needs for all income levels and categories of persons affected.

HUD definitions of the categories analyzed are as follows:

- Housing Cost Burden – Households spending greater than 30% of their total gross income on housing costs.
- Severe Housing Cost Burden – Households whose housing cost burden is greater than 50% of housing income.
- Overcrowding – Households having more than 1.01 to 1.5 persons per room excluding bathrooms, porches, foyers, halls, or half-rooms.
- Severe overcrowding – Households having more than 1.51 persons per room excluding bathrooms, porches, foyers, halls, or half-rooms.
- Lacking complete kitchen facilities – Kitchen facilities lacking a sink with piped water, a range or stove, or a refrigerator.
- Lacking complete plumbing facilities – Households without hot or cold piped water, a flush toilet, and a bathtub or shower.
- Small Family- 5 or less people residing in a household.
- Large Family- 5 or more people residing in a household.

According to the 2018 ACS data presented in Table 5, since 2009 the population in the Tallahassee area increased by 4.9% from 181,376 persons to 190,180 persons. The number of households in the City increased by 3.4% from 73,007 households to 75,508 households. Between 2009 and 2018, the median household income increased by 24.6% from \$35,147 to \$43,799. As the population has increased, the demand for additional housing units, especially affordable units, has also increased.

Table 6 shows that among all households in the City, 25,880 (35%) are small family households (2-4 members) and 2,999 (4%) are large family households (5 or more members). The remaining are non-family households such as persons living alone or with nonrelatives. Approximately 20% of all households contain elderly persons: 9,874 (13%) of the households contain at least one

person 62-74 years of age and 5,258 (7%) contain at least one person age 75 or older. Just over 8,500 (11%) of households contain one or more children 6 years old or younger. Of all the households, 38,760 (52%) are low- and moderate-income (0-80% AMI).

Analysis of the data in Table 7 indicates that the most common housing problem facing Tallahassee's residents is cost burden. Tables 9 and 10 provide additional detail on cost burden for LMI households and shows that a total of 28,898 households (24,755 renters and 4,143 owners) are experiencing cost burden greater than 30%. This represents 75% of Tallahassee's LMI households. Additionally, the population that experiences the greatest level of housing problems are extremely low-income households (0-30% AMI), and mostly renters.

Demographics	Base Year: 2009	Most Recent Year: 2018	% Change
Population	181,376	190,180	4.9%
Households	73,007	75,508	3.4%
Median Income	\$35,174	\$43,799	24.6%

Table 5 - Housing Needs Assessment Demographics

Data Source: 2005-2009 ACS (Base Year), 2014-2018 ACS 5-Year Estimate

Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households	16,735	9,315	12,710	7,370	28,275
Small Family Households	3,440	2,690	4,210	2,305	13,235
Large Family Households	445	309	385	240	1,620
Household contains at least one person 62-74 years of age	1,059	1,029	1,135	1,008	5,643
Household contains at least one person age 75 or older	739	840	855	569	2,255
Households with one or more children 6 years old or younger	1,834	1,285	1,605	743	3,038

Table 6 - Total Households Table

Data Source: 2011-2015 CHAS

Housing Needs Summary Tables**1. Housing Problems (Households with one of the listed needs)**

	Renter					Owner				
	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100 % AMI	Total	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	265	200	25	65	555	0	0	40	4	44
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	345	150	120	55	670	0	0	0	4	4
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	135	124	264	30	553	19	0	75	15	109
Housing cost burden greater than 50% of income (and none of the above problems)	10,750	3,950	725	100	15,525	1,085	620	534	230	2,469

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Housing cost burden greater than 30% of income (and none of the above problems)	825	2,435	4,850	920	9,030	214	455	1,180	699	2,548
Zero/negative Income (and none of the above problems)	1,800	0	0	0	1,800	370	0	0	0	370

Table 7 – Housing Problems Table

Data 2011-2015 CHAS
Source:

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	11,495	4,415	1,135	250	17,295	1,105	620	650	260	2,635
Having none of four housing problems	1,510	3,234	7,940	4,340	17,024	445	1,045	2,970	2,505	6,965
Household has negative income, but none of the other housing problems	1,800	0	0	0	1,800	370	0	0	0	370

Table 8 – Housing Problems 2

Data 2011-2015 CHAS
Source:

3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	2,594	2,059	1,585	6,238	219	399	784	1,402
Large Related	275	223	45	543	60	64	58	182
Elderly	630	706	318	1,654	566	358	457	1,381
Other	8,710	3,865	3,745	16,320	475	245	458	1,178
Total need by income	12,209	6,853	5,693	24,755	1,320	1,066	1,757	4,143

Table 9 – Cost Burden > 30%

Data 2011-2015 CHAS
Source:

4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	2,405	1,144	130	3,679	185	244	249	678
Large Related	240	84	20	344	60	35	19	114
Elderly	365	454	14	833	439	229	125	793
Other	8,330	2,445	590	11,365	410	105	173	688
Total need by income	11,340	4,127	754	16,221	1,094	613	566	2,273

Table 10 – Cost Burden > 50%

Data 2011-2015 CHAS
Source:

5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	180	174	294	50	698	15	0	65	19	99
Multiple, unrelated family households	50	10	0	10	70	4	0	10	0	14

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Other, non-family households	380	175	85	25	665	0	0	0	0	0
Total need by income	610	359	379	85	1,433	19	0	75	19	113

Table 11 – Crowding Information – 1/2

Data 2011-2015 CHAS
Source:

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	0	0	0	0	0	0	0	0

Table 12 – Crowding Information – 2/2

Describe the number and type of single person households in need of housing assistance.

Figures from the 2018 ACS 5-Year estimates indicate that 34.4% of all Tallahassee households are single-person households. 44.2% of single person households are owner occupants and 57% are renter occupants.

Further data from the 2018 ACS 5-Year estimates report that 5.6% of all owner households are cost burdened and 33.3% of all renter households are cost burdened, paying more than 30% of their household income for housing expenses. Of all cost burdened households, 3.1% of owner households are severely cost burdened and 21.8% of renter households are severely cost burdened.

Housing assistance is typically provided to low- and moderate-income households experiencing a housing problem and includes rental assistance, assistance to persons at risk of becoming homeless, and assistance to acquire or maintain housing. HUD does not provide data on the income level of single person households; however, the 2018 ACS 5-Year estimates shows that the median non-family household income is \$31,427, which is 33% less than the City's median household income of \$43,799. Male householders living alone have a median income of \$29,006 while female householders living alone have a median income of \$28,715. In addition, persons over 65 living alone are a limited clientele population by HUD's definition and considered to be low-to moderate-income. Based on income, female single person households and elderly single person households would be more likely to require housing assistance.

In addition, Tables 9 and 10 above display the number of households with housing cost burdens by household type including the category 'other households'. 'Other households' is defined as all households other than small related, large related, and elderly households and includes single person households. Based on the data in Tables 9 and 10, there are 29,551 low- and moderate-income households classified as 'other households' that are experiencing cost burden and need housing assistance. This represents approximately 62% of the total low-and moderate-income households in Tallahassee.

Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.

Disabled Families in Need of Housing Assistance

Disability status is self-reported to the U.S. Census Bureau and the types of disability include hearing or vision impairment, ambulatory limitation, cognitive limitation, and self-care or independent living limitation. According to the 2018 ACS 5-Year estimates, 17,864 (11%) of Tallahassee's population over the age of 16 reports having a disability. Data also reports that of the population over the age of 16 with a disability, 29% are below 100% of the poverty level.

The Shimberg Center for Housing Studies reported in a 2018 rent comparison that recipients of Social Security Disability Income in Leon County have a maximum affordable rent of \$225 meaning 103% of their income is needed for a 1-bedroom unit at fair market rent. According to the U.S. Social Security Administration, Office of Retirement and Disability Policy, in 2018, Leon County had 5,969 individuals who were receiving Social Security Disability income and in need of housing assistance.

Victims of Domestic Violence in Need of Housing Assistance

The Florida Department of Law Enforcement (FDLE) Uniform Crime Report provides data on domestic violence offenses and arrests by jurisdiction. In 2018, FDLE reporting indicates that the City of Tallahassee reported 1,221 cases of all types of domestic violence offenses ranging from simple assault to murder, including aggravated assault, rape, threat/intimidation, stalking, and fondling. There is no information available on how many of these victims need housing assistance.

However, Refuge House, a domestic violence center serving Tallahassee and the Big Bend area, provided data on the number of domestic violence victims they served in 2018 to demonstrate the number and type of victims of domestic violence in need of housing assistance. The agency served 418 women, children, and men in their Emergency Shelter program and 33 women in their transitional housing program.

The Big Bend CoC collects information on the number of sheltered and unsheltered homeless persons by household type and subpopulation for the point-in-time count. The 2019 report indicated that 61 homeless persons were victims of domestic violence, of which 47 were sheltered and 14 unsheltered.

What are the most common housing problems?

The categories of housing problems are substandard housing (households lacking complete kitchen or plumbing facilities), overcrowding (more than 1.01- 1.5 persons per room), severe overcrowding (more than 1.51 persons per room), cost burden (more than 30% of the household's gross income is spent on housing costs), severe cost burden (more than 50% of the household's gross income is spent on housing costs), and zero/negative income households who cannot be cost burdened but still require housing assistance.

The most common housing problem residents of Tallahassee face is housing cost burden. Table 7 shows that the number of households with severe housing cost burden and housing cost burden far exceed households living in substandard housing conditions or overcrowded living situations. Approximately 11,578 households experience housing cost burden and 17,994 experience severe cost burden. Renters have a greater rate of cost burden than owners. Table 7 also shows that 599 households live in substandard housing, 1,336 households are overcrowded, and 2,170 households with zero or negative income who cannot have a cost burden but still require housing assistance.

Are any populations/household types more affected than others by these problems?

Tables 9 and 10 show the number of households with housing cost burdens more than 30% and 50%, respectively, by housing type, tenure, and household income. Households classified as 'Other' which includes single person households (discussed above) experience a higher level of need in terms of cost burden and severe cost burden. Approximately 29,551 'Other' households are cost burdened or severely cost burdened and 27,685 of these households are renters. Overall, extremely low-income rental households (0-30% AMI), regardless of tenure, experience the greatest rate of cost burden when compared to all other income categories.

In regard to crowding, Table 11 shows that single-family households have the highest rate of overcrowding in relation to multiple, unrelated family households and other, non-family households. Overcrowding impacts renters to a greater degree than it does owners. There are 1,433 renter households and 113 owner households that are overcrowded. Overcrowding affects households at all income levels, however, extremely low-income rental households (0-30% AMI) and moderate-income owner households (50-80% AMI) experience overcrowding at a higher rate than other income categories.

Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance

There are 16,735 extremely low-income households in Tallahassee including 1,834 (11%) households with one or more children 6 years old or younger. Approximately 12,434 (74%) extremely low-income households are severely cost-burdened and at risk of homelessness. This includes 11,340 renters and 1,094 owners.

The needs of individual and families at-risk of homelessness include short-term or immediate needs and long-term needs that will sustain self-sufficiency. The immediate need of these families is maintaining the housing they currently occupy. For renters, this could mean rent subsidies and utility assistance. Owners may also need temporary financial assistance for foreclosure prevention. Generally, extremely low-income households spend most of their income on housing costs and do not have sufficient funds to cover other basic expenses such as food, medication, or transportation. Therefore, emergency financial assistance, reliable public transportation, and affordable health insurance are other needs that these families typically have. Long-term needs include employment training, educational programs, and access to jobs that pay decent wages. For those families with children that are not yet school-aged, affordable high-quality childcare and early childhood programs are needed.

Rapid re-housing emphasizes housing search and relocation services and short- and medium-term rental assistance to move homeless people as rapidly as possible into permanent housing. According to the HUD 2019 CoC Homeless Assistance Programs Housing Inventory Count Report, the CoC reported 10 year-round rapid re-housing beds for adult-only beds. All 10 of the rapid re-housing beds were dedicated to homeless veterans and their families.

As rapid re-housing participants transition to independent living, their needs consist of locating affordable housing including access to public housing. In order to remain stable in housing, other needs include job training and placement services to increase earning potential. Formerly homeless families and individuals may continue to need supportive services such as medical or mental health treatment and access to and mainstream benefits like Medicaid, SSI, or TANF.

If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:

The City of Tallahassee does not provide estimates of at-risk populations and, therefore, does not have a methodology for this.

Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness

Housing characteristics that indicate instability and increased risk for homelessness include a lack of affordable housing, housing cost burden especially for elderly persons and those living on SSI disability income, low vacancy rates that lead to more restrictive tenant screening criteria, overcrowding, and substandard housing conditions.

NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

A disproportionately greater housing need exists when the members of a racial or ethnic group within the same income level experience housing problems of at least 10 percentage points more than the income level as a whole. Housing problems include substandard housing, overcrowded housing situations with 1.01-1.5 people per room, and housing cost burden greater than 30% of income.

Based on the data presented in Tables 13-16, in Tallahassee, a disproportionately greater housing need exists for American Indian/Alaska Natives at all income levels measured (0-30%, 30-50%, 50-80%, and 80-100%), Pacific Islanders at 0-30% AMI, Asians at 30-50% AMI, and persons of Hispanic origin at 50-80% AMI.

0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	13,645	914	2,170
White	5,455	294	874
Black / African American	6,460	593	910
Asian	428	0	195
American Indian/Alaska Native	10	0	0
Pacific Islander	20	0	0
Hispanic	980	30	185

Table 13 - Disproportionally Greater Need 0 - 30% AMI

Data 2011-2015 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	7,925	1,384	0
White	3,685	820	0
Black / African American	3,190	475	0
Asian	159	4	0
American Indian/Alaska Native	23	0	0
Pacific Islander	0	0	0
Hispanic	715	79	0

Table 14 - Disproportionally Greater Need 30 - 50% AMI

Data 2011-2015 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	7,825	4,890	0
White	3,650	2,025	0
Black / African American	3,255	2,434	0
Asian	185	119	0
American Indian/Alaska Native	10	4	0
Pacific Islander	0	0	0
Hispanic	565	183	0

Table 15 - Disproportionally Greater Need 50 - 80% AMI

Data 2011-2015 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

80%-100% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,140	5,230	0
White	1,384	3,100	0
Black / African American	534	1,525	0
Asian	60	190	0
American Indian/Alaska Native	15	0	0
Pacific Islander	0	0	0
Hispanic	59	314	0

Table 16 - Disproportionally Greater Need 80 - 100% AMI

Data 2011-2015 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

Discussion

Over 31,500 or 68.37% of households in Tallahassee with incomes between 0-100% AMI are experiencing at least one of the four housing problems. These housing problems affect all racial and ethnic groups. However, American Indian/Alaska Native and Pacific Islander households experience the highest rates of housing cost burden, overcrowding, or substandard housing compared to other racial or ethnic groups.

When comparing the level of need for each race and ethnic group by income category, 81.56% of all households at 0-30% AMI have a housing problem. Within this income category, American Indian/Alaska Native and Pacific Islander households have a disproportionately greater need with 100% of these households experiencing a housing problem.

For households with incomes between 30-50% AMI, 85.13% of these households experience a housing problem. Asian households and American Indian/Alaska Native households are the racial or ethnic groups that have a disproportionately greater need at 97.55% and 100%, respectively.

Households with incomes between 50-80% AMI and 80-100% AMI have a lower level of need when compared to households between 0-50% AMI. That is, 61.54% of households with incomes between 50-80% AMI and 29.04% of households with incomes between 80-100% AMI are experiencing a housing problem whereas over 80% of households at lower income levels (very low-income and extremely low-income) have a housing problem.

Within the higher income brackets, the racial or ethnic groups with a disproportionately greater need are American Indian/Alaska Native households and households of Hispanic origin. Within the 50-80% AMI income category, Hispanic households experience the greatest need at 75.53% compared to 61.54% for the jurisdiction as a whole. And, within the 80-100% AMI income category, 100% of all American Indian/Alaska Native households have a housing problem.

NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

A disproportionately greater number of severe housing problems means that members of a racial or ethnic group in an income range are experiencing housing problems at a greater rate (10 percentage points or more) than the income level as a whole. Severe housing problems include substandard housing, overcrowded households with more than 1.5 persons per room, and households with cost burdens of more than 50% of income.

Based on the data presented in Tables 17-20, American Indian/Alaska Native households at 0-30% and 30-50% AMI, Pacific Islanders at 0-30% AMI, and Asians and persons of Hispanic origin at 50-80% AMI, have a disproportionately greater number of severe housing problems.

0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	12,600	1,955	2,170
White	5,130	619	874
Black / African American	5,800	1,265	910
Asian	420	8	195
American Indian/Alaska Native	10	0	0
Pacific Islander	20	0	0
Hispanic	965	45	185

Table 17 – Severe Housing Problems 0 - 30% AMI

Data 2011-2015 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	5,035	4,279	0
White	2,510	1,995	0
Black / African American	1,850	1,810	0
Asian	84	79	0
American Indian/Alaska Native	19	4	0
Pacific Islander	0	0	0
Hispanic	425	353	0

Table 18 – Severe Housing Problems 30 - 50% AMI

Data 2011-2015 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,785	10,910	0
White	784	4,900	0
Black / African American	665	5,040	0
Asian	100	205	0
American Indian/Alaska Native	0	14	0
Pacific Islander	0	0	0
Hispanic	235	518	0

Table 19 – Severe Housing Problems 50 - 80% AMI

Data 2011-2015 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	510	6,845	0
White	280	4,195	0
Black / African American	124	1,934	0
Asian	40	210	0
American Indian/Alaska Native	0	15	0
Pacific Islander	0	0	0
Hispanic	39	329	0

Table 20 – Severe Housing Problems 80 - 100% AMI

Data 2011-2015 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

Discussion

Nearly 20,000 or 43.24% of all households in Tallahassee with incomes between 0-100% AMI are experiencing at least one of the four severe housing problems. Without considering income level, Pacific Islander households and Hispanic households experience the highest rates of severe housing problems compared to other racial or ethnic groups – 100% of all Pacific Islander households have a severe housing problem and 53.78% of all Hispanic households have a severe housing problem.

When comparing the level of need for each race and ethnic group by income category, 75.34% of all households at 0-30% AMI have a severe housing problem. Within this income category, American Indian/Alaska Native and Pacific Islander households have a disproportionately greater need with 100% of these households experiencing a housing problem.

For households with incomes between 30-50% AMI, 54.06% of these households experience a severe housing problem. American Indian/Alaska Native households are the racial or ethnic groups that have a disproportionately greater need at 82.61%.

For households with incomes between 50-80% AMI, 14.06% of these households experience a severe housing problem. Asian households and Hispanic households have a disproportionately greater number of severe housing problems at 32.79% and 31.21%, respectively.

There are no racial or ethnic groups experiencing disproportionately severe housing problems at 80-100% AMI. Less than 7% of households in this income range experience at least one of the four severe housing problems.

NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction:

Cost burden is a measure of housing affordability. A cost-burdened household spends more than 30% of its total gross income on housing costs. Severely cost-burdened households spend more than 50% of their total gross income on housing costs. In Tallahassee, 44.25% of all households are cost-burdened and over half of the cost-burdened households are severely cost-burdened.

A disproportionately greater number of cost-burdened households exists when the members of a racial or ethnic group at a given income level experience housing cost burdens at 10 percentage points or more than the jurisdiction as a whole.

Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	39,225	13,950	18,970	2,250
White	25,055	6,890	8,485	909
Black / African American	10,205	5,540	7,845	940
Asian	1,505	424	500	195
American Indian/Alaska Native	18	55	14	0
Pacific Islander	0	0	20	0
Hispanic	1,780	780	1,640	195

Table 21 – Greater Need: Housing Cost Burdens AMI

Data 2011-2015 CHAS
Source:

Discussion:

In Tallahassee, 13,950 (18.75%) households spend between 30% -50% of their income on housing costs. Another 18,970 (25.50%) households are severely cost-burdened, spending more than 50% of their income on housing costs.

Among cost-burdened households, American Indian/Alaska Native households have a disproportionately greater need with 63.22% of these households experiencing cost burden.

Among severely cost-burdened households, Pacific Islander households and Hispanic households have a disproportionately greater need at 100% and 37.32%, respectively.

Of note, Black/African American households, while not experiencing cost burden or severe cost burden at a disproportionate level, are the only other race or ethnic group with a higher rate of cost burden and severe cost burden than the jurisdiction as a whole. Specifically, 22.58% of Black/African American households are cost-burdened and 31.98% are severely cost-burdened.

NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)

Are there any income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?

At the 0-30% AMI income level, American Indian/Alaska Native and Pacific Islander households have disproportionately greater housing problems and severe housing problems than that income category.

At the 30-50% AMI income level, Asians have disproportionately greater housing problems and American Indian/Alaska Native households have disproportionately greater housing problems and severe housing problems than that income category.

At the 50-80% AMI income level, American Indian/Alaska Native households and Hispanic households have disproportionately greater housing problems and Asian households and Hispanic households have disproportionately greater severe housing problems.

At the 80-100% AMI income level, American Indian/Alaska Native households have disproportionately greater housing problems.

Regarding cost burden and severe cost burden, American Indian/Alaska Native households are disproportionately cost-burdened and Pacific Islander and Hispanic households are disproportionately severely cost-burdened.

If they have needs not identified above, what are those needs?

There are no unidentified housing needs. Some of the top housing priorities identified during the citizen participation process include housing rehabilitation, financial assistance to achieve homeownership, and new construction of affordable housing. The needs identified by residents and stakeholders reflect the needs identified above.

Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?

According to 2018 ACS data, the households that are experiencing disproportionately greater housing needs represent a relatively small percentage of Tallahassee's population. The racial composition of the City includes 6.9% of persons of Hispanic origin, 4.4% Asians, and 0.2% American Indian/Alaska Native persons. Therefore, there are no concentrations of these racial or ethnic groups in the City.

NA-35 Public Housing – 91.205(b)

Introduction

The Tallahassee Housing Authority (THA) provides low-income individuals and families, including the elderly and persons with disabilities, access to housing that is affordable through the operation of three public housing developments (Pinewood Place Apartments, Orange Avenue Apartments, Springfield Apartments), provision of scattered-site housing, and administration of the Section 8 Housing Choice Voucher (HCV) program. THA's portfolio includes 542 units owned and operated by the housing authority and 2,416 privately owned units that are part of the HCV program. See section MA-25 of this plan for additional information on the total number of units. Of the total units available, 526 public housing units and 2,241 vouchers are in use as shown in Table 22.

The housing needs of residents of public housing are similar to the needs of the population at large. There is a need for additional affordable and available rental housing as demonstrated by the waiting lists for THA programs. The majority of public housing residents and voucher holders are extremely low-income (0-30% AMI) and, even with lower rent payments than private housing, public housing residents still experience cost burden. There is also a need for rehabilitation of existing housing units to improve living conditions, as well as renovations to improve accessibility for the elderly and persons with disabilities. Residents of public housing and housing choice vouchers holders may also desire to become homeowners and are in need of purchase assistance programs. Residents of public housing are also in need of supportive services to achieve self-sufficiency. These needs include childcare, parenting classes, job training, adult education, healthcare and mental health services, and drug prevention services.

Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	526	2,241	46	1,911	182	8	94

Table 22 - Public Housing by Program Type

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Data Source: PIC (PIH Information Center)

Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers				
				Total	Project-based	Tenant-based	Special Purpose Voucher	
							Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	13,235	16,881	9,974	17,357	12,397	21,799
Average length of stay	0	0	0	0	0	0	0	0
Average Household size	0	0	3	3	1	3	2	5
# Homeless at admission	0	0	0	115	4	107	0	0
# of Elderly Program Participants (>62)	0	0	61	288	18	240	30	0
# of Disabled Families	0	0	140	511	9	446	56	0
# of Families requesting accessibility features	0	0	6	0	0	0	0	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

Table 23 – Characteristics of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	15	215	17	119	56	3	20
Black/African American	0	0	506	2,019	28	1,778	124	5	74
Asian	0	0	3	0	0	0	0	0	0
American Indian/Alaska Native	0	0	2	1	0	1	1	0	0
Pacific Islander	0	0	0	2	0	1	1	0	0
Other	0	0	0	4	1	2	1	0	0

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Table 24 – Race of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	3	44	2	26	4	1	11
Not Hispanic	0	0	523	2,197	44	1,885	178	7	83

*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Table 25 – Ethnicity of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:

Section 504 of the Rehabilitation Act of 1973, prohibits discrimination on the basis of disability in programs receiving HUD funding, including public housing and the operation of a HCV program. In regard to accessibility, Section 504 requires that there be sufficient accessibility so that persons with disabilities have an equal opportunity to participate in and benefit from the program without causing an undue financial or administrative burden on the recipient of the federal financial assistance, the public housing authority.

According to THA, at the time of this writing there were 96 applicants on the public housing waiting list and 100 applicants on the HCV program waiting list that indicated that their household included a member with a disability. Currently THA has 28 units designated as handicapped accessible for elderly and disabled families. THA conducts a needs assessment of its current tenants as well as applicants on its waiting list and based on the assessment, THA projects that within the next five years, 25 additional accessible units will be needed.

The needs of public housing tenants and applicants on the waiting list for accessible units include accessibility features and ADA modifications. Specifically, the upgrades needed include remodeling bathrooms to improve mobility and access to toilets as well as to improve access to tubs and showers through the installation of grab bars and walk-in showers. Additionally, there is a need for wheelchair ramps, ADA compliant door hardware, and smoke detectors for persons with hearing loss. Some households requested an additional bedroom for live-in aides.

Most immediate needs of residents of Public Housing and Housing Choice voucher holders

Some of the immediate needs of public housing and housing choice voucher holders include the redevelopment of public housing units and overall neighborhood revitalization including commercial corridors to improve living conditions. There is also a need to increase the supply of affordable rental housing as demonstrated by the number of applicants on the waiting lists. Additionally, there is a need for financial assistance and services for public housing residents wishing to transition from renting to homeownership.

Public housing residents and voucher holders are also in need of supportive services to achieve family self-sufficiency and economic opportunity. These needs include:

- resources to help low-income, low skilled individuals find and retain jobs;
- access to adult education and GED classes;
- access to quality, family-based primary and preventative health care services;
- support to residents and applicants with mental health and drug addiction problems necessary to establish and maintain their tenancy;

- Support/prevention services such as after school and summer enrichment programs for children and youth to facilitate educational achievement and breaking the cycle of multigenerational poverty;
- parenting classes; and
- special narcotics and gang teams to purge public housing of drug and gang activity in the surrounding communities, restore order, and educate citizens in tenant responsibility, crime and drug prevention, and basic security measures.

How do these needs compare to the housing needs of the population at large?

The housing needs examined as part of the Needs Assessment in this Consolidated Plan are cost burden, substandard housing, and overcrowding. As mentioned above, the housing needs of residents of public housing and housing choice voucher holders include the need for housing improvements and the need for more affordable housing – comparable to the needs of the population at large. However, because of the extremely low-income levels of public housing residents, among other factors, the needs of public housing residents and voucher holders surpass the needs of tenants with similar characteristics in the City as a whole.

All of THA's public housing developments are located in census block groups that have a high percentage of low- and moderate-income households compared to the low-mod population of the entire jurisdiction. Whereas the City has a 55.74% LMI population overall, Orange Avenue Apartments is located in census tract 10.01, block group 2, where 81.1% of the population is low- and moderate-income. Pinewood Place is located in census tract 16.01, block group 1, where 83.14% of the population is low- and moderate-income. Springfield Apartments is located within the City's Neighborhood Revitalization Strategy Area (NRSA). This is a local target area, designated by the City, for revitalization. Census tract 14.02, block group 3, where Springfield Apartments is located, has a 95.27% low- and moderate-income population. The housing needs of public housing residents within these areas are compounded by the concentrated income level of these households, lack of investment of resources, lack of access to opportunity, and other factors that affect self-sufficiency.

As far as cost burden, in the census tracts where public housing developments are located, the rate of cost burden ranges from 46.60% to 66.20% compared to the cost burden rate of 44.25% for the City as a whole. Specifically, census tract 16.01 (Pinewood Place) has a cost burden rate of 46.60%, census tract 10.02 (Orange Avenue Apartments) has a cost burden rate of 52.85%, and census tract 14.02 (Springfield Apartments) has a cost burden rate of 66.20%.

In regard to the need for housing improvements, 555 low- and moderate-income renter households in the City (Table 7) are living in substandard housing. THA has determined in its 2019

Annual Plan that there is a need to redevelop public housing sites and improve the quality of housing. This is further described under section MA-25 of this Consolidated Plan.

Discussion

THA has a Family Self-Sufficiency (FSS) program that works with residents on identifying goals that lead to independence from public assistance, such as completing educational goals, job training, accessing day care, transportation, grants for GED and college courses, and homeownership. THA works with area supportive services providers to support FSS program participants in reaching their individual goals.

NA-40 Homeless Needs Assessment – 91.205(c)

Introduction:

Responsible for coordinating and implementing an effective housing crisis response system within the jurisdiction, the FL-506 Tallahassee/Leon County Continuum of Care (CoC) works to make homelessness rare, brief, and one-time. The CoC Lead Agency, the Big Bend Continuum of Care (Big Bend CoC), actively develops and executes the strategies through a network of direct service providers. These providers offer outreach, Emergency Shelter (ES), Transitional Housing (TH), Rapid Re-Housing (RRH), and Permanent Supportive Housing (PSH) programs. Additionally, the providers identify, assess, and refer persons experiencing homelessness using the streamlined assessment tool, the Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT), and the Homeless Management Information System (HMIS) to track and refer persons entering and receiving interventions within the crisis response system.

It is common for persons experiencing homelessness to overlap across multiple public systems, each household requiring different solutions to resolve that person's housing crisis, and these households need different levels of assistance depending on their unique circumstances. These factors present complex challenges to local jurisdictions, social service providers, and the CoC. These challenges are not unique to the City of Tallahassee and the Big Bend CoC actively pursues the participation of stakeholders across various systems, local government officials, consumers, and membership organizations to adequately support the needs of persons experiencing homelessness in the jurisdiction.

The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, codified in 2009, consolidated several programs previously authorized under the McKinney-Vento Homeless Assistance Act, changed an existing program to the new termed Emergency Solutions Grant (ESG) program, and defined the Continuum of Care planning process. Highlighted in the data table below, HHA targets persons who meet HUD's Homeless Definitions, Category 1: Literally Homeless (the household as an individual or family who lacks a fixed, regular, and adequate night-time residence); and Category 4: Individual or family who is fleeing/attempting to flee domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions.

The Point in Time Count (PIT Count) estimates the number of individuals and families experiencing homelessness in the CoC region on a given night, typically held in January. The table below summarizes the data reported by the Big Bend CoC. No data was available for estimates on the number of persons experiencing homelessness each year, the estimate of the number becoming homeless each year, an estimate for the number exiting homelessness each year, or

an estimate for the number of days persons experience homelessness.

Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	262	7	0	0	0	0
Persons in Households with Only Children	9	1	0	0	0	0
Persons in Households with Only Adults	539	91	0	0	0	0
Chronically Homeless Individuals	97	51	0	0	0	0
Chronically Homeless Families	3	0	0	0	0	0
Veterans	89	19	0	0	0	0
Unaccompanied Child	47	9	0	0	0	0
Persons with HIV	8	2	0	0	0	0

Table 23 - Homeless Needs Assessment

Data Source: HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations, FL-506
Tallahassee/Leon County CoC, Point in Time Date: 01/22/2018

If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):

Because the Big Bend Continuum of Care (Big Bend CoC) was unable to provide data on the number of persons becoming and exiting homelessness each year or collect average data on the number of days that persons experience homelessness, it is difficult to sufficiently describe these characteristics.

The Point in Time Count (PIT Count) does describe conditions for certain homeless sub-populations including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. A discussion of each category is included in the question below regarding the nature and extent of sheltered and unsheltered homelessness.

Nature and Extent of Homelessness: (Optional)

Race:	Sheltered:	Unsheltered (optional)
Black or African American	505	40
White	263	47
Asian	8	0
American Indian/ Alaska Native	4	4
Pacific Islander	6	1
Multiple Races	24	7
Ethnicity:	Sheltered:	Unsheltered (optional)
Hispanic	44	4
Non-Hispanic	766	95

Table 27 – Nature and Extent of Homelessness

Data Source: HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations, FL-506 Tallahassee/Leon County CoC, Point in Time Date: 01/28/2019

Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.

According to the 2018 PIT Count, a total of 91 households included children, three of which were identified as chronically homeless households, and 10 of these households were composed of households with only children. The majority of homeless households with at least one adult and one child are sheltered, with 78 of these households either staying in an Emergency Shelter or in a Transitional Housing project. Only three households with at least one adult and one child remained unsheltered during the time of this count.

Of the 10 households comprised of only children, including persons under the age of 18 who are unaccompanied or parenting youth, and the children of parenting youth, a total of nine households were residing in Emergency Shelter and one remained unsheltered at the time of this count.

In the 2018 PIT Count, there were 108 veterans identified. There were 89 sheltered veterans and 19 veterans who remained unsheltered. The data does not detail family composition for the veteran subcategory. Between FY 2008 and 2018, Tallahassee Housing Authority was awarded

234 HUD-Veteran Affairs Supportive Housing (HUD-VASH) vouchers. The HUD-VASH program combines Housing Choice Voucher (HCV) rental assistance for veterans who are homeless, targeting those who meet the definition of chronically homeless, with case management and clinical services provided by the North Florida, South Georgia VA Health Care System, and Tallahassee Outpatient VA Medical Centers.

Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.

The Black/African American population is the largest population counted during the PIT Count, reporting a total of 545 persons identified as experiencing homelessness, with 505 of those counted as sheltered and 40 unsheltered. There were 310 White persons experiencing homelessness, 263 being sheltered and 47 unsheltered. The eight Asian individuals experiencing homelessness were all sheltered. Of the eight individuals identified as American Indian/Alaska Native, four were sheltered and four remained unsheltered. Seven individuals were identified as Native Hawaiian or Other Pacific Islander, with six persons sheltered and one person staying in an unsheltered location. Thirty-one individuals identify as being Multiple Races, with 24 individuals sheltered and seven persons in this category being unsheltered.

Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

Big Bend CoC reported a total of 909 persons experiencing homelessness in its 2018 PIT count: comprised of 810 sheltered persons and 99 unsheltered total persons. This indicates there is a significant unmet demand for permanent housing solutions in the region. For people to exit Emergency Shelter, Transitional Housing, or unsheltered homelessness, there must be affordable housing available for a person to transition out of homelessness into a stable living environment.

According to the Big Bend CoC's 2018 System Performance Measures (SPM), in FY 2018 there were 2,071 persons experiencing first time homelessness, which was a decrease from the previous year by 238 individuals. Additionally, the FY 2018 data reports that 66% of persons were successful when placed from street outreach to placement in permanent housing, with a 94% retention in the permanent housing project. The average length of time persons resided in Emergency Shelter or Safe Haven was 123 nights.

The subpopulations evaluated in the PIT Count identify individuals who may require intensive supportive services to help them initially engage in the intervention process, build a trusting relationship with others, and achieve long-term housing stability. There were 85 persons experiencing homelessness who also self-disclosed having a Severe Mental Illness (SMI), 66 persons with SMI were sheltered and 19 remained unsheltered during the count. Persons who self-disclosed having a disability relating to chronic substance abuse include 27 persons residing in a sheltered location and 10 persons experiencing unsheltered homelessness, totaling 37

individuals. During this count, there were 56 individuals identified as unaccompanied youth, 47 youth were in a sheltered location and nine were residing in an unsheltered location.

A subcategory of persons experiencing literal homelessness are persons who meet the definition of chronic homelessness. This means an individual or head of household who has experienced literal homelessness for 12 months continuously or four episodes in three years totaling 12 months, and the person must have a disabling condition. In 2018, there were a total of 151 persons identified as chronically homeless, with 100 residing in emergency shelter and 51 unsheltered at the time of the PIT Count. Chronic homelessness is not limited to single individuals, as three households included at least one adult and one child.

Victims of Domestic Violence who are experiencing homelessness total 73 individuals, all of whom remained sheltered during this PIT Count. Thirty-seven individuals were located in Emergency Shelter and 36 were residing in Transitional Housing.

According to the CoC's 2018 Housing Inventory Count (HIC) report, there are multiple emergency shelters operating in the CoC, including:

1. Big Bend Homeless Coalition (ES for Families)
2. Capital City Youth Services (ES Child-Only Beds)
3. CESC, Inc. (ES Adult-Only and Overflow)
4. Refuge House (ES for Family and Adult Beds)

The CoC continues to allocate resources to six Transitional Housing providers (Brehon Institute for Family Services, Capital City Youth Services, Care Tallahassee, Good News Outreach, Refuge House, and Volunteers of America) to operate 168 transitional housing beds, among eight projects, for adults and mixed populations. Of the total transitional housing beds, Refuge House, the provider of DV services and housing supports, operates 57 DV Transitional Housing beds, Capital City Youth Services operates five child only beds for youth participating in their Transitional Housing project, Volunteers of America for Transitional Housing for veterans operates 52 beds, and re-entry beds are not captured in HMIS HIC data.

Discussion:

As required by HUD, the Big Bend CoC monitors performance based on, among other goals, the System Performance Measure (SPM) benchmarks. These SPM metrics include the length of time persons remain homeless, returns to homelessness once permanently housed, number of persons experiencing homelessness (identified in the Point In Time Count), income growth for persons participating in CoC-funded projects, number of people experiencing homelessness for the first time, homeless prevention for those who meet the HUD Homeless Definition-Category 3 in CoC-funded projects, and successful placement and retention in permanent housing projects.

By monitoring the success of projects and systems, Big Bend CoC is able to identify areas of improvement and expand solutions that are effective in preventing and ending homelessness in the City of Tallahassee.

NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)

Introduction:

While the City of Tallahassee is often recognized as a college town, the City is also home to various permanent residents, some of whom require support to live independently. The subpopulations within the category are often more vulnerable and at risk of housing insecurity due to limited income and service needs. The City understands that there is great importance of contributing to community-based services that assist persons with special needs. Therefore, the City of Tallahassee participates in coordination efforts and provides funding to address these needs. To ensure the City has an accurate representation of the extent of non-homeless special needs in the area, this section reviews the latest data from the ACS and other data sources.

Describe the characteristics of special needs populations in your community:

Elderly

For the purposes of this report, persons 65 years of age and older are considered elderly. According to the 2018: ACS 5-year estimates under the category Age and Sex, the City of Tallahassee has a total of 18,964 persons at or above the age of 65. This represents approximately 10% of the total City population. Of the total 65 and over population, there are 5,988 individuals who also have a disability and there are 2,175 households with at least one person who is 60 years or older receiving Food Stamps/SNAP benefits. Those 65 and over who are living below the poverty level totals 9.1%, or 1,661 individuals. There are 12,680 housing units occupied by persons 65 years and older in which 9,410 residents (31.2% of the category) reside in owner-occupied housing units and 3,270 persons (7.2% of the category) are living in renter-occupied units.

Persons with Disabilities

According to the ACS 2018 5-Year Estimate, the City of Tallahassee has a total of 19,245 persons, making up 10.3%, with a disability.

The ACS provides details on the type of disability for the population.

- 2.3% of total population has a hearing difficulty
- 2.1% with a vision difficulty
- 5.2% with a cognitive difficulty
- 4.6% with an ambulatory difficulty
- 1.7% with a self-care difficulty
- 3.8% with an independent living difficulty

Substance Abuse

Big Bend Community Based Care (BBCBC), the Managing Entity responsible for the behavioral health system of care within the City, unduplicated data in FY 2016/17 shows 9,936 adults and 2,987 children received substance abuse services. It should be noted that not all of these cases were for individuals living within the City of Tallahassee, as BBCBC's region covers the entire northwest area of Florida. The data captured offers a snapshot of the population, as MEs coordinate a system of care for people who are indigent or underinsured.

According to the 2018 National Survey on Drug Use and Health, it is estimated that in the last year in Florida (based on persons 12 years of age and older):

- 2,587 persons used marijuana
- 361 persons used cocaine
- 52 persons used heroin
- 83 persons used methamphetamine
- 144 persons were diagnosed with pain reliever use disorder

In the past month, it is estimated that 9,157 persons 12 years of age and older used alcohol, with 4,130 identified as bingeing alcohol in that month. Within a year, 816 people were identified as having Alcohol Use Disorder and 1,171 were diagnosed with Substance Use Disorder.

Domestic Violence

The Florida Department of Law Enforcement (FDLE) Uniform Crime Report provides data on domestic violence offenses and arrests by jurisdiction. In 2018, FDLE reporting indicates that the City of Tallahassee reported 1,221 cases of all types of domestic violence offenses ranging from simple assault to murder and included aggravated assault, rape, threat/intimidation, stalking, and fondling. There is no information available on how many of these victims need housing assistance.

What are the housing and supportive service needs of these populations and how are these needs determined?

Elderly

Residents who completed the community survey responded with feedback reporting that housing for persons with special needs is a high need in the community in addition to the need for senior services. Services for elderly persons typically include adult day care, emergency or short-term assistance with utility bills, food pantry, in-home services, caregiving services, nutrition/Meals on Wheels, senior volunteer programs, medical equipment, and supplying Lifeline units. There is great importance of implementing programs that allow seniors to age in place which includes services related to home modifications such as bathroom modifications (such as grab bars, handrails, high toilets, and non-slip tiles), emergency response systems, ramps/chair lifts, and adding a bedroom or bathroom on the first floor. Additional housing related areas of improvement include increasing the number of zero-step entry units and more housing that is affordable, which includes increasing housing subsidies for elderly households. The aging population may seek support through senior centers that offer social activities.

Persons with Disabilities

As expressed within the survey responses, affordable housing for persons with special needs is a high priority for the City of Tallahassee residents. Thirty-two of the 124 respondents in the community survey report that they live in a household with a person who has a disability. Scoring as high needs, respondents identified that services for persons with disabilities and services for persons with mental health needs are of great importance in the community.

Persons with disabilities benefit from services related to daily activities, life skills development, therapy, in-home care services, nursing, medical and dental services, medically necessary supplies and equipment, support planning, and transportation. Specific to Florida, access to the iBudget waiver services is a need for persons with disabilities and there is currently a significant waitlist to access this waiver.

Substance Abuse

In alignment with the Substance Abuse and Mental Health Services Administration (SAMHSA), services should be recovery-oriented and include support services aimed at assisting consumers to manage their substance use disorder to the best of their ability. The community survey ranked substance abuse education/services needs as moderately important. As evidence proves, prevention is an important component of addressing substance use and the respondents agreed, listing the need for education. SAMHSA's guidance includes incorporating health, home, purpose, and community as the primary needs in a recovery support network. Typical service needs for children and adults include recovery-oriented services such as detoxification, inpatient treatment, residential treatment, assessment, case management, supportive housing, crisis support, skill building, peer support, counseling, and after-care support. Staff providing the direct

services need to receive targeted training that includes Motivational Interviewing training; Screening, Brief Intervention, and Referral to Treatment (SBIRT); Non-Violent Crisis Intervention Training; and Trauma-Informed Care services.

Victims of Domestic Violence

The Florida Department of Children and Families 2019-2020 Annual Capital Needs Assessment details that there is a need to increase the emergency shelter and transitional housing capacity to provide services to persons fleeing domestic violence. The Florida Coalition Against Domestic Violence identifies the following essential services for victims of domestic violence: survivor focused safety plans, counseling and advocacy, information and referrals for persons seeking assistance, child and youth-specific activities, youth-targeted education, and education and training for adults.

Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:

Persons with HIV/AIDS and Their Families

As reported in the 2019 Leon County Health Assessment, Leon County has the seventh highest rate for HIV and the 13th highest rate for AIDS cases throughout Florida. People who are black are nine times more likely to be diagnosed with HIV and more than 11 times more likely to be diagnosed with AIDS, and people who are black account for 85% of HIV/AIDS deaths in Leon County; over 15 times more likely than whites to die from HIV/AIDS. Men who have sex with men account for 61% of new HIV diagnoses, and adults 20-29 years of age represent 48% of new HIV infections.

Ten persons with HIV/AIDS who are also experiencing homelessness were identified during the 2018 PIT Count. Seven individuals within this subcategory were sheltered in Emergency Shelter and one in Transitional Housing. Two persons with HIV/AIDS who were experiencing homelessness remained unsheltered at the time of this assessment.

According to the Florida Health Charts resource, there are 8.6 cases per 100,000 people (as of 2018). The Leon County Community Health Assessment that was completed in September 2019, reports that there are high rates of sexually transmitted infections and HIV within the county and priority goals within the county include reducing new cases of HIV/AIDS and increasing HIV/AIDS testing. Adults ages 20-29 years old represent 48% of new HIV infections and 61% of new HIV diagnoses in Leon County are from men who have sex with men. The Community Health Assessment was supported by 22 community organizations and in partnership with the Leon County Department of Health, United Way of the Big Bend, and Tallahassee Memorial Hospital.

The Florida State Housing Opportunities for Persons with AIDS (HOPWA) Program, administered by the Department of Health, serves persons living with HIV/AIDS. Big Bend CARES is the designated project sponsor service area in Region 2B, which covers the City of Tallahassee. Although the City of Tallahassee does not receive HOPWA funding directly, organizations can apply to the City for financial assistance to improve their facilities. In addition, through the Community Human Services Partnership, the City provides grant funding to support the provision of direct client services including health care and case management support.

Discussion:

Implementation of best practices when serving persons with special needs is essential to that person's stability and recovery. The data shows that across all subcategories within the special needs population there is a need for funding housing and support services. This is pronounced by a long waitlist for disability related services, including housing that is affordable for various vulnerable populations and assistance to remain integrated into the community while receiving services intended to help with housing stabilization and retention. The challenges impacting the special needs populations are complex and may require the assistance of multiple systems to fully address their identified needs .

NA-50 Non-Housing Community Development Needs – 91.215 (f)

Describe the jurisdiction's need for Public Facilities:

The City largely depends on funding sources received through other departments, such as Parks and Recreation, to prioritize public facilities and infrastructure projects and possibly address that need. However, public facility needs were identified from the community meetings including:

- Street improvements
- Community Centers
- Code enforcement
- Storm water management
- Transportation

Additionally, the City of Tallahassee has a historic and proactive process of evaluating public facilities and infrastructure needs throughout the city. Based upon U.S. Census population by age comparison, the largest growth segment from 2014 to 2018 is persons 62 years old or older.

The City currently has an existing Senior Center that operates routinely at capacity and demand continues to increase for projects and activities for the city's aging population. A new senior center may be needed to accommodate the additional demand.

Although the City currently has a network of 88 parks, the City also recognized that additional parks are necessary, particularly in low/moderate income neighborhoods throughout the City.

As the State's capitol, home to two large and renowned universities, and nationally recognized for its parks and nature trails, Tallahassee will continue to experience strong population growth that will continue to create demand for new and improved public facilities.

How were these needs determined?

Tallahassee has recently completed a 5-Year Strategic Plan for 2020-2024. Through a series of public workshops and meetings, the City has identified its most critical infrastructure and public facility needs to improve the safety and quality of life for all Tallahassee residents.

Describe the jurisdiction's need for Public Improvements:

The City makes efforts to partner with other Departments to undertake public improvement activities when possible.

The City of Tallahassee's 2024 Strategic Plan reports that 70% of roads are rated as Good, Very Good or Excellent; public transit was rated "on time" 90%; and although the City currently has 88

parks the City has identified a number of roadway, transportation, sidewalk, and park projects to be completed on or before 2024.

Public improvement projects specifically identified in the 2024 Strategic Plan contained within low/moderate income census tracts include:

- FAMU Way, Phase 3, Road and Sidewalks
- Chestwood Avenue Drainage Improvements
- Glendale Neighborhood Drainage Improvements
- Southside Street Stormwater Improvements
- Putnam Drive Sidewalk Project
- Polk Drive Sidewalk Project
- Palmetto Street Sidewalk Project

How were these needs determined?

In 2000, the City of Tallahassee and Leon County facilitated a citizen led initiative to develop support for a continuation of a one penny optional sales tax to support needed community capital improvement projects. Entitled “BluePrint 2020” this initiative was led by a citizen review committee which conducted an extensive evaluation process to identify the most pressing community needs. That review resulted in a project list which was approved by the citizens through a referendum. The BluePrint sales tax authorization expired in December 2019. In January 2020, a new penny sales tax program began. Of the sales tax generated, 12% is directed to economic development and 66% will provide funding to support the implementation of original and new infrastructure projects previously identified in the BluePrint 2020 plan. The remaining 22% is directed to the City of Tallahassee and Leon County to fund projects requiring annual allocations.

The City also conducted a series of public meetings and workshops to finalize its Five-Year 2020-2024 Strategic Plan that details the City’s strengths and opportunities and evaluated and identified public infrastructure as one of seven Priority Areas where goals and objectives were identified. The Strategic Plan identified that one of several strengths of the City of Tallahassee is the availability of parks, trails and other public spaces and further identified that one of several opportunities within the City is the improvement of roads and sidewalks.

The Strategic Plan Public Infrastructure Priority Area report lists five objectives that each contain 5-year goals for specific improvements to be completed by 2024.

In 2019, the City of Tallahassee and the Tallahassee Senior Center partnered to publish the Tallahassee Age-Friendly Communities Work Plan that addresses a number of issues related to

the livability of Tallahassee and identifies planned and ongoing projects. Implementation of the Work Plan is intended to be undertaken through comprehensive public/private partnerships.

All of these detailed reports provide a responsible and coordinated plan for continued public infrastructure improvements and public facilities.

Describe the jurisdiction's need for Public Services:

With a rising senior population, all measure of elder care services will continue to increase in need.

In addition to the contribution of 15% of the City's CDBG funding for public services, the City contributes additional funding to further address pertinent community needs and support the area's social service agencies.

In 2018, the City received a HUD Opportunity Zone designation by the Governor of Florida based upon the analysis of economically disadvantaged census tracts statewide. The demographics within these selected census tracts, as well as other citywide low/moderate income census tracts within the City, demonstrate the significant need for public services offered through local government, local and regional non-profit social service agencies, and public-private partnerships.

How were these needs determined?

U.S. Census data currently report that 47,649 people, 26.7% of the total population of the City of Tallahassee, are living at or below the poverty level.

In addition, according to the Feeding America Map the Meal Gap Analysis, 18.9% of Leon County's total population are indicated as being food-insecure. This rate places Tallahassee/Leon County as one of the four highest food insecure areas in the state. Elder Care Services, the city's local senior services agency, reports that it serves 120,000 meals through its Nutrition Services program (i.e., Meals on Wheels and Congregate Meal Sites).

Annually, the City of Tallahassee receives more requests for social service funds than can be allocated.

Housing Market Analysis

MA-05 Overview

Housing Market Analysis Overview:

The Housing Market Analysis section of the Plan provides a snapshot of the City's current housing stock and housing facilities. Housing market characteristics reviewed include the supply of housing, availability of affordable housing, housing cost and condition of housing units, and the supply of housing or facilities for persons with disabilities and persons experiencing homelessness. The Housing Market Analysis is divided into the following sections:

Number of Housing Units – The Housing Market Analysis begins with a basic count of the total number of housing units and occupied housing units in the City by property type, unit size, and tenure. There are 87,561 units in the City including subsidized units. Analysis of the data indicate that the current housing supply does not meet the need of all the City's residents.

Cost of Housing – This section of the Plan compares the cost of housing in the City to household incomes to determine if there is a sufficient supply of affordable housing. Housing cost burden (unaffordability of housing) is the foremost housing problem in the City and the data in this section of the Plan further supports the need for programs that produce or preserve affordable housing.

Condition of Housing – The supply of quality, decent housing is shaped by the condition of the housing inventory. This section of the Plan analyzes the age of the housing, risk of exposure to lead-based paint, and presence of housing problems. These factors coupled with the definition of substandard housing, justify the need for housing preservation activities. Tallahassee's housing stock is older with 43% owner-occupied units and 39% renter-occupied units being built prior to 1980. The older housing stock creates the need to rehabilitate units to maintain the affordable housing stock and eliminate undesirable conditions.

Public and Assisted Housing – The affordable housing inventory in any jurisdiction typically includes units subsidized by federal, state, or local programs including public housing. The Tallahassee Housing Authority manages 542 public housing units and administers 2,416 vouchers through the Housing Choice Voucher Program. THA has a waiting list for public housing units and vouchers which demonstrates the gap in the availability of affordable housing citywide.

Homeless Facilities and Services – This section of the Plan provides an inventory of homeless facilities and services in the County. The 2018 Housing Inventory report identifies 1,342 total year-round beds for persons experiencing homelessness. This total includes emergency shelter, transitional housing, and permanent housing.

Special Needs Facilities and Services – Persons with special needs such as elderly persons and persons with disabilities may require supportive housing and services. This section of the Plan provides information on facilities and services that meet the needs of this subpopulation.

Barriers to Affordable Housing – It is a goal of the City to increase the supply of affordable housing for low-and moderate-income persons. To accomplish this goal, the City must overcome any barriers to the creation of affordable housing. Government regulations including land use/zoning codes and building codes adopted by a jurisdiction have the potential to impact the cost of housing and limit the supply of affordable housing.

Non-Housing Community Development Assets – In addition to the non-housing community development needs identified in the Needs Assessment, the City also has economic development needs such as the need for employment training/education for workers to better align with the major employment sectors. Local economic trends are discussed in this section of the Plan as well as opportunities for economic growth.

Needs and Market Analysis Discussion – This section of the Plan summarizes key points from the Needs Assessment and Market Analysis in relation to areas of the City that have a low-income or minority concentration.

Broadband Needs of Housing Occupied by Low- and Moderate-Income Households – Access to broadband is an essential need for individuals and families and should be equally available to low- and moderate-income households. The broadband services available to residents of the City are described in this section.

Hazard Mitigation - The supply of housing is directly impacted by the effects of natural disasters and other hazards such as climate change. Low- and moderate-income persons are more vulnerable to these effects and this section of the Plan discusses the natural hazard risks that this population faces including the risk of displacement due to a natural disaster.

MA-10 Number of Housing Units – 91.210(a)&(b)(2)

Introduction

The Housing Supply Analysis provides an estimate of the current supply of housing in the City of Tallahassee. In this section, the existing housing inventory is examined, including the type and size by tenure (owners/renters).

All residential properties by number of units

Property Type	Number	%
1-unit detached structure	37,064	42.3%
1-unit, attached structure	7,562	8.6%
2-4 units	10,933	12.5%
5-19 units	13,345	15.3%
20 or more units	16,679	19%
Mobile Home, boat, RV, van, etc	1,978	2.3%
Total	87,561	100%

Table 28 – Residential Properties by Unit Number

Data Source: 2014-2018 ACS

Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	110	0%	2,275	5%
1 bedroom	390	1%	9,995	22%
2 bedrooms	4,344	15%	16,915	38%
3 or more bedrooms	24,599	84%	15,760	35%
Total	29,443	100%	44,945	100%

Table 29 – Unit Size by Tenure

Data Source: 2011-2015 ACS

Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.

The City of Tallahassee actively pursues to improve the housing stock for its economically disadvantaged residents by using HOME, CDBG, and SHIP to support affordable housing and provide housing assistance to low income households when available. The City pairs federal and state dollars with their own local City Affordable Housing Trust Fund (AHT) for affordable housing activities. The City uses SHIP and AHT dollars as match for HOME projects.

During the 2015-2020 Consolidated Plan period, the City was able to make a significant impact towards affordable housing. Units assisted with federal, state, and local dollars include: 2 rental

units constructed, 13 homeownership units constructed, 165 units rehabilitated, financial assistance to 110 low- and moderate-income households, and tenant-based rental assistance for 116 extremely-low, low, and moderate income persons.

During the 2020-2024 Consolidated Plan period, the City aims to provide affordable housing through the rehabilitation of 126 units, the provision of financial assistance to 75 homebuyers, the construction of 18 units, and the acquisition of 18 units.

In addition, the Local Housing Assistance Plan (LHAP) details the City's strategies for the State Housing Incentive Partnership (SHIP) program, passing through state housing trust fund dollars into the community through rental and homeownership activities for extremely low, very low, and sometimes moderate-income Tallahassee residents. Eligible activities may include purchase assistance, rental development, acquisition/rehabilitation/new construction, disaster repair, and rental assistance. Based on the City's LHAP, the City of Tallahassee aims to serve 63 VLI units under the homeownership strategy, specific to owner-occupied rehabilitation, during 2019-2022.

The City has targeted, and will continue to target, extremely low, low, and moderate-income families and individuals whose incomes are at or below 80% AMI. Household types targeted include family, elderly, disabled, homeless or at-risk of becoming homeless, and special needs households.

Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.

The City of Tallahassee is home to one Public Housing Agency, the Tallahassee Housing Authority (THA). THA operates 526 public housing units and 2,241 Housing Choice Vouchers. The Shimberg Center's Assisted Housing Inventory for the City of Tallahassee, inclusive of all funders, reports that there are currently 4,049 total assisted units in the City of Tallahassee; this figure represents the loss of an estimated 1,313 assisted units within the City since 2002. Shimberg reports 636 assisted units at risk of loss in the next five years due to subsidy expiration for the assisted property or program.

The 2019 Rental Market Study outlines development and unit preservation risk factors. Leon County reports there are two developments (273 units) that have Florida Housing Finance risk, one (61 units) has Rural Development maturing mortgages, and five developments (419 units) with HUD expiring rental assistance. There are 25 developments and 2,341 units with at least one risk factor.

Does the availability of housing units meet the needs of the population?

The City of Tallahassee recognizes that the current availability of housing units does not meet the needs of the population based on several factors. First, the City of Tallahassee has not resolved homelessness among its residents. If there was available housing, then the Big Bend CoC would see a significant reduction in the length of time spent homeless and the number of people experiencing homelessness in Tallahassee. Second, the City's Five-Year Strategic Plan outlines several housing-related initiatives to address the need to expand housing type and capacity. The City plans to convert vacant student housing units into affordable housing because the current housing stock does not meet the needs of the population. Additionally, the City intends to increase the residential density within city limits which will then create more availability of housing targeting specific household types.

Tallahassee's median income, based on ACS 2018: Median Income in the Past 12 Months, is \$43,799 for a household. According to the Zillow Home Value Index, the median of homes currently listed for sale in Tallahassee is \$210,000, with projections continuing to increase home values over the next year. The median rental price in Tallahassee is \$1,200. Once property tax, PMI, and homeowner's insurance is added to the principal mortgage, a person earning the median income in Tallahassee will be cost burned. If the household's income is within the median range and the household is a renter, again that household will be paying more than 30% of their income toward rent. Therefore, the cost to rent or purchase a home exceeds the average income earner in the City of Tallahassee.

Describe the need for specific types of housing:

Based on average income and cost of living, housing that is affordable and available is the most in need for various households. Despite the Tallahassee Housing Authority administering scattered site voucher programs, they remain at an occupancy rate of 85.2%. With high utilization rates, waitlists for subsidized housing are long and do not open regularly. There are 630 individuals in households without children who were experiencing homelessness at the time of the 2018 PIT Count, in addition to 269 persons in households with at least one child and one adult. Therefore, this data expresses that there is a need for housing that accommodates both single adults as well as families. According to unit size by tenure, only 5% of units for renters have zero bedrooms. Recognizing that a large population of those experiencing homelessness are single individuals, increasing the capacity of single room occupancy can help address the need for housing resources which would decrease homelessness.

Discussion

As the cost of living continues to rise and wages remain stagnant, it is important that the City continues to invest in strategies that make renting and homeownership activities available to Tallahassee residents of all income levels. The need for housing subsidies surpasses what is available, and it is the same situation with housing that is earmarked as affordable to people within lower income brackets.

MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

Introduction

The following tables show the cost of both owner and renter housing in the City of Tallahassee. These tables have been updated with American Community Survey (ACS) data to better reflect the current market.

Cost of Housing

	Base Year: 2010	Most Recent Year: 2018	% Change
Median Home Value	194,500	193,100	-0.7%
Median Contract Rent	688	799	16%

Table 30 – Cost of Housing

Data Source: 2010 ACS (Base Year), 2014-2018 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	2,585	6%
\$500-999	19,921	45%
\$1,000-1,499	16,448	37%
\$1,500-1,999	3,791	8%
\$2,000 or more	1,755	4%
Total	44,500	100.0%

Table 31 - Rent Paid

Data Source: 2014-2018 ACS

Housing Affordability

% Units affordable to Households earning	Renter	Owner
30% HAMFI	2,270	No Data
50% HAMFI	8,509	1,755
80% HAMFI	28,652	5,645
100% HAMFI	No Data	8,932
Total	39,431	16,332

Table 32 – Housing Affordability

Data Source: 2011-2015 CHAS

Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	728	771	958	1,279	1,413
High HOME Rent	728	771	958	1,254	1,379

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Low HOME Rent	598	641	770	889	992

Table 33 – Monthly Rent

Data Source: 2018 HUD FMR and HOME Rents

Is there sufficient housing for households at all income levels?

Within the City of Tallahassee, 45% of renters are leasing rental units ranging between \$500-\$999 monthly, and the median contract rent is \$799 per month. The median home value from 2010 decreased by less than 1% and the median contract rent increased since 2010 by 16%. Both renters and homeowners earning over 100% HAMFI have the most access to affordable units because their higher earnings allow for a more expensive cost of living. The data reports that homeownership is more attainable for homeowners earning 80% HAMFI and above, with 14,577 identified homeowners in that HAMFI range. However, while there are 39,431 HAMI renter households, the homeowners in all HAMI categories total 16,332, which is a significant difference. While homeownership down payment assistance is available through City programs, the funds are limited, and the homeowner must qualify for a mortgage from the lender prior to receiving the down payment assistance, which can be a barrier to households within the lower HAMFI categories. On each side of the spectrum, there is no data available for homeowners within the 30% HAMFI range and no data for renters in the 100% HAMFI range. It is assumed that households earning 30% HAMFI and below could not access homeownership due to the additional expenses such as closing costs, PMI, down payment, and homeowner's insurance. Additionally, households earning 100% HAMFI have the resources available to own their home, pay the additional expenses, and save disposable income for a down payment.

How is affordability of housing likely to change considering changes to home values and/or rents?

As the trend is described, the cost of renting has increased and the number of HAMFI renter households are significantly more than those of Tallahassee residents who own their homes. Being as that the City of Tallahassee is home to three colleges; the market may reflect the characteristics of students and their housing needs rather than non-student, permanent residents. Therefore, as new students arrive and senior students graduate and relocate from Tallahassee, it is anticipated that the landlord market will continue with rentals continuing to increase. Tallahassee home values have increased 4.3% since 2017 and are projected to continue to increase. The Zillow Home Value Index median home valuation for Tallahassee is \$192,968 as of March 2020. Additionally, rental units continue to increase and the current median rental price in the Tallahassee Metro area is \$1,200 per month. Within Tallahassee, 11.1% of homeowners are underwater, expressing that they owe more on their home than it is worth.

How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?

The area median rent as of 2018 seems to be consistent with HUD's published HOME/Fair Market rents for 2-bedroom units, demonstrating rents are slightly high for 0 to 1-bedroom units. Rents are continually rising in the current market and may fall within an unaffordable range for low-income families. In Tallahassee, 51% are paying rents of up to \$1,000 per month and an astounding 37% pay between \$1,000 and \$1,500 in rent, not including utilities.

Though THA provides Housing Choice Vouchers and has several subsidized housing developments, high median rents may indicate the need to involve more landlords in the City's housing assistance programs. Landlord participation in subsidized housing programs is essential to maintaining affordable rental housing. To increase access to available affordable housing through landlord engagement, the THA offers access to list rental units on www.gosection8.com in addition to a landlord portal. The continued increase in housing costs will place an additional burden on the Tallahassee Housing Authority, as they continue to operate 544 public housing units and 2,398 voucher subsidy programs. Additionally, the need to preserve and produce housing that is affordable to a variety of income earners is essential to preventing and ending homelessness.

Discussion

About half of the renters in the City pay under \$1,000 per month toward rent. Using this data, the City recognizes the importance of preserving housing that's affordable for households with a wide variety of income ranges. While some households can afford more expensive rental units, it is not the majority. Home values and rents continue to rise, but homebuyer assistance and housing subsidies remain limited.

MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

Introduction

The following section outlines “selected” housing conditions as defined by the Census. These conditions are generally considered identifiers of substandard housing, although the last two conditions on the list relate to the household, not the housing unit. The Census defines a “selected” condition as:

- Lacking complete plumbing facilities
- Lacking complete kitchen facilities
- More than one person per room
- Housing costs greater than 30% of household income

The City of Tallahassee’s housing market analysis examines the condition of existing housing stock in the city. Of the total 87,561 housing units reported by the 2018 ACS, 12,053 (13.8%) are vacant and 75,508 (86.2%) are occupied housing units. The City is home to 30,135 owner-occupied units and 45,373 are renter occupied units. The limited rental vacancy rate of 6.8% provides a small stock of available units to all renters but does not detail whether or not the vacant units are affordable.

The quality of the housing stock varies depending on several factors including housing condition, age of the structure, and the risk of lead-based paint in the unit. These factors assist in determining the need for housing rehabilitation for owners and renters.

Definitions

The City strives to increase the availability of permanent housing in standard condition. To ensure housing projects and activities meet this goal, it is important to define the terms standard condition and substandard condition but suitable for rehabilitation.

As required by HUD regulation, the City’s definitions are as follows:

Standard Condition

- The unit meets all state and local codes.
- The unit does not have any life, health, and safety conditions.

Substandard but Suitable for Rehabilitation

- The unit does not meet standard conditions and it is both structurally and financially feasible to rehabilitate.

Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	6,069	20.1%	25,005	55.1%
With two selected Conditions	124	0%	836	1.8%
With three selected Conditions	0	0%	87	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	23,942	79.4%	19,445	42.9%
Total	30,135	99.5%	45,373	99.8%

Table 34 - Condition of Units

Data Source: 2014-2018 ACS

Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	6,352	22%	9,974	22%
1980-1999	10,439	35%	17,519	39%
1950-1979	10,855	37%	15,618	35%
Before 1950	1,770	6%	1,835	4%
Total	29,416	100%	44,946	100%

Table 35 – Year Unit Built

Data Source: 2011-2015 CHAS

Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	12,238	17.3%	16,524	36.4%
Housing Units built before 1980 with children present	5,777	47.2%	2,303	13.9%

Table 36 – Risk of Lead-Based Paint

Data Source: 2014-2018 ACS (Total Units) 2011-2015 CHAS (Units with Children present)

Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	7,232	4,821	12,053
Abandoned Vacant Units	0	0	0
REO Properties	2,872	717	3,589
Abandoned REO Properties	0	0	0

Table 37 - Vacant Units

Alternate Data Source Name:
2018 ACS

Data Source Comments: REO total units from RealtyTrac REO Listing Data. Units not suitable for rehabilitation, calculated 40% of total vacant units and 20% of REO properties.

Need for Owner and Rental Rehabilitation

The City of Tallahassee's housing stock tends to be older with 43% of owner-occupied housing and 39% of renter-occupied housing being built prior to 1980. The housing stock contains even older units in the market with 6% of owner-occupied housing and 4% of renter-occupied housing units being built prior to 1950. In addition, 20% of owner-occupied units and 55% of renter-occupied units reported having at least one sub-standard housing condition identifier as defined above. Because of the age of housing in Tallahassee, it is estimated that approximately 40% of vacant units and 20% of REO properties meet the definition of "substandard, not suitable for rehabilitation". These are assumed not to be suitable for rehabilitation due to dilapidation causing unsafe living environments, lack of heating, lack of kitchen facilities, and lack of complete plumbing facilities. It is estimated that approximately 60% of Tallahassee's owner-occupied and renter-occupied housing units are in need of housing rehabilitation and would qualify as suitable to rehabilitate.

Estimated Number of Housing Units Occupied by Low -or- Moderate Income Families with LBP Hazards

Lead based paint was used prior to 1978 and can cause health issues as the paint cracks, becomes dusty, and deteriorates. This toxic substance was banned in 1978 but is still present in older homes. When the paint is in poor condition, it may require specialized remediation to prevent health hazards to the occupants. For the purposes of this report, data from units constructed prior to 1980 will be evaluated; this also includes units occupied by households with children. Of the total 12,238 owner-occupied units built before 1980, 5,777 (47.2%) of those units have children present. The number of renter-occupied units built before 1980 totals 16,524, of which 2,303 (13.9%) have children present.

In a recent CDC state surveillance data reporting childhood blood lead, 781 children less than 72 months of age were tested in Leon County, Florida. Of those tested, 17 (2.2%) children had

elevated blood lead levels. The City invests CDBG funding in activities such as housing rehabilitation to reduce lead paint risks and by providing lead-based paint testing. Additionally, in 2018, the CDC provided \$155,748 to the Florida Department of Health in Tallahassee for childhood lead poisoning prevention.

Discussion

The City of Tallahassee is addressing the need for rehabilitation and redevelopment through adoption of Community Redevelopment Areas. While revitalization is the focus and improvements are being completed, the development of newer housing opportunities may direct the housing market toward more expensive rental and homeownership costs. With the bulk of units built for both rental and homeownership between 1950-1980, the City is right to invest dollars into making housing safe and decent for all Tallahassee residents, but must incorporate measures to ensure existing residents do not get priced out of neighborhoods which once were affordable for permanent residents upon revitalization of historically low-income neighborhoods.

MA-25 Public and Assisted Housing – 91.210(b)

Introduction

Public housing was established to provide decent and safe rental housing for eligible low- and moderate-income families, the elderly, and persons with disabilities. Public housing agencies play an important role in the provision of affordable housing by operating housing developments and/or managing housing choice vouchers. This section of the Plan describes the number and physical condition of public housing and vouchers managed by the Tallahassee Housing Authority (THA).

Totals Number of Units

Program Type									
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available			542	2,416	50	2,004	244	8	110
# of accessible units			28						
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 38 – Total Number of Units by Program Type

Data PIC (PIH Information Center)
Source:

Describe the supply of public housing developments:

THA has a total of 542 public housing units in its stock. There are three public housing developments: 198 units at Orange Avenue Apartments, 195 units at Springfield Apartment, and 96 units at Pinewood Place Apartments. THA also owns 12 apartments at Hidden Pines located on Trimble Road and 41 scattered site houses located throughout the City and County.

Of the 542 public housing units, 28 units are designated handicapped accessible for elderly and disabled families. Twenty-eight units are equipped with wheelchair accessible ramps, of which 20 are equipped with accessible showers. Six units have accessible stoves and three have smoke detectors for the hearing impaired. Fifteen accessible units are located at Orange Avenue apartments, five units at Springfield Apartments, and eight at Pinewood Place.

Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

HUD's Real Estate Assessment Center (REAC) conducts physical property inspections of properties that are owned, insured or subsidized by HUD, including public housing and multifamily assisted housing. The inspection of public housing units ensures that assisted families have housing that is decent, safe, sanitary, and in good repair. A passing score for a REAC Physical Inspection is 60 or above.

All 542 public housing units in Tallahassee are included in the approved Public Housing Agency Plan. The condition of the public housing units operated by THA are all within the HUD Housing Quality Standard Guidelines.

Public Housing Condition

	Average Inspection Score
Springfield Apartments	67
Orange Avenue Apartments	81
Pinewood Place	81

Table 39 - Public Housing Condition

Describe the restoration and revitalization needs of public housing units in the jurisdiction:

In its Five-Year Plan and subsequent Annual Plans, THA states it will improve the quality of housing by continuing to perform timely and thorough annual inspections for the HCV program, reviewing inspection indicators quarterly with a focus on improvement of findings and deficiencies, and by completing a physical needs assessment for all public housing units. As a result of the inspections of the public housing units as well as based on input from residents and community stakeholders, THA has identified deficiencies that it plans to address. These improvements are needed to maintain the structures, improve safety/health issues, and maintain and improve property values.

One of the major projects that THA will undertake is the planned restoration and revitalization of the Orange Avenue Apartments. Based on the findings of a master plan created in 2018 – The Orange Avenue Corridor and Transformation Plan – THA will demolish 198 public housing units and replace it with a mixed income development comprised of conventional public housing, project-based vouchers, Low-Income Housing Tax Credit (LIHTC) units, and market rate units.

The 2020 Annual Plan also identified the following restoration and revitalization needs for dwelling units:

- Replace kitchen cabinets and make other kitchen repairs to 125 units as they become vacant in Springfield and Pinewood apartments;
- Bathroom remodeling in units as they become vacant at Springfield and Pinewood Place apartments;
- Replace flooring in units as they become vacant in Springfield, Pinewood Place, and Hidden Pines apartments;
- Repair 58 slab leaks in Springfield, Orange, Pinewood Place, and Hidden Pines apartments;
- Complete Section 504 improvements/upgrades in Springfield, Orange, Pinewood Place, and Hidden Pines apartments as needed;
- Change all electrical boxes at Springfield Apartments; and
- Complete other improvements including installing new, energy efficient ranges, refrigerators and water heaters, and upgrading air conditioners and insulated windows as needed.

Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:

THA's strategy for improving the living environment of residents of public housing includes undertaking activities that will address a broad range of issues faced by low- and moderate-income persons and families including physical issues with their environment and social issues.

To improve safety and security and deter crime at THA-owned properties, THA plans to improve site lighting and install wireless security cameras at two of its properties. THA also plans to replace fencing around the perimeter of each of its public housing sites.

Through the FSS program, THA helps families address issues and barriers that keep a family from becoming self-sufficient. THA staff work with program participants to develop short and long terms goals and coordinate with community agencies for services that include guidance, vocational training, transportation, job search skills, resume development, education, homeownership, establishment of escrow accounts, and physical and mental wellness.

Through the HCV program, THA is committed to deconcentrating poverty and increasing access to opportunity by providing housing options in all areas of the City. THA accomplishes this goal of diversifying HCV locations by conducting outreach to landlords in areas with lower minority concentration and higher area median incomes and by updating its website with available rental properties that voucher holders may access.

THA also supports homeownership opportunities by utilizing housing vouchers which provide mortgage assistance. THA is currently assisting 23 families with mortgage assistance.

Discussion:

THA's goals also include expanding the supply of public housing and other assisted housing as well as the number of housing choice vouchers. The actions THA will take to achieve this goal include:

- Implementing the Orange Avenue Corridor and Transformation Plan;
- Applying for additional VASH, Mainstream, and Family Unification vouchers;
- Applying for affordable housing funding opportunities, including LIHTCs, for the Orange Avenue redevelopment plan;
- Partnering with public and private service providers such as the Big Bend Continuum of Care to provide housing for the elderly, homeless population, and permanent supportive housing for individuals with special needs;
- Working with State, County, City, and other housing finance agencies to target resources to specific housing needs; and
- Consider applying for HUD for the Rental Assistance Demonstration (RAD) program.

MA-30 Homeless Facilities and Services – 91.210(c)

Introduction

Big Bend CoC (FL-506) reported 1,342 total year-round beds on their 2018 Housing Inventory Count (HIC). This total includes Emergency Shelter, Transitional Housing, and Permanent Housing. Out of the total, there are 143 family units with 444 family beds, 877 adult-only beds, 21 child-only beds. The three sub-categories include 187 beds earmarked for chronically homeless individuals, 400 beds for veterans, and 21 beds for youth experiencing homelessness.

Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	201	40	62	62	0
Households with Only Adults	252	133	101	424	0
Chronically Homeless Households	0	0	0	187	0
Veterans	0	0	52	325	0
Unaccompanied Youth	16	0	5	0	0

Table 40 - Facilities and Housing Targeted to Homeless Households

Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons

Not every person experiencing an episode of homelessness requires long-term emergency shelter, intensive supportive services, or a lifetime housing subsidy. Just as housing-focused services should be the emphasis during episodes of literal homelessness, community-integrated supports that are tailored to the household's level of need should be folded in to ensure continuity of care. The housing crisis response system will phase out upon housing stabilization, and therefore community-based supports are as equally necessary to assist the household with maintaining their permanent housing and preventing future episodes of homelessness. The City's Emergency Solutions Grant (ESG) funding is designated based upon the Big Bend CoC's needs assessment and includes Rapid Re-housing, Homelessness Prevention, Emergency Shelter, Street Outreach, and Homeless Management Information System (HMIS) activities. City general revenue and Leon County funds are combined with the public services funded with federal funds to support human service activities in the community. The City has dedicated ESG funding to Emergency Shelter, Rapid Re-housing, Street Outreach, and Homeless Prevention activities, with goals of serving 750 persons who are homeless or at-risk of becoming homeless.

The Big Bend CoC maintains a resource list for persons experiencing homelessness detailing resources for shelter, housing, food/clothing, drop-in centers, outreach, behavioral health and medical services, job training and placement, family services, legal services, services for veterans, financial assistance, help obtaining vital documents and benefits, and transportation. This resource guide is available in both English and Spanish. The person experiencing homeless can also call 2-1-1 for additional assistance linking to resources in the community.

To ensure that consumers exiting other systems of care are not discharged into homelessness, the CoC service providers actively participate in discharge planning across the foster care system, health care providers, behavioral health system of care, and correctional facilities. This collaboration employs prevention and diversion strategies to keep people from entering the homeless system when possible and working to link the most vulnerable to emergency shelter beds upon discharge rather than being returned to an unsheltered location. The CoC increases access to employment and non-employment cash sources through local workforce programs and Managing Entity-funded SSI/SSDI Outreach, Access, and Recovery (SOAR) specialists, who assist persons experiencing homelessness or formerly homeless with applying for SSI/SSDI benefits through the Social Security Administration.

The Kearney Center collaborates with community partners to provide services that include emergency shelter, meal services, daytime services, and medical assistance for persons experiencing homelessness throughout the eight-county Big Bend region. The Kearney Center is an entry point into the CoC's system of care and works with inpatient behavioral health and

medical service providers to assist with discharging people out of institutional settings who are without a home. Consumers can access on-site supportive service providers without staying at the emergency shelter. Connecting Everyone with Second Chances (CESC) Health Services, housed at the Kearney Center, provides on-site medical services and medication assistance on a nightly basis in collaboration with Tallahassee Memorial Hospital. More recently, dental services have been made available to consumers as well.

Other permanent housing solutions identified in the 2018 Housing Inventory Count include the Big Bend Homeless Coalition's Advocates for Veterans Housing Rapid Re-Housing project that serves 10 adult veterans. Family Endeavors administers Supportive Services for Veteran Families (SSVF) Rapid Re-Housing totaling four family beds and 21 adult beds, with one family unit. Good News Outreach's Maryland Oaks project offers 112 family beds and 34 adult-only beds. Tallahassee Housing Authority's vouchers for Permanent Supportive Housing (PSH) program offers 25 beds.

PSH projects incorporate housing in conjunction with services to assist the most vulnerable and long-term homeless persons to obtain and maintain their housing. Implementing a housing first philosophy when assisting these consumers, the person first secures housing then is continually engaged with self-identified supports to help achieve stability and improve quality of life. Oftentimes, the Managing Entity's system of care direct service providers are delivering case management, clinical supports, and recovery-oriented services to PSH participants in CoC-funded projects. Services provided may include benefit acquisition (such as SSI/SSDI, food stamps/SNAP benefits), linkage to employment resources in the community such as CareerSource, Vocational Rehabilitation or the Clubhouse model, or coordination with community-based services aimed at individuals with a specific disabling condition live in their community and in a home of their choosing. Additionally, the CareerSource Capital City CEO is a member of the board and the Treasurer of the Big Bend CoC.

List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.

The Big Bend CoC is responsible for coordinating the homeless crisis response system within the City of Tallahassee. To achieve the goal of preventing and ending homelessness in the region, Big Bend CoC receives funding from a variety of local, state, and federal sources and passes these dollars through to direct service providers who operate programs in accordance with the CoC's guidance and funder regulations.

Big Bend CoC (FL-506) received \$1,988,134.85 in total federal funds and \$375,392.85 in state funds during FY 2018. Most recently, FY 2019 HUD CoC project competition grants were announced, awarding Big Bend CoC \$1,730,216 in grant funding to address homelessness in the CoC's region. The Big Bend CoC programs include:

CoC Planning Project Application

Funds activities related to carrying-out the mission of the Continuum as a Lead Agency, including conducting the Point in Time Count, completion of the Housing Inventory Count (HIC) for the program beds within the CoC, submission of the projects for funding consideration under the NOFA, monitoring of programs for compliance, Executive Director's Report, planning and coordinating activities, programs, services to address the homeless need, and submission of reports related to HUD Performance Standards.

HMIS Renewal

Funds activities and staff to execute functions related to HMIS including maintaining the database and securing client level data, training new users, and ensuring HUD-mandated data collection, management, and reporting standards are followed.

A Place Called Home (Ability 1st) and A Place Called Home for Families (Ability 1st)

A Place Called Home and A Place Called Home for Families provides permanent supportive housing placements for chronically homeless individuals with a disability and for families that include a parent with a disability. Both programs include coordinating additional services such as life skills training, applying for and maintaining government benefits, and crisis counseling and money management. Currently, Ability 1st provides stable housing for 45 chronically homeless adults and 13 families. Each individual or family in the program works with an Ability 1st housing coordinator who negotiates leases with local landlords, processes rent payments, and documents the progress of their Individual Service Plan, which includes long-term goals set by the consumer.

Home Plate (Big Bend Homeless Coalition) and Home Plate Expansion (Big Bend Homeless Coalition)

Home Plate, a permanent housing program, serves persons with disabilities who are chronically homeless. This rental subsidy program, which began in 2005, pairs with supportive services to assist housing participants to achieve housing stability. Individuals entering the program have intensive needs and high barriers which are addressed through case management, money management, roommate/tenant skill building, and life skill development to increase housing retention.

HUD RRH for Youth (CCYS)

The Capital City Youth Services Rapid Re-Housing program for Youth incorporates a Housing Specialist to address homelessness among youth using the Housing First model. Braiding funding sources with CoC Challenge Grant funding and CoC Emergency Solutions Grant funding, this program provides housing, hotel vouchers, and homeless prevention to youth experiencing homelessness in Tallahassee.

Safe Landing (Refuge House)

Refuge House is the regional certified domestic violence and sexual assault provider. The Safe Landing Rapid Re-Housing program is focused on providing housing and services to victims who are fleeing domestic violence.

MA-35 Special Needs Facilities and Services – 91.210(d)

Introduction

Persons with special needs living within the City of Tallahassee have access to various services and facilities targeting specific disabling conditions and needs. The City supports activities targeting persons experiencing homelessness and those with special needs by adopting plans to increase affordable housing while preserving the current affordable housing stock, to increase access to public services, support efforts to reduce persons experiencing homelessness, and renovate public facilities and infrastructure. Through collaboration with direct service agencies, the Big Bend Continuum of Care (Big Bend CoC) and Big Bend Community Based Care (Big Bend CBC), the City works to address the needs of persons experiencing homelessness through housing that's affordable, strategic partnerships intended to serve persons with special needs, and targeted use of Emergency Solutions Grant (ESG) funding. In alignment with the CoC, the City mandates that recipients of ESG and CoC funding are required to participate in the Homeless Management Information System (HMIS).

In addition to the City's participation in Big Bend CoC activities, the City uses non-federal funding to support the Comprehensive Emergency Services Center. ESG funding is used to target priority needs for addressing homelessness which are identified by the agencies in the housing crisis response system.

Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs

Based on community feedback in the survey, community members expressed that special needs housing for persons with HIV/AIDS, elderly, and persons with disabilities is a high need, holding great importance.

Elderly

To help elderly households remain in their homes rather than transition to a residential living environment, it is important to provide services that focus on addressing needs such as home repairs and modifications that make the home safe and accessible for seniors to age in place. According to the Shimberg Center's Assisted Housing Inventory for Leon County, there are 10 affordable developments that target the elderly population, who are in need of more affordable housing options. Elders typically need funded programs that focus on prevention and health maintenance for Tallahassee residents who are 55 years of age and older. Typically, elderly persons residing in these rental units can receive a limited range of supportive services such as

transportation to medical appointments, recreational activities, and referrals to other community-based resources.

Persons with Disabilities

Service needs that support persons with disabilities often include supports to achieve, maintain, and strengthen independence through environmental modifications and medical supplies and/or equipment. These activities are supported by the City using CDBG and general revenue funding. The Assisted Housing Inventory identifies three developments within Leon County that target persons with disabilities, which does not meet the need of persons with disabilities receiving SSI or SSDI benefit from affordable housing units or deep-end subsidies to achieve long-term affordability aligned with their fixed, limited income. Persons with developmental, physical, or behavioral health disabilities require housing with more intensive supportive services such as transportation, case management, supported employment, support coordination, life skill building, in-home care, and therapies. Regardless, support services typically are focused on assisting persons with disabilities obtain and retain community integrated housing.

The service array typically offered to persons with behavioral health needs include assessments and services, residential treatment/group care, case management, emergency shelter, behavioral health interventions and supportive services, foster home management, adoptions and visitation, prevention, and information/referral for mental health and substance use services. In 2016, Managing Entities began implementation of the Housing Coordination initiative which focused on improving multi-system coordination to address housing integration for persons receiving services in the behavioral health system of care. Oftentimes, persons experiencing chronic homelessness receive CoC-funded housing subsidies paired with the Managing Entity-funded supportive services intended to assist with housing stabilization and retention.

Substance Abuse

The Department of Children and Families Office of Substance Abuse and Mental Health (DCF SAMH) Triennial Needs Assessment and Master Plan includes the Northwest Region Plan, executed by Big Bend Community Based Care, which focuses on the following strategic priorities based on needs for persons with substance abuse, mental health, or co-occurring disorders:

1. Recovery Oriented Systems of Care
2. Children's Mental Health System of Care
 - a. Child welfare, substance abuse and mental health integration
3. Opioid Epidemic

- a. Reduce opioid related overdose deaths
- 4. Community Based Health Promotion and Prevention
- 5. State Mental Health Treatment Facilities Improvement
- 6. Collaboration and Communication

To best support the needs outlined in the Northwest Region's Plan specific to substance abuse treatment, Big Bend Community Based Care contracts with Apalachee Center to provide a Central Receiving Facility as a drop off point for law enforcement. Typically, community-based services are offered to persons with behavioral health needs such as case management, supported housing, medication management, and services specific to housing retention and maintaining independent living skills.

According to the Florida Association of Recovery Residences, there are no Certified Recovery Residences within the City of Tallahassee or Leon County. There is a need for Certified Recovery Residents within the jurisdiction as it addresses the needs of persons with substance use disorders by providing furnished rental units, live-in house managers, one-on-one consultations, weekly house meetings, linkage to community resources (12-step meetings, counseling services), and meals/toiletries/household items. Such services are essential in the individual's recovery process.

HIV/AIDS

The City does not receive HOPWA funding, and therefore relies on the expertise of HIV/AIDS agencies to provide feedback about the needs of this population. To support a comprehensive system of care for persons with HIV/AIDS, service needs include HIV primary medical care, essential support services, and medications for low-income people living with HIV. Additionally, assistance to people living with HIV/AIDS, HIV prevention and education programs to the community, rent/utility/mortgage assistance, and providing a place where both clients and community members can receive primary care, radiology, dental, prescriptions, and lab work in one location maybe valuable to this population.

Public Housing

Persons residing in public housing projects benefit from Family Self Sufficiency programs which pairs affordable housing with services such as case management guidance, vocational training, transportation, assisting with employment search, education, homeownership, and physical and mental well-being. To exit public housing into homeownership, the City provides down payment assistance, water and sewer fee waivers, in addition to housing and financial counseling.

Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing

Adhering to ADA/Olmstead, housing options that support community integration for persons existing institutional care settings are essential. Ensuring that individuals can return home to independent living promotes a person's recovery and encourages housing stability. Big Bend CBC employs Care Coordination Specialists throughout their region to connect individuals with the services and supports what they need to transition successfully from higher levels of care to effective community-based care. This care coordination initiative targets high utilizers of systems, providing services and supports that includes primary health care, peer support services, housing, and education. This is a time limited service intended to fully connect the consumer to continuous supports that address on-going needs. The continuity of care upon discharge from an in-patient setting can include services funded by Big Bend CBC in addition to Medicaid, Medicare, or private insurance.

Ability 1st, the Center for Independent Living of North Florida, offers resources for home modifications, telephonic relay services, mental health outreach, victims assistance, retrofitting, loaning of medical equipment and mobility aids, and provision of disposable medical supplies to assist persons with special needs to transition home from an institutional care setting.

The Florida Statutes set forth state discharge guidelines and notes that the intent of the Legislature is to ensure that persons leaving care and custody are not discharged into homelessness. The Florida State Department of Corrections requires contracted halfway houses to discharge clients into transitional or permanent housing residence. The Federal Bureau of Prisons Halfway House Program has the same requirements.

The Big Bend CoC's encourages board participation throughout a breadth of leadership throughout service systems. As an example, the CoC's Board membership includes representatives from the cities and counties, Tallahassee Housing Authority, Center for Independent Living, Refuge House (DV service provider), the VA, Apalachee Mental Healthcare Center, the public school system, employment services, the Kearney Center, Ability 1st, Capital City Youth Services, the Big Bend Homeless Coalition, and the Neighborhood Medical Center. This collaborative approach to address homelessness, supportive services, and permanent and supportive housing solutions is an effective process when service planning for the most vulnerable community members.

Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)

Non-homeless persons with special needs benefit from targeted supportive services aimed at housing stabilization and retention, recovery, and activities that support self-sufficiency. Through case management supports, this population can help the persons served live independently. Using CDBG, HOME, and ESG dollars, the City of Tallahassee supports senior services to offer prevention and health maintenance for residents 55 and older; physical health services to address basic needs such as food, transportation, utility assistance, medical case management, mental health and substance use counseling, housing assistance, preventative education, support groups, and medical transportation; and services for persons with disabilities to provide environmental modifications, medical supplies/equipment, and assist them to strengthen their independence through a wide range of services.

For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))

Not applicable. The City of Tallahassee is not part of a Consortium. Please see information in previous question.

MA-40 Barriers to Affordable Housing – 91.210(e)

Negative Effects of Public Policies on Affordable Housing and Residential Investment

Affordable housing is a growing concern at the federal, state, and local levels. Housing affordability has also become an important public policy issue, as home ownership is viewed as being an important goal for both individual and social reasons. Housing prices, household incomes, and mortgage rates are the primary determinants of housing affordability.

Government regulations including land use/zoning codes and building codes adopted by a jurisdiction have the potential to impact the cost of housing and limit the supply of affordable housing. The City of Tallahassee recognizes that there can be institutional, regulatory, or policy barriers to development and promotion of access to affordable housing. Some of these barriers are at the discretion of City policymakers, including the permitting, zoning, and housing and community development offices. The following barriers may impact the development of affordable housing:

- Development approvals process: The development approval process can be time- and resource-intensive, particularly for developers of affordable housing.
- Density restrictions: Depending on the maximum allowable density in any given zoning category, higher density housing developments may be prohibited. Higher density housing is typically able to absorb more income-restricted housing and still maintain profitability for the developer, in addition to naturally enhancing the availability of housing overall in the City.
- Parking and setback requirements: Depending on the restrictions of parking and setbacks in the local land use code and comprehensive plan, these requirements may prohibit development of affordable housing.
- Affordable housing accessible to transit: Low-income households are more likely to depend on public transportation as a means of mobility. A lack of affordable housing near public transportation networks places an inherent restriction on a family's ability to reasonably access housing.
- Not in My Back Yard (NIMBY) Syndrome: The social and financial stigma of affordable housing can lead to significant resistance from surrounding properties.

In the case of new construction, significant barriers to creating affordable housing are reductions in federal and state housing funds, the land costs, impact fees, zoning, and compliance with new hurricane standards building codes. An additional barrier is the poor credit record of many low- and moderate-income households.

In the case of existing housing rehabilitation, the cost of upgrading to new construction codes is a barrier. Health Department regulations restrict expansion of existing septic systems and the Federal Emergency Management Agency (FEMA) restricts rehabilitations to existing structures beyond a certain value on properties located within 100-year Floodplain.

As a recipient of funding from the US Department of Housing and Urban Development (HUD), the City of Tallahassee develops an Analysis of Impediments to Fair Housing Choice (AI) to identify impediments or barriers to affordable housing and fair housing choice, and create actions toward the resolution of the barriers. The City recently updated its AI and identified the following impediments to affordable housing and fair housing choice:

- Lack of awareness by residents and landlords of fair housing laws.
- High number of fair housing complaints on the basis of disability.
- Insufficient supply of affordable rental and homeowner housing in high opportunity census tracts.
- Low labor market engagement for Blacks/African Americans relative to White households.
- Concentration of housing vouchers in segregated and high poverty neighborhoods.
- Poor credit history and collateral as a barrier to accessing traditional capital and wealth building through homeownership, especially for Black/African American residents.

MA-45 Non-Housing Community Development Assets – 91.215 (f)

Introduction

In Tallahassee, fostering creativity and innovation is part of the business philosophy. Tallahassee is a welcoming environment, bringing out the innovative spirit of companies and attracting global investment. From the streamlined tax structure to the affordable cost of doing business, Florida's Capital is a great place for economic prosperity.

The City of Tallahassee offers all the benefits and amenities of a big city in a community with a small-town feel. Tallahassee celebrates what makes it unique, like its high racial and gender diversity. Thanks to the colocation of major research colleges and universities, including Florida A&M University, Florida State University, Tallahassee Community College, and Lively Technical Institute, the community has embraced and applied a laser-like focus on reducing gaps women and minorities face.

This colocation along with the state government has organically grown a critical mass of innovative companies seeking the best and brightest the region has to offer. Tallahassee's talent supply rivals the national average, and as the City builds the bridge between what is and what could be, the competition will soon increase. The low cost of living and relatively young average age means businesses that choose our community leverage fresh talent and low overhead costs to move their mission forward.

Economic Development Market Analysis

Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	264	53	1	0	-1
Arts, Entertainment, Accommodations	13,616	15,856	16	19	3
Construction	2,686	2,503	1	3	2
Education and Health Care Services	27,515	18,268	28	22	-6
Finance, Insurance, and Real Estate	5,245	5,816	5	7	2
Information	1,347	3,572	1	4	3
Manufacturing	1,757	1,352	2	2	0
Other Services	4,001	5,273	4	6	2
Professional, Scientific, Management Services	13,061	10,735	13	13	0
Public Administration	12,554	0	13	0	-13
Retail Trade	11,452	12,505	12	15	3
Transportation and Warehousing	2,536	1,106	3	1	-2

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Wholesale Trade	1,475	2,048	2	2	0
Total	97,509	79,087	--	--	--

Table 41 - Business Activity

Data 2014-2018 ACS 5-Year Estimate (Workers), 2015 Longitudinal Employer-Household Dynamics (Jobs)
Source:

Labor Force

Total Population in the Civilian Labor Force	161,576
Civilian Employed Population 16 years and over	97,509
Unemployment Rate	8.9
Unemployment Rate for Ages 16-24	46.3
Unemployment Rate for Ages 25-65	32.5

Table 42 - Labor Force

Data Source: 2014-2018 ACS 5-Year Estimate

Occupations by Sector	Number of People
Management, business and financial	43,140
Farming, fisheries and forestry occupations	87
Service	18,985
Sales and office	27,953
Construction, extraction, maintenance and repair	2,256
Production, transportation and material moving	6,117

Table 43 – Occupations by Sector

Data Source: 2014-2018 ACS 5-Year Estimate

Travel Time

Travel Time	Number	Percentage
< 30 Minutes	79,566	83.5%
30-59 Minutes	13,340	14%
60 or More Minutes	2,382	2.5%
Total	95,289	100%

Table 44 - Travel Time

Data Source: 2014-2018 ACS 5-Year Estimate

Education:

Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	2,726	1,664	4,009
High school graduate (includes equivalency)	9,895	1,689	7,342
Some college or Associate's degree	20,502	1,719	9,128
Bachelor's degree or higher	37,975	1,380	11,293

Table 45 - Educational Attainment by Employment Status

Data Source: 2014-2018 ACS 5-Year Estimate

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	378	520	376	625	787
9th to 12th grade, no diploma	2,541	1,075	632	1,772	948
High school graduate, GED, or alternative	6,912	4,366	2,969	6,276	3,626
Some college, no degree	28,861	5,880	3,813	6,334	3,526
Associate's degree	9,089	3,749	2,285	2,813	1,222
Bachelor's degree	6,741	9,897	4,851	8,287	4,101
Graduate or professional degree	700	6,310	4,161	6,907	4,754

Table 46 - Educational Attainment by Age

Data Source: 2014-2018 ACS 5-Year Estimate

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	18,341
High school graduate (includes equivalency)	24,789
Some college or Associate's degree	29,553
Bachelor's degree	42,649
Graduate or professional degree	54,518

Table 47 – Median Earnings in the Past 12 Months

Data Source: 2014-2018 ACS 5-Year Estimate

Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

As home to two historic and large universities, Education and Health Care Services is indicated as the City of Tallahassee's highest employment sector. The Arts, Entertainment and Accommodations sector is also reported among the four highest concentrations of employment within the City. Another top employment sector is Professional, Scientific and Management Services (including careers in legal, accounting, and scientific research). In addition, because the City of Tallahassee is the capitol of Florida, among other top employment sectors reported is Public Administration.

Together, these four sectors comprise 68% of Tallahassee's total workforce.

Describe the workforce and infrastructure needs of the business community:

In 2019, Inc. Magazine reported that three companies headquartered in Tallahassee, representing the Advertising, Real Estate and IT Management industries, were included in the magazine's 5,000 fastest growing companies in the United States.

With a regularly replenishing supply of qualified workers across all sectors due to the presence of the City's two large universities the workforce remains plentiful, as reflected in the City's low unemployment rate.

Increased demand resulting from growth of the City on the aging infrastructure will require continued allocation of resources to make needed improvements.

Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.

Continued progress toward completion of the projects identified within the BluePrint 2020 Plan will continue to improve the opportunity for attraction and retention of businesses. The Blueprint 2020 program includes 27 projects: one has been completed, 15 are underway, and the remainder will be programmed by the IA Board. Over \$200 million will be invested in improving Tallahassee-Leon County over the next five years through 15 Blueprint infrastructure projects.

Current featured projects include:

- Market District Placemaking:

This project provides funding to implement the Market District Placemaking Action Plan. Project improvements include construction costs for a new community park; portions of

the Timberlane Greenway; new sidewalks; stormwater improvements; pedestrian connectivity and safety; streetscaping; and gateway enhancements. Blueprint is coordinating with the City of Tallahassee regarding the public-space component of this placemaking project, to align the design and construction activities with the completion of the City's Market District Stormwater project.

- Capital Cascades Trail:

The Capital Cascades Trail project is designed to provide a multi-faceted, multi-use stormwater and recreation facility and connected trail network. It is separated into physically distinct segments stretching across 4.25 miles of downtown Tallahassee.

- Orange/Meridian Placemaking:

This project will create a new park and improve stormwater facilities in the area surrounding the future StarMetro Transit Center at the intersection of South Meridian Street and Orange Avenue West. The project will enclose the East Drainage Ditch and create an improved pedestrian path between South Monroe Street and Meridian Street, which will promote safety and connectivity. The project also includes contributing \$1 million to the development of a planned StarMetro Transit Center and beautifying the stormwater pond located at Orange Avenue and Meridian Street to create a community-gathering place.

- Airport Gateway:

The Airport Gateway will create a beautiful, safety-enhanced, multimodal gateway between Downtown and the International Airport by improving seven miles of roadway; constructing over 12 miles of new sidewalks, trails and bicycle lanes; and enhancing the safety of this corridor and transportation network. Additional project goals include expanded investment in Southwest Tallahassee-Leon County, which has seen a historic underinvestment; supporting local growth of the high-tech sector in areas such as Innovation Park , which houses the National Magnetics Field Lab; and improving neighborhood safety by constructing dedicated entrances to Innovation Park and the FAMU-FSU College of Engineering.

- Lake Jackson Greenway:

The Lake Jackson and Lake Jackson South Greenways projects will be implemented together to provide a 5-mile trail connecting two very popular recreational facilities, Lake Ella and the Lake Jackson Mounds Archaeological State Park.

In addition, the Tallahassee/Leon County Office of Economic Vitality currently reports over 241 acres of commercial development currently underway.

Though these improvements will continue to attract new businesses, Tallahassee will continue to have access to a highly qualified workforce resulting from utilization of university graduates and skilled workers completing in-demand training programs.

The City will also continue to diligently plan development and improvements to ensure there is adequate infrastructure support.

How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?

Tallahassee is fortunate to have two major research universities located in the heart of its community. More than 50,000 students are enrolled at Florida State University and Florida A&M University and flood the capital region with intellectual capital. The team of educators at each university are recognized globally as being experts in their respective fields and frequently collaborate with the private sector to explore new technologies and develop new ideas.

According to the Office of Economic Vitality, there are more than 70,000 students who reside in the area while attending college. U.S. Census Bureau American Community Survey data indicate that 66% of the total workforce has a college degree (Associate, Bachelor, or higher). This compliments the City's demand for employees in the education, government and professional industry sectors.

Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.

CareerSource Capitol Region provides several incentives and employer services to support local businesses. Among the incentives are:

- Work Opportunity Tax Credit – based upon the number and type of adult hires
- Professional Development Workshops – CareerSource Capitol Region offers 6 workshops to assist employers and employees grow professionally
- Professional Development Training grants – to assist employers pay the cost of professional development training for their workforce.
- On-The-Job Training grants – to assist employers by paying a percentage of wages for training new hires
- Short Time Compensation Program – to assist employers during periods of slow business, off-season reduction of work and potential lay-off

In addition, in 2017, the Office of Economic Viability commissioned a Targeted Industry Study which also included an Economic Retrospective study and an Incubator and Accelerator study. Combined, these three studies provided information, analysis and strategic recommendations to support economic growth and marketing efforts to be undertaken.

The Targeted Industry Study concluded that four industry sectors be recommended for special incentives: (1) Applied Science and Innovation; (2) Manufacturing and Transportation Logistics; (3) Professional Services and Information Technology; and (4) Health Care.

By targeting these specific industry sectors, it is anticipated that these sectors will provide the most impactful results toward the goals of contributing to private sector job growth, wealth creation and a diversification of the economy.

Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?

The Apalachee Comprehensive Economic Development Strategy was developed by the Apalachee Regional Planning Council (ARPC). The ARPC serves nine counties including Leon County. The City and County participated along with the other jurisdictions in the creation of this Strategy. The elements of the City's economic development efforts most appropriate for coordination are those of a regional scope. The proposed development of the Tallahassee Regional Airport has been included in the economic development strategy.

As part of a nine county Regional Planning Council region, Leon Apalachee Regional Planning Council published the 2018 Comprehensive Economic Development Strategy that contains 29 goals and 59 objectives for the defined region.

The Business Climate and Competitiveness narrative contained within the Strategy notes that among all counties contained within the Apalachee Region, Leon County's Gross Domestic Product is far and away greater than the other counties within the region with a GDP of \$13.8 billion.

The Civic and Governance section of the Strategy also reports that an overwhelming concentration of non-profit organizations are located within Leon County (2,098 in 2017). The Strategy further reports that the Institute for Nonprofit Innovation and Excellence found that - the non-profit sector in Leon County accounts for \$3.1 billion in revenue and \$5.5 billion in total assets.

Wallet Hub, a website that provides free credit scores and credit reports for individuals and also publishes comparison studies and reports meant to inform the public, ranks the City of Tallahassee as 195th out of 501 named cities in the United States for economic diversity with a

score of 73.73. Tallahassee's "Industry Diversity" and "Occupational Diversity" rank very low (426th and 441st, respectively) but the City's "Worker Class Diversity" rank is 22 out of 501.

If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.

Coordination among the economic studies and plans listed above may present opportunities to identify specific goals of each of these studies and plans for inclusion in this Consolidated Plan. These include development of economic development projects/activities and infrastructure projects that will expedite the goals outlined in the complimenting studies and plans.

MA-50 Needs and Market Analysis Discussion

Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")

By overlaying the AFFH mapping tool over the City of Tallahassee municipal annexation maps, data details that areas with concentrated housing problems fall within the oldest municipal annexation areas. The identified areas with most housing problems appear in areas of the City which were inhabited beginning in 1920. The City of Tallahassee City Commission established the Community Development Agency, the Tallahassee CRA, in 1998. Currently there are two districts within the City designated for redevelopment, Greater Frenchtown/Southside Community and the Downtown District Redevelopment Area. Both CRA districts are located within older areas of the community, surrounding the original and current central business district, primarily to the northwest, east, southeast, and southwest areas of the capital.

The Greater Frenchtown/Southside CRA includes 13 neighborhoods, spanning over 1,450 acres, and incorporates zoning for residential, commercial, and industrial land uses. This CRA borders both the Florida State University and Florida Agricultural and Mechanical University. Sections of Tennessee Street, Tharpe Street, North and South Monroe Streets, Gaines Street, Lake Bradford Road, and South Adams Street are located within the boundary areas of the CRA.

In 2002, the City authorized a study evaluating if the conditions met the threshold of creating a downtown redevelopment area. The Finding of Necessity for Redevelopment identified that 79 of 93 surveyed blocks in the downtown met the criteria to support a slum and blight designation. There are five subareas within this CRA that includes North Monroe Street, the Downtown Core, Franklin Boulevard, Gaines Street, and Capital Cascades.

The community survey produced comments that described these areas as poor neighborhoods in the Southside of Tallahassee/Frenchtown neighborhood, predominantly African American neighborhoods within zip codes 32304 or 32305, and low-income households are "limited to run down houses/apartments in high crime areas." Other comments include the existing affordable housing is not well maintained and are common to older neighborhoods.

Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")

According to HUD's AFFH mapping tool, there are 10 census tracts identified as Racially or Ethnically Concentrated Areas of Poverty (R/ECAP) within the City of Tallahassee. One of these tracts (002003) extends beyond the City's border. The R/ECAP census tract codes include: 002104, 001402, 0006000, 0004000, 001001, 001002, 001101, 001200, 002004, and 002003. Of the 10 identified tracts and aligning with the concentration threshold of non-white population of

50% or more, the demographics of nine have 50% or more of the population identified as Black, Non-Hispanic residents. Additionally, nine of the 10 census tracts detail having 50% or more of the households with any of four housing problems.

The Tallahassee resident feedback collected during this Comprehensive Planning process produced feedback reporting that 85.37% of survey respondents believe that affordable housing options are concentrated in certain areas/neighborhoods. One solution verbalized by a respondent is to use the overabundance of student housing as affordable housing.

The AFFH map identifying the percent of rental units affordable, renting at or less than 30% of household income for households within 50% AMI, identifies the location of this rental housing within the same census tracts as areas with multiple housing problems and racial concentrations.

What are the characteristics of the market in these areas/neighborhoods?

The R/ECAP areas and CRAs are overlapping in the City. However, the 10 census tracts are wildly spread around, surrounding the central business district. According to a 2016 report, *Frenchtown, Planning for a Better Block*, published by FSU, the total population in the Frenchtown neighborhood is 3,999 with the median age being 29.6, and 63.9% of the population is living below poverty line. This historic neighborhood consists of mostly residential and vacant land uses. The CRA districts are within these concentrated areas, and to be approved for that designation, verifiable documentation proving these areas were distressed and in need of assistance to improve the blighted neighborhoods.

Are there any community assets in these areas/neighborhoods?

The Frenchtown/Southside CRA identified community assets through workshops and meetings with community representatives. The community assets in this CRA district are:

- History, continuity, stability, and longevity of the community.
- Neighborhood institutions
- Sense of community
- Location
- Physical design and facilities
- Services
- Housing affordability

The Downtown District Redevelopment Area is unique, as it includes several sub-areas, which all have different characteristics that contribute to the community. The community assets in this area are:

- State Capitol with rich history
- Steep, undulating topography with extensive tree canopies
- Architectural elements with appropriate urban form (building size, setbacks, and massing)
- Northern gateway from I-10
- Proximity to downtown
- Existing residential areas
- Entrance elevations
- Traffic volume supports investment
- Extensive tree cover in some areas
- Historic buildings

Are there other strategic opportunities in any of these areas?

There are numerous opportunities for revitalization that will have a positive impact on the redevelopment programs. The CRA's stimulate private investment through new development. This strengthens the tax base, creating additional revenue for public improvements. Opportunities for improved residential housing stock that increases units for various area median income households, addresses deteriorating structural conditions, enhances historic preservation, and leads the revitalization of distressed communities.

The Downtown District Redevelopment Area's specific opportunities include development of gateway treatments into the downtown, streetscaping enhancements, property assembly of vacant and developed parcels by the CRA and private investors, development of joint access parking, ability to attract new investment, housing infill opportunities (including affordable housing), historic housing stock rehabilitation, development of neighborhood gateway features, and identity signage.

Strategically, economic development activities will be enhanced by better jobs and business opportunities. Replacing obsolete structures with mixed-used development opportunities will attract new businesses and residents in otherwise vacant and blighted areas. Addressing the needs of these underserved parts of the City, there are now opportunities to create new neighborhoods. The Frenchtown/Southside CRA district incorporates the plan for residential development, using infill strategies, urban revitalization, medium/high density apartment developments, producing a total of 2,893 dwelling units and 1,082,000 square feet of commercial development. The City owns several properties within the Downtown District Redevelopment Area and is undertaking improvements within the commercial corridor.

Tax funding dedicated by the CRA will support projects such as sidewalk construction in a high-traffic area that borders Florida A&M University, streetscape improvements along Railroad Avenue (within the Gaines Street Revitalization Area), the Goodbread Hills Affordable Apartment Complex which braided CRA and private investment to develop housing for VLI and LI households, Tish Byrd Community Garden, the Residential Landscape Program to help residents plan and purchase plants to improve the neighborhood, the Commercial Façade Improvement Program for exterior improvements to non-residential structures to eliminate slum and blight, Affordable and Workforce Housing Funding Program for both non and for-profit developers, Commercial Painting Grant Program, and updates to the Frenchtown/Southside Community Redevelopment Plan.

MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)

Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.

Lack of Internet access acts as a social and economic barrier for the City's economically disadvantaged residents. Highspeed internet, or broadband, is instrumental to residents as it relates to providing economic opportunity, job creation, education, and civic engagement. However, there are many areas in this country where broadband access is unavailable. In urban areas, 97% of Americans have access to high-speed fixed service. In rural areas, that number falls to 65%. And on Tribal Lands, barely 60% of residents have access. Nearly 30 million Americans are currently unable to benefit from the advantages of being a part of the digital age (FCC, 2019).

The City's local ISP market includes at least 16 providers guaranteeing varying levels of bandwidth for up to 100% of city residents. Two of those providers, Century Link and Comcast, represent the largest share of the local market and advertise 97 and 98 percent coverage across the community, respectively. Viasat (Exede) and HughesNet (both of whom provide Satellite internet) are the only two that extends to 100% of the area.

The market includes five providers with market coverage of 97% or more. Those providers with both broadband speed service and community-wide coverage operate on varying types of infrastructure including satellite, DSL, and fiber. Rates for broadband service in the City's local market range from \$29.99/month for residential service to \$499.95/month for up to 1Gbps speed business service.

In December 2018, the City of Tallahassee partnered with the Florida Agricultural and Mechanical University research team to collaborate in a research effort to learn about the quality and performance of the current internet service for both residents and businesses and the impact of these services of the internet on residents. The study also examined the feasibility of utilizing or expanding the City's existing municipal fiber network to provide broadband Internet to residents and businesses.

Through this process it was determined that 44% of residents that responded to the survey are unhappy with their current Internet Service Provider (ISP) because they believe the cost is too high, or that the internet quality is low. This is significant because inadequate broadband access is a hurdle that affects the ability to move upwards from poverty. The inability to apply for jobs, do homework, and other menial tasks that allow people to connect with the world is tied to

accessibility of their internet. Perceived high internet costs may be posing a significant barrier for extremely low- and low-income populations in obtaining internet access.

Findings of the residential survey determined that 80% of respondents were not aware of low-cost programs. This does not mean that local ISPs have not provided such low-cost programs, as discussions with them have indicated that efforts have been made to bring awareness to and provide access to such services. It does, however, indicate that for unknown reasons residents themselves are not knowledgeable of these programs and what they provide, even if they may be currently participating in them.

Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.

The Tallahassee ISP market includes multiple alternatives for high data transfer rates across the community. Sixteen potential providers provide broadband speed (25 Mbps or greater) service to residential and business customers. Across multiple internet service providers, there are already fiber optic network services available for residents in Tallahassee, which include the following:

- Xfinity (Comcast);
- MediaCom;
- CenturyLink; and
- Crown Castle Fiber.

With nearly 75,000 households within the Leon County area, the need for competitive online service providers is highly underserved, as there are only five internet service providers that serve at least 10% of Tallahassee residents.

In terms of current expansion of access to new fiber optic entities, Metronet has recently announced an expansion of broadband internet service available in the city; it is estimated that Metronet projects a \$75 million investment for a new high-speed fiber optic internet, TV and phone network.

The rapid growth of the internet and online services that has been witnessed worldwide is only the tip of the iceberg. With the ever-changing societal and technological trends, quality internet connection is undoubtedly crucial, and Tallahassee is no exception. The growth and needs of the internet market within the Tallahassee area has historically increased exponentially. This is especially true for the past two decades. Since 2000, there has been an 82.3% increase in internet users worldwide (McLuhan, 2018). With this drastic increase, the existing cable, DSL and satellite connections simply cannot satisfy current consumer needs, requirements and desired speed. Thus, the implementation of the fiber optic networks for residents and businesses could see

almost instantaneous results; as speeds could potentially increase by over five times the current rate. In addition, internet service providers should see significant benefits as their market development will undoubtedly experience tremendous growth through related diversification.

Additional issues that drive these initiatives include fiber optic connectors that are used in data center applications in IT industries, which allows more fiber ports per unit of rack space and higher data rate.

Further, fiber optics technology is also propelling the market growth to a large extent. The fiber optics technology is widely used in the telecommunication industries, which offers noise rejection, higher data rate capabilities, electrical isolation, and other services that are driving its popularity.

MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)

Describe the jurisdiction's increased natural hazard risks associated with climate change.

Tallahassee has recently experienced unprecedented exposure to extreme weather events, from hurricanes and tornadoes to the first snow event in the last 30 years. It can be perceived that these events could be the result of climate change, though the topic is widely controversial. With one of the largest networks of public utilities and infrastructure in the region, the impact of extreme events on our infrastructure and services affect hundreds of thousands of people in our city and surrounding region.

After Tallahassee was affected by a series of storms, beginning with Hurricane Hermine in 2016, the City developed a resilience plan. That storm marked the first time in more than three decades that Tallahassee was heavily impacted by a hurricane. Two more hurricanes would impact the City in the two years that followed Hurricane Hermine, each with increasing strength and damage. Between the recent hurricane impacts and the socioeconomic stresses that have been growing over the past three decades, it became clear that we needed to develop a comprehensive approach to prepare the City and its residents for a future that will continue to bring challenges and opportunities.

Beyond these top threats and insecurities, there are a multitude of shocks and stressors that contribute to our city and region's overall vulnerability and risk, including climate change. Climate change will impact people, wildlife, agriculture, and economies as more areas are exposed to increasingly severe weather events, as well as changes in temperature, rainfall, and other climate factors. Climate change will be experienced all over the world, with weather and climate events impacting different regions uniquely. According to the National Climate Assessment, in the Southeast, climate change will cause sea level rise threats, increased temperature, and decreased water availability. It is important for our community to take actions toward reducing human contribution to climate change such as reducing greenhouse gas emissions and making more environmentally sustainable investments. The City of Tallahassee also needs to prepare for the possibility of experiencing some of the weather-related events identified in the National Climate Assessment for the southeastern region.

Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.

The most common housing problem low-income residents of Tallahassee face is housing cost burden. Nearly 43% of households in Leon County paid more than 30% of their income for housing, which is considered cost burdened. The 2018 Point-in-Time count also identified over 900 homeless individuals and according to the US Census Bureau, approximately 20% of Leon

County's population is living in poverty. In addition, the United Way further identifies about 41% of the population as being Asset Limited, Income Constrained, Employed (ALICE), or "working poor."

Extremely low and low-income cost burdened households are typically one emergency away from a total crisis. A natural disaster such as a hurricane or flooding would immediately put the City's low-and moderate-income households at risk of losing their homes and potentially becoming homeless. Climatic effects from storms and hurricanes also impact efficient delivery of essential services for residents and hardest hit populations, typically extremely low and low - income households.

Further, the City performed a GIS based spatial risk and vulnerability assessment to visualize the extent of threat exposure within the physical footprint of the City of Tallahassee. Different scales of data and information were made available through the tool, including citywide statistics, census block group summary maps, and parcel-level land and development data. Using the GIS assessment, key issues and areas were identified based on the vulnerability and risk information for each of the threats. Below further describes vulnerability to risks:

- **Hurricane/Severe Storms**-Vulnerability is based on regional exposure to hurricanes and tropical storms at an increasing rate and severity, along with Tallahassee's dense urban forest canopy. Despite being about 20 miles from the coast, the southern end of Tallahassee (mostly in the area around Lake Munson) is vulnerable to storm surge. Several critical utility assets are within the exposed region, including south of the Leon County border (not mapped). Most of the vulnerability is to a Category 5 storm surge event.

The primary area at risk for storm surge is South/Lake Munson. This area has 124 residential parcels at risk including mostly single-family homes. Even though some properties are also in flood-prone areas and may have built-in adaptive capacity for flooding, it may not be sufficient for dealing with storm surge inundation.

- **Flooding**-Vulnerability is based on property exposure to 100-yr and 500-yr FEMA designated flood zones, as well as building elevation. Residential properties, including low-and-moderate income households, have a 4.7% vulnerability risk. Nearly 3,400 households are at risk when flooding occurs with a total cost to replace these assets being at \$525.17M.

There are two specific areas in Tallahassee prone to flooding. Area 1, the Orange Avenue Corridor, includes some multi-family units, but most are single-family residences built before 1976 (low adaptive capacity) with relatively high-risk probability to flooding. Also

includes some areas with high social vulnerability. Area 2, Southwest/Munson Slough, includes many apartments, condos, and multi-family residences. Some built before 1976 (low adaptive capacity) but vulnerability is driven by the multi-residential aspect (high potential impact). Some high-risk probability to flooding, but most is moderate (100-yr). This area also has highly vulnerable mobile home properties and mobile home parks. This area also has more social vulnerability.

- **Wildfire**-Vulnerability is based on the City's proximity to vast forest land (Urban-Wildland Interface), increased amount of storm debris from recent hurricanes, building age and construction, and proximity to fire suppression service.
There are three areas in Tallahassee that have a high-risk of being vulnerable to wildfires including North, Southeast, and East. These areas include 2,158 residential parcels at risk and comprised of mostly single-family residences, including low-income populations.
- **Extreme Heat** - Citywide, Tallahassee has a relatively high amount of tree canopy that provides mitigation of the urban heat island. Areas with high levels of both impervious surfaces and sensitive populations (age, health, income) are the most vulnerable to extreme heat. Vulnerability is largely driven by the high percentage of households living below the poverty line (most with more than 40%). These are also the areas with some of the lowest amount of tree canopy in the City.

Strategic Plan

SP-05 Overview

Strategic Plan Overview

The Strategic Plan is the framework for how the City will invest its CDBG, HOME, and ESG funding during program years 2020 through 2024 based on the data and information analyzed in the Needs Assessment and Market Analysis and in consideration of stakeholder input. The Strategic Plan outlines goals and measurable outcomes for addressing priority needs during the Consolidated Plan period and is divided into the following sections:

Geographic Priorities – In addition to carrying out activities Citywide, the City allocates funding in a HUD approved Neighborhood Revitalization Strategy Area (NRSA). The City will primarily allocate CDBG, HOME, and ESG funds on a Citywide basis based on current needs, the availability of funds, and capacity. Projects may be carried out in areas that qualify as low- and moderate-income based on data provided by HUD annually.

Priority Needs – Funds are allocated based on the priorities established from the data in the Needs Assessment and Market Analysis, data gathered through the 2020 Consolidated Plan survey, and local reports. The City identified five priority needs including: increase access to affordable housing, increase access to public services, improve access to public facilities, increase access to homeless services and prevention, and program administration. Due to funding limitations, the City will use HUD funds on “high” priority projects and activities and coordinate with City departments and community stakeholders to address unmet needs not funded through this Consolidated Plan.

Influence of Market Conditions – In making funding decisions, the City will also consider housing market conditions. Housing market considerations include the limited availability of affordable housing, high incidence of housing cost burden, and housing costs that are significantly higher than fair markets rents. Limited resources also influence the housing assistance that the City will provide.

Anticipated Resources – This section of Plan identifies the resources the City anticipates will be available to address the priority needs. During the five-year period covered by this Plan, the estimated amount of HUD funds available is \$4,145,170 based on the CDBG, HOME, and ESG funding levels for the first year of the Plan. This amount also includes annual program income and reprogrammed funds expected from the CDBG and HOME programs.

Institutional Delivery Structure – The City’s institutional delivery structure is comprised of the organizations or departments that will be involved in carrying out the program objectives. The

Department of Housing and Community Resilience is responsible for overall program administration and planning. The Department coordinates with other City departments and with community organizations to ensure compliance with program requirements when carrying out projects.

Goals – The City has set fifteen goals for the term of the Consolidated Plan to address the priority needs. The goals are housing rehabilitation, down-payment assistance, new construction, permanent relocation, acquisition, CHDO set-aside, neighborhood revitalization, public service assistance, public facilities, rapid re-housing, homeless prevention, street outreach, shelter operations and essential services, HMIS administration, and planning and administration. This section of the Plan also identifies the anticipated accomplishments for each goal.

Public Housing Accessibility and Involvement - The Tallahassee Housing Authority administers the Housing Choice Voucher Program with the goal of providing affordable rental housing to low-income persons. The City will continue to strive to be a community that does not discriminate based on source of income or limit housing opportunities for housing choice voucher holders who desire to reside in the City of Tallahassee.

Barriers to Affordable Housing - It is a goal of the City to increase the supply of affordable housing for low-and moderate-income persons. To accomplish this goal the City must overcome any barriers to the creation of affordable housing. During the term of the Strategic Plan, the City will take actions to address barriers to affordable housing identified in the Local Housing Assistance Plan, the Comprehensive Plan Housing Element, and the Analysis of Impediments to Fair Housing Choice (AI).

Homelessness Strategy – The Point-in-Time count and data in the Needs Assessment shows that there are extremely low-income individuals and families that may be susceptible to homelessness after just one crisis. To address current homeless needs and curb future homelessness, the City will use their ESG funds for shelter, rapid re-housing, outreach, and homelessness prevention activities.

Lead-Based Paint Hazards - The City is obligated to take steps to address lead hazards when assisting housing built before 1978. For any housing rehabilitation projects that involve HUD funding, the City will follow its policies and procedures to ensure that the occupants of the housing, especially young children, are not exposed to lead-based paint, and that families are aware of the risk.

Anti-poverty Strategy – The City strives to increase the availability, affordability, and accessibility of decent housing for low- and moderate-income households and to provide essential services. Persons living below the poverty level are often forced to make hard decisions about how to meet their basic needs with limited financial resources. By addressing poor housing conditions

through housing rehabilitation, the burden of making costly home repairs is addressed and cost savings from lower utilities and other household expenses may also be realized. Providing financial assistance to low-income homebuyers also offers the opportunity to access affordable, decent housing and supports upward mobility. In addition, the City will fund public service programs aimed at promoting self-sufficiency for low-income persons.

Monitoring – This section provides a description of how the City will monitor its projects to ensure compliance with program requirements, Consolidated Planning requirements, and crosscutting federal requirements applicable to the CDBG, HOME, and ESG Programs such as environmental review, procurement, and uniform administrative requirements.

SP-10 Geographic Priorities – 91.215 (a)(1)**Geographic Area**

1	Area Name:	City Wide
	Area Type:	Citywide
	Other Target Area Description:	N/A
	Identify the neighborhood boundaries for this target area.	City of Tallahassee boundaries.
	How did your consultation and citizen participation process help you to identify this neighborhood as a target area?	The needs assessment, market analysis, and community meetings determined that various areas throughout the City suffer from a lack of affordable housing and the need for public facility and capital improvements and that homeless and special needs populations require public/social services to reduce poverty.
	Identify the needs in this target area.	Tallahassee, overall, needs an increased supply of affordable housing, public facility improvements, increased public services, and increased economic opportunities.
	What are the opportunities for improvement in this target area?	Opportunities for improvement include increased access to affordable housing and the provision of services to provide decent housing and a suitable living environment for all residents. There is also an opportunity for local/regional organizations that have similar goals of the City to partner on projects and other efforts.
2	Area Name:	Neighborhood Revitalization Strategy Area
	Area Type:	Local Target Area
	Other Target Area Description:	N/A

Identify the neighborhood boundaries for this target area.	The NRSA is composed of the Frenchtown, Bond Community, and Southside neighborhoods and encompasses the following census tracts: Frenchtown - Census tracts 6, 7, 14.01, and 14.02 located in the northern portion of the NRSA, Bond Community - Census tracts 5, 11.01 and 12 located in the central and southwest portion of the NRSA, and Southside - Census tracts 4 and 10.01 located in the southeast portion of the NRSA.
How did your consultation and citizen participation process help you to identify this neighborhood as a target area?	During consultations with stakeholders and residents, it was made clear that this previously identified target area will continue to be an area to work in. The City desires to continue allocating a portion of their CDBG funds to the NRSA to improve this area as much as possible. The City holds public meetings and coordinates with the CoC, other organizations, and departments to target funding in the NRSA.
Identify the needs in this target area.	This area needs improvements in housing, public facilities, infrastructure, and public services.
What are the opportunities for improvement in this target area?	Opportunities for improvement include increased access to affordable housing and the provision of services to provide decent housing and a suitable living environment for residents in this target area. Opportunities for improvement also include increased economic and employment opportunities.
Are there barriers to improvement in this target area?	This area has a very high percentage of low-income residents and is also minority concentrated so the degree of need in the target area is high. Transformational change requires significant investment, sustained over a long period of time. Limited funding acts as a barrier to comprehensive change.

Table 48 - Geographic Priority Areas

General Allocation Priorities

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA).

The City's federal grant funded programs for affordable housing, public services, and public facilities are available City-wide. The City promotes these programs to residents, businesses, and non-profit organizations that reside in or provide services to these targeted areas more heavily and has targeted some non-federal funding for public services to those areas in the past. The City's housing programs are concentrated on scattered sites throughout the City. The public service locations will be throughout the City. The City has designated census tracts and block groups that qualify as low- and moderate-income per HUD regulations. If the City funds projects that must meet the low-moderate income area benefit criteria, they will be in the qualified census tracts and block groups.

The City also has a designated Neighborhood Revitalization Strategy Area which is the focus of comprehensive redevelopment and revitalization efforts. Community revitalization projects such as housing and economic development activities will take place within the NRSA in accordance with the criteria set forth in HUD's regulations.

SP-25 Priority Needs - 91.215(a)(2)**Priority Needs**

1	Priority Need Name	Increase Access to Affordable Housing
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children
	Geographic Areas Affected	City Wide Neighborhood Revitalization Strategy Area
	Associated Goals	Housing Rehabilitation Down Payment Assistance New Construction Permanent Relocation Acquisition CHDO Set-Aside Neighborhood Revitalization
	Description	Support the provision of decent housing by increasing the availability/accessibility of affordable housing. The City will address the priority need by funding housing rehabilitation, homebuyer assistance, and a relocation assistance program. The City will also undertake acquisition activities and provide funds to CHDO organizations for construction or rehabilitation of affordable housing for low income households (at or below 80% AMI) or to make rental housing affordable.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan and Neighborhood Revitalization Strategy Area Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment, Market Analysis, and NRSA Plan also lead to priority need determinations.
2	Priority Need Name	Increase Access to Public Services
	Priority Level	High

	Population	Extremely Low Low Moderate Large Families Families with Children Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Victims of Domestic Violence Homeless Persons
	Geographic Areas Affected	City Wide Neighborhood Revitalization Strategy Area
	Associated Goals	Public Service Assistance
	Description	Support availability/accessibility to a suitable living environment by funding organizations providing essential services for low-income and limited clientele populations. The City will assist non-profit organizations in carrying out public service activities assisting low-income persons, youth, elderly, person with disabilities, children, and the homeless.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan and Neighborhood Revitalization Strategy Area Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment, Market Analysis, and NRSA Plan also lead to priority need determinations.
3	Priority Need Name	Improve Access to Public Facilities
	Priority Level	High
	Population	Extremely Low Low Moderate
	Geographic Areas Affected	City Wide

	Associated Goals	Public Facilities
	Description	Support neighborhood livability and a suitable living environment for residents by providing resiliency improvements in low- and moderate-income neighborhood service centers and making public facilities improvements in the community.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment and Market Analysis also lead to priority need determinations.
4	Priority Need Name	Increase Access to Homeless Services and Prevention
	Priority Level	High
	Population	Extremely Low Low Moderate Homeless Persons
	Geographic Areas Affected	City Wide
	Associated Goals	Street Outreach Rapid Re-Housing Shelter Operations/Essential Services Homeless Prevention HMIS Administration
	Description	Prevent homelessness and provide access to a decent living environment by providing funds for shelter and essential services for the homeless and at-risk of becoming homeless.
	Basis for Relative Priority	The City conducted a comprehensive community participation process and needs assessment to determine and prioritize needs. Needs identified in the Consolidated Plan were the result of input received by residents, housing providers, non-profit organizations, social service providers, and other relevant stakeholders. A thorough analysis of data provided in the Needs Assessment and Market Analysis also lead to priority need determinations.
5	Priority Need Name	Program Administration
	Priority Level	High
	Population	N/A

	Geographic Areas Affected	City Wide
	Associated Goals	Planning and Administration
	Description	Management and operation of tasks related to administering and carrying out the HUD CDBG, HOME, and ESG programs. Activities also include fair housing planning and environmental studies.
	Basis for Relative Priority	N/A

Table 49 – Priority Needs Summary

SP-30 Influence of Market Conditions – 91.215 (b)

Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	<ul style="list-style-type: none"> • Availability of affordable single family and multifamily rental housing stock for families of all sizes. • Availability of voucher programs. • Availability of enforcement agencies to regulate eligibility terms and conditions of tenant based rental assistance program. • Local land use policies and jurisdiction comprehensive planning goals that support the development of multi-family housing stock. • Increasing housing costs due to high demand. • Increase in fair market rents. • High rates of cost burden and severe cost burden especially for LMI renters.
TBRA for Non-Homeless Special Needs	<ul style="list-style-type: none"> • Availability of affordable single family and multifamily rental housing stock for persons with disabilities and their families. • Availability of voucher programs. • Availability of enforcement agencies to regulate eligibility terms and conditions of tenant based rental assistance programs. • Availability of enforcement agencies to regulate accommodations and modifications for persons with disabilities and their families. • Availability of supportive housing services, when necessary. • Local land use policies and jurisdiction comprehensive planning goals that support the development of accessible multi-family housing stock for persons with disabilities and their families. • Increasing housing costs due to high demand. • Increase in fair market rents. • High rates of cost burden and severe cost burden especially for LMI renters. • Lower earning potential and lower household income of persons with special needs.

New Unit Production	<ul style="list-style-type: none"> • Local land use policies and jurisdiction comprehensive planning goals that support the development of accessible multifamily housing stock for persons with disabilities and their families. • Current cost of materials for new unit production. • Availability of incentives to developers to produce new single family and multi-family affordable housing units. • Loss of affordable housing stock. • Limited supply of decent, affordable housing for LMI households. • Population growth.
Rehabilitation	<ul style="list-style-type: none"> • Current cost of materials for rehabilitation. • Availability of funding for housing rehabilitation activities. • Aging housing stock • Condition of housing units. • Deteriorated homes driving down property value. • Risk of exposure to lead-based paint.
Acquisition, including preservation	<ul style="list-style-type: none"> • Availability of funding for acquisition activities. • Evaluation of fair market prices for home purchases. • Cost of materials for redevelopment of historic housing structures. • Increasing home values. • Stricter lending requirements.

Table 50 – Influence of Market Conditions

SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

Introduction

During the five years covered by this Plan, the City of Tallahassee expects to receive \$9,625,565 in CDBG funding, \$6,650,405 in HOME funding, and \$813,745 in ESG funding for a total of \$17,089,715. The anticipated amount assumes annual program allocations remain the same. Program income is also included for CDBG in the amount of \$54,650 and HOME in the amount of \$1,382,640. Total funds available also includes reprogrammed funds for CDBG in the amount of \$300,035 and for HOME in the amount of \$608,355. The CDBG, HOME, and ESG funds will be used to address the priority needs identified in this Strategic Plan.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Federal	Affordable Housing Public Services Public Facilities Neighborhood Revitalization Planning & Admin	\$1,854,176	\$10,930	\$300,035	\$2,165,141	\$7,460,424	The CDBG Entitlement program provides annual grants to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons.
HOME	Federal	Affordable Housing CHDO Set-Aside Planning & Admin	\$931,882	\$276,528	\$608,355	\$1,816,765	\$4,833,640	HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to

								participating jurisdictions.
ESG	Federal	Rapid Re-Housing Homelessness Prevention Shelter Operations Street Outreach Planning & Admin	\$162,749	\$0	\$0	\$162,749	\$650,996	The Emergency Shelter Grant Program is a program that provides resources to address homeless and special needs.

Table 51 - Anticipated Resources

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City leverages its federal funds by using them in conjunction with state and local funding. State SHIP is often used to fund activities that are of an emergency nature and are too difficult to complete timely with the restrictions attached to the federal funds. In addition, the City has a local Affordable Housing Trust fund (AHT) which is used for affordable housing activities. While the City currently has a large amount of excess matching funds from past years, both SHIP and AHT funding is often used as matching funds for HOME-like and other eligible projects.

City general revenue and Leon County funds are combined with the public services funded with federal funds to support human service activities in the community. General revenue funding is also used for affordable housing strategies such as the water and sewer fee waiver program which provides funding to pay these fees as provided by ordinance allowing the developers of affordable housing to decrease their costs and pass this savings on to the homebuyer.

In addition, the City Commission regularly looks for opportunities to fund the Affordable Housing Trust Fund to increase the City's dedicated source of funding for affordable housing.

If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City currently owns property acquired under the NSP program funded through the State of Florida. That property may be used in conjunction with other property subsequently acquired with non-federal funds or federal funds to target the area for CDBG/NSP eligible activities.

The City periodically acquires land through various means such as surplus parcels acquired for public improvements, foreclosures associated with outstanding code enforcement liens and violations, and through donations. The City's process for disposal of surplus property includes a review by City departments to determine whether the property has a City related use. The Department of Housing and Community Resilience reviews these parcels and determines if the property can serve a community development or housing purpose.

The Tallahassee Community Redevelopment Agency (CRA) can acquire property to facilitate redevelopment objectives and provides funding for affordable housing. The City has coordinated with the CRA to advance their common objectives which include the construction and preservation of affordable housing. The CRA has also provided funding for the purchase of land when it would be amenable to future development of affordable housing or neighborhood revitalization or improvement.

According to the Tallahassee Affordable Housing Advisory Committee Report, the City maintains an inventory of all publicly available land suitable for affordable housing development. The following map is contained on the City of Tallahassee Real Estate Services Department webpage and identifies publicly held land (yellow outlined parcels) that is currently available for development. The map is interactive and when selecting a specific parcel, the map provides address and acreage.

SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
City of Tallahassee	Government Agency	Affordable Housing – ownership Non-Homeless Special Needs; Homelessness; Neighborhood Improvements; Public Services; Public Facilities; Planning.	Jurisdiction
Big Bend Continuum of Care	Continuum of care	Homelessness	Region
Big Bend Homeless Coalition	Continuum of care/CBDO	Homelessness	Region
Tallahassee Lenders Consortium	CHDO	Affordable Housing - ownership	Region
Big Bend Community Development Corporation	CBDO	Affordable Housing - ownership; Affordable Housing - rental; Public Services; Economic Development	Region
Bethel Community Development Corporation	CHDO	Affordable Housing - ownership; Affordable Housing - rental.	Other
Ability 1 st (Center for Independent Living of North Florida)	Non-profit organization	Non-homeless special needs	Region
Tallahassee Housing Authority	PHA	Public Housing	Region
Big Bend Habitat for Humanity	Non-profit organization	Affordable Housing - ownership	Region
America's Second Harvest of the Big Bend	Non-profit organization	Non-homeless special needs	Region

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Big Bend CARES	Non-profit organization	Non-homeless special needs; Public Services.	Region
Tallahassee Urban League, Inc.	Non-profit organization	Affordable Housing – ownership	Jurisdiction

Table 52 - Institutional Delivery Structure

Assessment of Strengths and Gaps in the Institutional Delivery System

The City has a long-standing policy of working with the private sector to accomplish goals without competing with those organizations having widespread grassroots support. Through a variety of processes, local non-profit organizations that effectively assist in meeting the City's goals are identified and awarded funds for specific activities. The contract for performance between the City and each nonprofit agency identifies the tasks to be accomplished, the use of funds, and the timelines for each activity. In this way, the City supports the agencies already at work in the community and effectively leverages state, and local, and federal funds with private funds available to the agencies. This approach also supports grassroots volunteer efforts that are a powerful source of assistance.

Where non-profit capacity to carry out an activity is not enough, the City works to build capacity through support of and technical assistance to non-profits. The City will continue to work with Community Housing Development Organizations (CHDOs) to increase the stock of affordable housing through new construction and rehabilitation whether for resale or rental.

When capacity is not present in the community, and efficiency can be improved by carrying out a task with City staff, the City may undertake in-house tasks necessary to meet Consolidated Plan goals. For example, many years ago, when a non-profit staff of 12 could no longer provide emergency repairs with volunteer efforts at the level needed and dissolved, the City developed the Emergency Home Repair program operated by an in-house staff of 2-3 people. This team also manages other minor programs such as the Water and Sewer Expansion Program and the Code enforcement Rehabilitation Program. These programs operate year-around using a variety of licensed contractors and volunteers when available and appropriate.

Processes such as the Community Human Services Partnership (CHSP), which coordinates human services funding in response to the needs in the community and an evaluation of the non-profit agencies and their ability to meet the needs identified, place a premium on the efficient use of funds by nonprofit and volunteer agencies. The increasing gap between the funding requests and

the availability of funds continues to burden the local government and forces hard choices. Many of the citizens' needs cannot be met with existing funding.

Tallahassee is home to government and educational facilities and lacks large private corporations that provide support in other communities. Local agencies spend precious administrative funds in search of adequate funding because the local funding support base simply cannot adequately address the need for funds. The reduction of funds from state and federal sources continues to tax the community's ability to meet human service needs. The tendency of funding sources to provide funding for capital projects or improvements but not operating funds may lead to agencies with adequate facilities but insufficient operating funds to provide the service that could be delivered within these facilities.

The Tallahassee Housing Authority (THA) was set up by the City, but now operates as an independent, highly successful organization. The Mayor appoints members of the housing authority board and the City reviews plans (for consistency with the City's strategic plan goals) submitted to the US Department of Housing and Urban Development (HUD), thus maintaining a monitoring function that has been beneficial to both.

Availability of services targeted to homeless persons and persons with HIV and mainstream services

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	X	X	X
Legal Assistance	X	X	X
Mortgage Assistance	X	X	X
Rental Assistance	X	X	X
Utilities Assistance	X	X	X
Street Outreach Services			
Law Enforcement	X	X	X
Mobile Clinics	X	X	X
Other Street Outreach Services	X	X	X
Supportive Services			
Alcohol & Drug Abuse	X	X	X
Child Care	X	X	X
Education	X	X	X
Employment and Employment Training	X	X	X
Healthcare	X	X	X
HIV/AIDS	X	X	X
Life Skills	X	X	X
Mental Health Counseling	X	X	X
Transportation	X	X	X

Other			
Other	X	X	X

Table 53 - Homeless Prevention Services Summary

Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth).

The City was a partner in funding the successful construction of a Comprehensive Emergency Services Center which includes the relocated homeless shelter. This state -of-the -art facility came to fruition after collaboration of over 300 people from many organizations. This facility includes offices for various service providers to bring case workers and services to the homeless population and develop a plan of action for each homeless person. Through this process, they are assessed and then assisted to access the needed services with consequences for failure to follow through on their plan. The goal is to get them through the system in 60 days.

In addition, Big Bend CoC, Big Bend Homeless Coalition, and the City collaborate in order to ensure that the CoC program funds and ESG funds are coordinated to address homelessness. BBCoC and BBHC identify the needs of individuals and families for housing and services and the City consults with both on how to allocate ESG funds while supporting mutual goals and increasing the leveraging of the funds.

The City utilizes federal, state, and local funding for homeless prevention activities and to provide various housing options for the homeless population including emergency shelter, transitional housing, and rapid re-housing. Programs are also funded for various supportive services including, but not limited to, case management, nutritional services, transportation, substance abuse counseling, education, child-care, employment training, life skills, health care services, and mental health services.

Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above.

The strength of this process is that it brings the service providers on-site at the shelter where they have regularly scheduled hours of operation. It also provides a systematic approach to assisting the homeless population to access needed services while treating them with care and dignity. Because the facility is open during the day for those being sheltered there, it is anticipated that it will decrease the number of homeless persons on the streets during the daytime as was experienced in the past.

An institutional gap identified has been the Community Housing Development Organizations (CHDOs). There are currently two active CHDOs. They are the Tallahassee Lenders' Consortium and the Bethel Community Development Corporation (Bethel CDC). Both organizations are limited in capacity and in financial resources which impedes increased access to affordable housing and related services.

Another gap that is consistently present in the service delivery system for the special needs population and persons experiencing homelessness is a shortage of funding required to address the housing and supportive services needed for this population. The shortage of affordable housing also creates a gap in meeting the needs of homeless persons that can live on their own with or without supportive services.

Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs.

The City of Tallahassee has identified five high priority needs including: increase access to affordable housing, increase access to public services, improve access to public facilities, increase access to homeless services and prevention, and program administration. Resources are being dedicated to these priorities. The market has been analyzed to direct funds to the areas/services that need them. The continuing analysis of all areas, funding, and services throughout the Consolidated Plan period will allow the City to see if the gaps in institutional structure are being properly addressed or if changes are needed. If changes in the housing market or changes in other housing relating funding impacts the needs and goals, the plan will be amended to reflect it.

SP-45 Goals Summary – 91.215(a)(4)

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Housing Rehabilitation	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	CDBG: \$932,643 HOME: \$1,315,612	Homeowner Housing Rehabilitated: 126 Units Rehabilitated
2	Down-Payment Assistance	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$750,000	Direct Financial Assistance to Homebuyers: 75 Households Assisted
3	New Construction	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$1,395,000	Homeowner Housing Added: 18 Units Constructed
4	Permanent Relocation	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	CDBG: \$250,000	Other: 50 Households Receiving Relocation Assistance

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
5	Acquisition	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$1,395,000	Other: 18 Units/Properties Acquired for the Development/Rehabilitation of Affordable Housing
6	CHDO Set-Aside	2020	2024	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$1,125,000	Rental Units Constructed/Rehabilitated: 25 Units Constructed/Rehabilitated
7	Neighborhood Revitalization	2020	2024	Affordable Housing	Neighborhood Revitalization Strategy Area	Increase Access to Affordable Housing	CDBG: \$2,000,000	Other: 750 Units Rehabilitated/Acquired/Removed for Blight
8	Public Service Assistance	2020	2024	Non-Homeless Special Needs Non-Housing Community Development	City Wide; Neighborhood Revitalization Strategy Area	Increase Access to Public Services	CDBG: \$3,286,162	Public Service Activities Other Than Low/Moderate Income Housing Benefit: 5,225 Persons Assisted
9	Public Facilities	2020	2024	Non-Housing Community Development	City Wide	Improve Access to Public Facilities	CDBG: \$1,300,000	Public facility or infrastructure activities other than low/moderate-income housing benefit: 23 Facilities Improved

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
10	Rapid Re-Housing	2020	2024	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$187,749	Tenant-based rental assistance / Rapid Rehousing: 150 Persons Assisted
11	Homeless Prevention	2020	2024	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$100,000	Homelessness Prevention: 100 Persons Assisted
12	Street Outreach	2020	2024	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$100,000	Homelessness Prevention: 100 Persons Assisted
13	Shelter Operations/Essential Services	2020	2024	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$100,000	Homeless Person Overnight Shelter: 400 Persons Assisted
14	HMIS Administration	2020	2024	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$325,996	N/A

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
15	Planning and Administration	2020	2024	Planning and Administration	City Wide	Program Administration	CDBG: \$1,853,040 HOME: \$458,825	N/A

Table 54 – Goals Summary

Goal Descriptions

1	Goal Name	Housing Rehabilitation
	Goal Description	Funds assist with maintaining and preserving the City's existing affordable housing stock and provides decent housing for low income households. Funding is used for rehabilitation of owner-occupied homes for low-and moderate-income households or single-family homes for resale to an eligible buyer.
2	Goal Name	Down-Payment Assistance
	Goal Description	Funds support affordable housing and self-sufficiency by providing homeownership opportunities to eligible low-income buyers. This program provides direct financial assistance for purchase of a home. It is paired with homebuyer education and counseling using federal or non-federal resources.
3	Goal Name	New Construction
	Goal Description	Supports the increase of affordable housing units through the construction of new owner and rental units. Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction of single-family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.

4	Goal Name	Permanent Relocation
	Goal Description	Funds support the provision of decent housing and decreases the risk of becoming homeless by providing assistance to households displaced through code action to enable them to be relocated into permanent housing.
5	Goal Name	Acquisition
	Goal Description	Funds assist with increasing affordable units and providing decent housing through acquisition of real property to support construction of affordable housing. Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction of single-family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.
6	Goal Name	CHDO Set-Aside
	Goal Description	In accordance with HOME requirements, this funding is set aside and awarded only to eligible CHDO organizations for construction or rehabilitation of affordable housing for low income households (at or below 80% AMI) or make rental housing affordable.
7	Goal Name	Neighborhood Revitalization
	Goal Description	Provision of funds to support the City's Neighborhood First Implementation Plans. Activities will take place in the Neighborhood Revitalization Strategy Area and will include affordable housing activities such as housing rehabilitation, acquisition, and removal of blight.
8	Goal Name	Public Service Assistance
	Goal Description	Create a suitable living environment by increasing the availability of public services to low income residents, youth, elderly, children, persons with disabilities, and the homeless or at-risk of becoming homeless.
9	Goal Name	Public Facilities
	Goal Description	Supports creating a suitable living environment by funding improvements to community service centers and resiliency improvements to public facilities in low- and moderate-income neighborhoods allowing centers to be used during times of crisis. These service centers are often used in conjunction with the provision of public services to low and moderate-income households funded through federal or non-federal funding.

10	Goal Name	Rapid Re-Housing
	Goal Description	Provides decent housing, decreases homelessness, and supports self-sufficiency by providing affordable rental housing to those experiencing homelessness as well as the administration involved in implementing the activity.
11	Goal Name	Homeless Prevention
	Goal Description	Funds support decreasing homelessness or the risk of becoming homeless by providing affordable rental housing to those at imminent risk of experiencing homelessness as well as the administration involved in implementing the activity.
12	Goal Name	Street Outreach
	Goal Description	Supports homelessness prevention and promotes self-sufficiency by providing essential services necessary to reach out to unsheltered homeless people; connect them with emergency shelter, housing, or critical services; and provide urgent, non-facility based care to unsheltered homeless people who are unwilling or unable to access emergency shelter, housing, or an appropriate health facility.
13	Goal Name	Shelter Operations/Essential Services
	Goal Description	Funds to assist with the operation and management of emergency shelters for the homeless and the provision of essential services including case management, child care, education services, employment assistance and job training, outpatient health services, legal services, life skills training, mental health services, substance abuse treatment services, transportation, and services for special populations.
14	Goal Name	HMIS Administration
	Goal Description	Funds for the administration of the Homeless Management and Information System (HMIS).
15	Goal Name	Planning and Administration
	Goal Description	Funds will be used for the administration and implementation of the CDBG, HOME, and ESG programs. Activities include staff salaries; financial responsibility; and preparation of HUD required documents such as the Consolidated Plan, Annual Action Plan, CAPER, and Analysis of Impediments. Activities also include fair housing planning and environmental studies.

Table 55 – Goal Descriptions

Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)

The City of Tallahassee will utilize its CDBG and HOME funds to provide affordable housing opportunities for 1,011 extremely low, low, and moderate income households during the Consolidated Plan period through: housing rehabilitation (75 HH); down-payment assistance (75 HH); new construction (18 HH), permanent relocation (50 HH), acquisition (18 units), CHDO set-aside activities (25 HH), and neighborhood first activities which includes acquisition, rehabilitation, and the removal of blight (750 HH). Affordable housing activities are targeted towards extremely low, low, and moderate-income individuals and families. In addition, the City will use \$813,745 of ESG funds to support the homeless population being sheltered or obtaining affordable housing.

SP-50 Public Housing Accessibility and Involvement – 91.215(c)

Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)

THA is not under a Section 504 Voluntary Compliance Agreement. THA staff projected in its Five-Year Plan that 25 additional accessible units were needed. THA's 2019/20 capital improvement program has budgeted for accessibility improvements, as needed, in each public housing apartment complex for the years 2019 through 2022.

Activities to Increase Resident Involvements

The City of Tallahassee staff will continue its role as an active member of the local Housing Authority Coordinating Committee for its FSS Program. In that role, the City of Tallahassee assists in developing resources to support program planning initiatives that are designed to encourage housing authority residents to become more self-sufficient, to explore opportunities, and when appropriate, to be active in management.

THA's 2020 Annual Plan contains the following goals and objectives:

- Identify resident and staff training for overall professional development: Collaborate with the THA community wide partners (i.e., Workforce Plus, Tallahassee Community College, Star Metro and Leon County Schools), and qualified trainers to provide resident and staff training for professional development.
- Provide a safer community for residents: Continue to work with local law enforcement Security Liaison officer; Continue discussions regarding the viability of police sub-stations at Pinewood, Orange Avenue and Springfield complexes with local law enforcement.

Resident participation in safety and crime prevention activities, operation and management, and planning is also described as follows:

Safety and Crime Prevention. Managers attend monthly meetings with local law enforcement agencies and housing providers where information is given and exchanged on suspected criminal activities.

Operation and Management. THA employs several residents and program participants. Residents are involved in operation and management decisions, as required by HUD. THA's resident rules are incorporated in dwelling leases, the Admissions and Continued Occupancy Policies for public housing, and the Administrative Plan for participants in the HCV Program. THA updates its policies as required by HUD and reviews them on an annual basis. Any policy changes are posted on the THA website, in management office and made available for public review and

comment for not less than 30 days. The updates are then submitted to the THA Board of Commissioners for approval. Operational Rules and Procedures are posted on THA's website [tallha.org] and at each Site Office on a bulletin board in public view with applicable subtitles.

Planning. THA conducts annual public hearings to secure resident/participant input for its PHA Plan. As required by HUD, THA will conduct several group and individual meetings as part of its relocation plan for its Orange Avenue redevelopment.

Is the public housing agency designated as troubled under 24 CFR part 902?

No, THA is a standard performer.

Plan to remove the 'troubled' designation

N/A

SP-55 Barriers to affordable housing – 91.215(h)

Barriers to Affordable Housing

Government regulations including land use/zoning codes and building codes adopted by a jurisdiction have the potential to impact the cost of housing and limit the supply of affordable housing. The City of Tallahassee recognizes that there can be institutional, regulatory, or policy barriers to development and promotion of access to affordable housing. Some of these barriers are at the discretion of City policymakers, including the permitting, zoning, and housing & community development offices. The following barriers may impact the development of affordable housing:

- Development approvals process. The development approval process can be time- and resource-intensive, particularly for developers of affordable housing.
- Density restrictions. Depending on the maximum allowable density in any given zoning category, higher density housing developments may be prohibited. Higher density housing is typically able to absorb more income-restricted housing and still maintain profitability for the developer, in addition to naturally enhancing the availability of housing overall in the City.
- Parking and setback requirements. Depending on the restrictions of parking and setbacks in the local land use code and comprehensive plan, these requirements may prohibit development of affordable housing.
- Affordable housing accessible to transit. Low-income households are more likely to depend on public transportation as a means of mobility. A lack of affordable housing near public transportation networks places an inherent restriction on a family's ability to reasonably access housing.
- Not in My Back Yard (NIMBY) Syndrome. The social and financial stigma of affordable housing can lead to significant resistance from surrounding properties.

In the case of new construction, significant barriers to creating affordable housing are reductions in federal and state housing funds, the land costs, impact fees, zoning, and compliance with new hurricane standards building codes.

In the case of existing housing rehabilitation, the cost of upgrading to new construction codes is a barrier. Health Department regulations restrict expansion of existing septic systems and the Federal Emergency Management Agency (FEMA) restricts rehabilitations to existing structures beyond a certain value on properties located within 100-year Floodplain.

As a recipient of funding from the US Department of Housing and Urban Development (HUD), the City of Tallahassee develops an Analysis of Impediments to Fair Housing Choice (AI) to identify impediments or barriers to affordable housing and fair housing choice. The City's most recent Analysis of Impediments identified the following impediments to affordable housing and fair housing choice:

- Lack of awareness by residents and landlords of fair housing laws;
- High number of fair housing complaints on the basis of disability;
- Insufficient supply of affordable rental and homeowner housing in high opportunity census tracts;
- Low labor market engagement for Blacks/African Americans relative to White households;
- Concentration of housing vouchers in segregated and high poverty neighborhoods; and
- Poor credit history and collateral as a barrier to accessing traditional capital and wealth building through homeownership, especially for Black/African American residents

Strategy to Remove or Ameliorate the Barriers to Affordable Housing

To combat barriers to affordable housing, the City adopted an Affordable Housing Incentive Plan as part of their Local Housing Assistance Plan (LHAP). The LHAP is required to participate in the State Housing Initiatives Partnership (SHIP) program. The SHIP program requires that the City adopt two incentives – expedited permitting for affordable housing projects and the regular review of regulatory actions that may impact the cost of housing. In addition to these two incentives, the City also adopted other incentives recommended by its Affordable Housing Advisory Committee (AHAC). The additional incentives include water/sewer connection fee exemption, density bonus for inclusionary housing, regulation reduction for inclusionary housing, density bonus for affordable housing, regulation reduction for affordable housing, and allowance of accessory dwelling units in residential districts.

In January 2019, City Commission directed the development of a five-year strategic plan that would steer policy setting, budget decisions, and chart progress toward achieving collective aspirations for the community. The plan focuses on Economic Development, Impact of Poverty, Organizational Effectiveness, Public Infrastructure, Public Safety, Public Trust, and Quality of Life. The City identified “facilitate and encourage the construction of affordable housing units” as an objective of its strategic plan. The five-year targets under this community objective include:

- 35 new affordable homes or rental units built through the Community Land Trust.

- 60 new homes built as a result of inclusionary housing programs.
- 10 Habitat for Humanity homes built by City employees.
- 125 down payment assistance grants awarded, creating pathways to home ownership.
- Secure funding for Purpose Built Community and redevelopment of an additional 200 dwelling units at the Orange Avenue Housing Complex.

The Housing Element of Leon County's 2030 Comprehensive Plan includes an Affordable Housing objective outlining several policies including providing monetary incentives, such as a down payment assistance program and regulatory incentives, such as streamlined processing, to encourage the private sector to develop cost saving and innovative techniques for affordable housing initiatives. Funding Programs is also an objective identified in the Housing Element Since the County's affordable housing program is predicated on obtaining non-property tax funding. The policy states "the Leon County Housing Finance Authority shall annually develop a financial plan for the rehabilitation of 30 units and the subsidy of down payment costs for 15 low income units which emphasizes, first, private sector funding; second, financial institution funding; third, state and federal housing funds, and fourth, grants".

In addition, the Leon County and City of Tallahassee Commissions established an Affordable Housing Workgroup. The Affordable Housing Workgroup is a thirteen-person body composed of representatives from local government, non-profit housing and homeless service providers, and affordable housing clients. The Workgroup was charged with developing recommendations which: (a) develop a plan for a multifamily affordable housing project which utilized multiple funding sources, (b) provide for coordination and collaboration for local government, non-profit and for-profit resources, (c) encourage housing designs that considered the needs of residents and enhances the overall community, (d) leverage the financial resources of local, state, and federal resources to address permanent supportive housing for the homeless population, (e) engage organizations that promote best practices in affordable housing models, and (f) recommend a structure that would sustain the collaborative effort of the Affordable Housing Workgroup.

In the event any policies or regulations are identified as barriers to affordable housing, staff and the advisory committee will review those policies or regulations. In addition, the City will continue to reduce possible regulatory and barriers to the development of affordable housing in the next year as follows:

- Continued use of general revenue or other government funds for the payment of water and sewer connection fees under the local ordinance;
- Fast-tracking the permitting process for affordable housing developments;

- Maintain and implement those incentives to affordable housing as recommended by the Affordable Housing Advisory Committee to the extent possible; and
- Continued partnership with the County through the Affordable Housing Workgroup to address recommendations regarding barriers to affordable housing.

Further, the City is recently updated its Analysis of Impediments to Fair Housing Choice and will implement mitigation strategies to address barriers to affordable housing based upon the findings of the AI.

SP-60 Homelessness Strategy – 91.215(d)

The former Mayor of the City of Tallahassee, Andrew Gillum, participated in the Mayor's Challenge to End Homelessness and, in 2006, former Mayor John Marks created a taskforce and 10-Year Plan to End Chronic Homelessness. The Big Bend Continuum of Care's (Big Bend CoC) Housing and Homelessness Assistance Plan (HAP) is currently being updated, so for the purpose of this report, the adopted 2017-2018 HAP will be detailed.

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

As outlined in the Big Bend CoC's HAP, outreach efforts are categorized by subpopulation. When addressing persons experiencing unsheltered homelessness, the strategy is focused on identifying persons who are residing in primitive camps and offering housing within 14 days to all consumers who meet the definition of chronic homelessness, improving coordination to expand outreach efforts with other systems such as the U.S. Department of Veterans Affairs (VA) and school boards, expanding use of Coordinated Entry to track outreach efforts, and dedicating street outreach to homeless camps, youth hotspots, local schools, to identify and engage youth experiencing homelessness. Additionally, because unaccompanied youth are such a vulnerable population, the CoC's strategy incorporates provision of basic needs, connection to service providers to increase exits to stable housing, increasing focus on the youth's safety, well-being, and self-sufficiency, and providing positive adult connections.

Addressing the emergency and transitional housing needs of homeless persons

The Big Bend CoC is actively implementing diversion strategies to prevent people from entering shelter, or the homeless system altogether, when alternative options for temporary housing is identified, leaving emergency shelter beds for those who lack resources to resolve their homeless episode. The Big Bend CoC's strategy to address emergency housing needs begins at the Coordinated Entry System (CES) where a diversion and prevention screening is part of the pre-screening tool. Per HUD regulations, CoCs have adopted a streamlined Coordinated Entry process to identify, assess, refer, and house persons experiencing homelessness. When someone is experiencing a housing crisis in the City of Tallahassee, the designated access points are tasked at completing assessment and are located at Capital City Youth Services (CCYS) Going Places Drop In Center (for youth), the Kearney Center Emergency Shelter (for individuals), HOPE Community Emergency Shelter (families), 2-1-1 Big Bend (phone hotline available 24 hours), and Ability 1st. Additionally, Street Outreach and other dedicated outreach teams serve as access points by engaging unsheltered consumers who do not otherwise participate in services. The City aims to provide homelessness prevention to 100 persons throughout the City of Tallahassee through targeting ESG dollars to that activity.

Strategies to address the emergency needs of people experiencing homelessness include an overarching theme throughout the emergency shelter system to increasing resources available to emergency shelter case management needed to increase referrals and placements in permanent housing interventions. This translates to a need for more housing and resources to obtain that housing. To accommodate subpopulation-specific needs, the CoC's strategy incorporates assessing the need for additional shelter capacity in neighboring counties for families fleeing domestic violence, identifying need and potential funding for Emergency Shelter beds targeting young people ages 18-24 years old, reducing the rate of chronic homelessness in Emergency Shelter by implementing diversion and prevention efforts through dedicated funding, and designating a "safe place" within the current shelter system for LGBTQ+ youth. The CoC is exploring the option of coordinating a Night Stop program that links youth with spare rooms throughout the community and evaluating the needs to accommodate shelter options for minors with children and/or pregnant minors.

In recent years, HUD has transitioned from Transitional Housing models to scattered-site permanent housing interventions such as Rapid Re-Housing. The City use of ESG funds incorporates \$287,749 of ESG funding dedicated to Homeless – Essential Services and Rapid Re-Housing to address Emergency Shelter and Rapid Re-Housing.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.

The City of Tallahassee recognizes the importance of preventing and ending homelessness. Currently, the City supports efforts to decrease homelessness through participation and funding of housing and services promoted by the Big Bend CoC. At this time, the City of Tallahassee relies of the Big Bend CoC to drive the strategy and manage implementation of projects and services to prevent and end homelessness. The CoC pursues a community-wide coordinated effort to strategically prevent and end homelessness in the community. Using a streamlined, targeted approach with evidence-based practices, direct service providers engage persons experiencing homelessness and linking them to housing resources and supports. The Big Bend CoC began participating in the Built for Zero Campaign eight years ago which initiated the By-Name List. This list identifies veterans who are homeless and persons experiencing chronic homelessness, and through case staffing at monthly By-Name List meetings, people are identified, prioritized, and housed. As part of the CoC's strategy, families and children are being incorporated into the master By-Name List. Evidence proves that persons experiencing homelessness are more

successful when participating in programs where housing is seen as the groundwork for recovery and rather than mandatory participation in housing readiness activities prior to obtaining housing or living in a site-based housing program. Therefore, Big Bend CoC's strategy to utilize the housing first model encourages the immediate transition from homelessness to housing, then offering consumer-identified support to help the person achieve housing stability and work on their recovery.

The most recently adopted Housing and Homelessness Assistance Plan (HAP), the Big Bend CoC's goal for System Performance Measure (SPM) 1 is to target an average length of time homeless of less than 73 nights and a median of less than 31 nights. To drastically reduce the length of time it takes for a person experiencing homelessness to obtain housing, there must be an increase of housing stock that is available and attainable to income disadvantaged households and persons who are hard to house due to housing barriers such as poor credit, criminal background, or lack of educational opportunities that offer an exit from poverty.

Highly vulnerable populations such as families with children, unaccompanied youth, and chronically homeless individuals generally require more intensive services to help them achieve housing stabilization. Pairing supportive services such as, life skills training, case management supports, and housing stabilization services with a housing subsidy assists the household achieve permanent housing. CoC providers are responsible for linking consumers to other community-based services to address other support needs outside of the housing crisis response system.

Permanent housing interventions with demonstrated success of quickly housing persons experiencing homelessness and preventing returns to homelessness include Permanent Supportive Housing (PSH) and Rapid Re-Housing (RRH). PSH, which is intended to serve individuals with the most severe service needs and long-term homeless histories, provides long-term supportive services that help the housing participant address chronic health issues, outpatient treatment/supportive services, and housing stability and retention with a housing subsidy. Big Bend CoC's strategy includes increasing permanent housing for chronically homeless persons by 102 units.

Big Bend Community Based Care's (Big Bend CBC) FY 2019-2020 budget summary identifies \$6,083,969 on case management services. Many times, PSH housing participants receive case management services funded by the Managing Entity (Big Bend CBC in Leon County). Additionally, Big Bend CBC funds SSI/SSDI Outreach, Access, and Recovery (SOAR) Processors to assist persons experiencing homelessness with a mental illness to apply for SSI/SSDI benefits using the SOAR model.

Rapid Re-Housing (RRH) programs can serve anyone experiencing homelessness; however, the rental and supportive services are time limited so programs often target households who will

have the ability to self-sustain their lease independently of the program. While PSH participants may receive more clinical or medically related services, RRH focuses on housing stabilization services rather than focusing on long-term clinical or medical needs.

Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs

The Continuum of Care (CoC) works with various systems to increase collaboration on discharge policies and procedures, which helps prevent homelessness. Participating in CoC efforts to develop and execute strategies to prevent and end homelessness within the City, a board seat is dedicated to City of Tallahassee City Commissioner Dianne Williams-Cox. The state's Challenge Grant funds activities related to providing re-housing of persons who are homeless and homeless prevention assistance to those at imminent risk of losing housing. The CoC employs diversion strategies at Emergency Shelter and Supportive Services for Veteran Families (SSVF) programs to help prevent homelessness. There is increased coordination during reentry and discharge with hospitals, psychiatric facilities, jails, prisons, and improved coordination with disaster shelters and emergency operations.

A strong economy that supports improved education and employment opportunities assists entry-level workers to achieve career advancement and low-income households to move out of poverty and into economic stability. This may include linkage to Vocational Rehabilitation, Family Self-Sufficiency programs, or supported employment activities that can offer competitive employment. The Workforce Innovation Act (WIOA) federally funded program is available in Leon County through CareerSource's Capital Region, connecting individuals to opportunities and employers.

The Capital Area Community Action Agency provides a Getting Ahead program as part of their Family Self Sufficiency Program in Leon County and surrounding areas. Eligibility is contingent on household gross income must not exceed 125% of the poverty level, the household must be a current Head Start participant, one who repeatedly requests crisis assistance, is referred for more in-depth services to assist with/overcome a financial crisis, and requires assistance from the education and employment program. The program provides support and skills to low-income participants to facilitate the transition from crisis to economic stability.

The Tallahassee Housing Authority administers the HUD-sponsored Family Self-Sufficiency project. This program pairs a housing subsidy with supportive services aimed at assisting participating families to become economically self-sufficient. The Tallahassee Housing

Authority's program incorporates guidance, vocational training, transportation, job search skills, education, homeownership, and physical and mental wellness.

Big Bend CBC dedicates state funds for housing-related needs for persons experiencing homelessness, including individuals who are high utilizers of public systems to provide housing-related needs that include emergency services, psychiatric stabilization, detoxification and jail services, SOAR training and processing to obtain SSI/SSDI benefits, and care coordination. Additionally, Big Bend CBC is responsible for coordinating and managing an effective system of care, which includes strategies to prevent homelessness at the time of discharge from institutional care settings. The organizations funded through Big Bend CBC offer both in-patient and community-based services to ensure consumers within the system can reintegrate back into the community once discharged from an inpatient setting.

SP-65 Lead based paint Hazards – 91.215(i)

Actions to address LBP hazards and increase access to housing without LBP hazards

Lead is a toxic metal that was used for many years in paint and was banned for residential use in 1978. Exposure to lead can result in health concerns for both children and adults. Children under six years of age are most at risk because their developing nervous systems are especially vulnerable to lead's effects and because they are more likely to ingest lead due to their more frequent hand-to-mouth behavior.

The City maintains regulatory compliance regarding the rehabilitation of any housing unit it assists by conducting lead-based paint tests. In conjunction with its Housing Rehabilitation Program, the City implements testing to ensure that all federally funded construction-related activities undertaken undergo a lead paint assessment when appropriate based upon the age of the structure. If lead paint is detected, the City undertakes all required measures to mitigate and/or remove lead-based paint where it exists. The City procures certified providers of lead paint testing, abatement and clearance testing. In addition, all contracts and agreements executed by the City for the implementation of programs or projects where federal funding will be utilized contain lead-based paint requirements.

Removing all lead-based paint from every house within the City of Tallahassee is not an economically feasible or realistic goal. However, the City addresses this issue through disseminating printed information concerning lead-based paint hazards to all residents in the City's housing rehabilitation program. The City's housing rehabilitation contractors are certified and/or have received training in the identification of lead hazards, proper methods of paint stabilization, interim control, abatement procedures and rehabilitation activities.

As the administrator of the City's Housing Rehabilitation and Down-Payment Assistance Programs, the Department of Housing and Community Resilience is committed to mitigating lead-based paint exposure in each housing unit constructed prior to 1978 that is assisted with federal grant funds.

Specific actions the Department takes to address lead-based paint hazards in the City of Tallahassee's housing stock include:

- Testing all houses built prior to 1978 that are rehabilitated under the owner-occupied rehabilitation program for lead-based paint and, if found be sure the necessary mitigation work is incorporated into the rehabilitation work and clearance tests indicate the home is safe before allowing homeowner to occupy the home; and
- Requiring all agencies or sub-recipients contracted for the rehabilitation work to follow the lead-based paint rules and abide by the City's process.

How are the actions listed above related to the extent of lead poisoning and hazards?

As documented, housing units built prior to 1980 comprise 77% of all existing housing stock in Tallahassee. For purposes of this Consolidated Plan, houses constructed prior to 1980 and occupied by households with children are the units considered to contain lead-based paint hazards. Of the total 12,238 owner-occupied units built before 1980, 47% of those units have children present. An additional 16,524 renter-occupied were built before 1980, of which 14% have children present. Based on this data, approximately 9% (8,080) of occupied housing units in Tallahassee may contain lead-based paint.

Based on the data, there is a low incidence of lead poisoning in the City. The strategy outlined above is intended to address lead paint hazards in housing units occupied by low- and moderate-income households. The City has a moderate risk of the presence of lead-based paint in its housing units because of the age of its housing stock, however by adhering to the process outlined above, the City has a thorough method for ensuring any risk is eliminated in the housing units it assists.

The potential extent of lead hazards in Tallahassee housing merit continued efforts to assess and remediate lead-based paint, especially in light of the health impact of lead on babies, children less than 6 years of age, and older adults in the home. According to the CDC, no safe blood lead level in children has been identified. Even low levels of lead in blood have been shown to affect IQ, the ability to pay attention, and academic achievement. However, childhood lead poisoning is 100% preventable.

How are the actions listed above integrated into housing policies and procedures?

All contract agreements for federally funded construction projects contain a covenant prohibiting the use of lead-based paint, as well as a copy of the federal regulations pertaining to the use and removal of lead-based paint. The amount of federal subsidy determines the course of action taken when the repair or removal of painted surfaces is necessary. In all units pre-1978 undergoing rehabilitation, the contractor is required to use lead-safe work practices. Education regarding lead and its effects is also provided to each owner-occupied rehabilitation project.

The City uses a checklist for all rehabilitation activities and the organization under contract with the City responsible for completing the activities is not given notice to proceed until the property is tested, all lead-paint activities are included in the work write-up and the City staff has signed off on the work write-up. The City orders and pays for all lead-based paint testing to ensure that these measures are appropriately taken.

For other sub-recipients of funding for rehabilitation of units, the requirements are incorporated into the Agreement with the City.

SP-70 Anti-Poverty Strategy – 91.215(j)

Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families

The City of Tallahassee has a progressive, proactive and collaborative approach to globally identify the goals, programs and policies that will lead the City in reducing the number of poverty-level families. Public-private partnerships, active workshopping to identify needs, and effective collaboration across many levels and focus areas of government agencies reflect a best practice model.

The City will continue to carry out goals and objectives established within the Consolidated Plan to assist in reducing poverty. The overarching goal of the plan to benefit the greatest number of people to the greatest extent possible will resonate throughout the anti-poverty strategy. The City will implement various programs and projects that have been identified as the most beneficial to its residents and to assisting families in need. The City funds a number of agencies that provide public services to address the needs of persons in poverty. These agencies typically provide services to homeless and non-homeless special needs populations, as well as low- and moderate-income families. These services include housing, job/skills training and other assistance to promote self-sufficiency.

The City will continue to provide CDBG, HOME, and ESG funding, where appropriate, to support programs that are designed to help families gain self-sufficiency. One of City's goals for the Five-Year Consolidated Plan is to address the role of self-sufficiency in protecting and enhancing the condition of the City's housing stock and neighborhoods. The City will take the following steps to promote self-sufficiency and reduce the number of households living below the poverty level:

- Supporting the provision of public services such as childcare, health services, after-school programs, etc., for low and moderate-income households;
- Supporting the provision of homebuyer and financial education to low and moderate-income households; and
- Supporting the provision of permanent affordable and decent housing for homeownership or lease.

Rather than contradict or conflict, the following published reports complement one another with the same goal of generally improving the quality of life for all Tallahassee residents with the realization that this cannot be achieved without lifting up the lives of all residents:

- City of Tallahassee 2020-2024 Strategic Plan
- Florida State University's "Frenchtown - Planning for a Better Block" report
- Tallahassee/Leon County's BluePrint 2020
- Tallahassee Age-Friendly Communities Work Plan

- Apalachee Regional Planning Council Comprehensive Economic Development Strategy report
- Tallahassee Local Housing Assistance Plan (LHAP) for use of State Housing Initiatives Partnership (SHIP) Program funding for affordable housing preservation and development.
- Tallahassee/Leon County 2030 Comprehensive Plan
- Tallahassee Neighborhood Revitalization Strategy
- Tallahassee Housing Authority 5-Year Agency Plan

The City of Tallahassee also continues to work with the Big Bend Homeless Coalition (BBHC) and the Big Bend Continuum of Care Network to leverage funding to prevent poverty and homelessness.

How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan?

Tallahassee has adopted the philosophy that acknowledging and committing to comprehensively address not only the immediate need for food, shelter and clothing of those in poverty but also improving infrastructure, increasing economic opportunities, expanding educational opportunities, and enhancing quality of life by providing additional park and recreational outlets will continue to produce positive results in reducing poverty.

Wherever possible and as funding permits, the City will support the goals and objectives of the many comprehensive reports listed above by offering its federal and state funding to be leveraged with other sources to achieve the anticipated results.

SP-80 Monitoring – 91.230

Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

The Department of Housing and Community Resilience serves as the primary monitoring agent for all federal and state housing funds available to the City. The City adopts the policy that if another funding agency (i.e. HUD, Florida Housing Finance Corporation, etc.) conducts monitoring of any city-contracted agency or organization, the City will forego independent monitoring and will instead request a copy of the alternative monitoring report. In all other instances where no other funding agency has conducted or is required to monitor, the City will undertake the appropriate monitoring as required by the City's funding sources. Each agency receiving funding is required to be monitored annually. In addition, desktop monitoring is performed with each pay request. The Department of Housing and Community Resilience works very closely with the Neighborhood Services Department that takes responsibility for CDBG Public Services funding as well as certain City general revenue fund monies used to supplement Public Services funds. All City-initiated monitoring includes three aspects:

1. Desktop monitoring is conducted as often as any city-contracted agency requests payment of reimbursable expenses. All city-executed contracts that are federally and/or state funded are awarded on a reimbursement basis with the requirement that all contractor payment requests are reviewed for proof of completion of an activity outlined in the contract agreement, physical inspection (when applicable) to verify that all items requesting reimbursement have been completed to the extent outlined in the contract. This desktop monitoring activity is done each time a pay request is received, and for most contracts, it is done monthly.
2. Regular reports (usually monthly but some may require less regular reporting) on accomplishments and activities are required from each contractor or sub-recipient to show compliance with the approved tasks and responsibilities described in the contract. This includes audit reports commissioned by and for each agency if required by the Single Audit Act on federal, state, or local level.
3. On-site monitoring of all sub-recipients and contractors is undertaken at least annually to ensure compliance with state and federal regulations. Standard risk assessment criteria established by HUD and desktop monitoring are used to determine the scope of on-site monitoring examination for each agency.

Additional monitoring and technical assistance are provided as needed, based on risk analysis, problems discovered in desktop and/or on-site monitoring, and capacity building needs identified by the City staff or the agency.

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

During Program Year 2020-21, the City of Tallahassee expects to receive \$2,165,141 in CDBG funding, \$1,816,765 in HOME funding, and \$162,749 in ESG funding for a total of \$4,144,655. The anticipated amount assumes annual program allocations remain the same. Program income is also included for CDBG in the amount of \$10,930 and HOME in the amount of \$276,528. Total funds available also includes reprogrammed funds for CDBG in the amount of \$300,035 and for HOME in the amount of \$608,355. The CDBG, HOME, and ESG funds will be used to address the priority needs, goals, and objectives identified in the Consolidated Plan.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Federal	Affordable Housing Public Services Public Facilities Neighborhood Revitalization Planning & Admin	\$1,854,176	\$10,930	\$300,035	\$2,165,141	\$7,460,424	The CDBG Entitlement program provides annual grants to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons.
HOME	Federal	Affordable Housing CHDO Set-Aside Planning & Admin	\$931,882	\$276,528	\$608,355	\$1,816,765	\$4,833,640	HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to

								participating jurisdictions.
ESG	Federal	Rapid Re-Housing Homelessness Prevention Shelter Operations Street Outreach Planning & Admin	\$162,749	\$0	\$0	\$162,749	\$650,996	The Emergency Shelter Grant Program is a program that provides resources to address homeless and special needs.

Table 56 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied.

The City leverages its federal funds by using them in conjunction with state and local funding. State SHIP is often used to fund activities that are of an emergency nature and are too difficult to complete timely with the restrictions attached to the federal funds. In addition, the City has a local Affordable Housing Trust fund (AHT) which is used for affordable housing activities. While the City currently has a large amount of excess matching funds from past years, both SHIP and AHT funding is often used as matching funds for HOME-like and other eligible projects.

City general revenue and Leon County funds are combined with the public services funded with federal funds to support human service activities in the community. General revenue funding is also used for affordable housing strategies such as the water and sewer fee waiver program which provides funding to pay these fees as provided by ordinance allowing the developers of affordable housing to decrease their costs and pass this savings on to the homebuyer.

In addition, the City Commission is considering a policy to dedicate funding from land sales and general fund budget surpluses to the Affordable Housing Trust Fund, providing a regular, dedicated source of funding to be used for affordable housing.

If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City currently owns property acquired under the NSP program funded through the State of Florida. That property may be used in conjunction with other property subsequently acquired with non-federal funds or federal funds to target the area for CDBG/NSP eligible activities.

The City periodically acquires land through various means such as surplus parcels acquired for public improvements, foreclosures associated with outstanding code enforcement liens and violations and through donations. The City's process for disposal of surplus property includes a review by City departments to determine whether the property has a City related use. The Department of Housing and Community Resilience reviews these parcels and determines if the property can serve a community development or housing purpose.

The Tallahassee Community Redevelopment Agency (CRA) can acquire property to facilitate redevelopment objectives and provides funding for affordable housing. The City has coordinated with the CRA to advance their common objectives which include the construction and preservation of affordable housing. The CRA has also provided funding for the purchase of land when it would be amenable to future development of affordable housing or neighborhood revitalization or improvement.

According to the Tallahassee Affordable Housing Advisory Committee Report, the City maintains an inventory of all publicly available land suitable for affordable housing development. The following map is contained on the City of Tallahassee Real Estate Services Department webpage and identifies publicly held land (yellow outlined parcels) that is currently available for development. The map is interactive and when selecting a specific parcel, the map provides address and acreage.

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Housing Rehabilitation	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	CDBG: \$184,643 HOME: \$400,000	Homeowner Housing Rehabilitated: 30 Units Rehabilitated
2	Down-Payment Assistance	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$150,000	Direct Financial Assistance to Homebuyers: 15 Households Assisted
3	New Construction	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$475,000	Homeowner Housing Added: 6 Units Constructed

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Permanent Relocation	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	CDBG: \$50,000	Other: 10 Households Receiving Relocation Assistance
5	Acquisition	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$475,000	Other: 6 Units/Properties Acquired for the Development/Rehabilitation of Affordable Housing
6	CHDO Set-Aside	2020	2021	Affordable Housing	City Wide	Increase Access to Affordable Housing	HOME: \$225,000	Rental Units Constructed/Rehabilitated: 5 Units Constructed/Rehabilitated
7	Neighborhood Revitalization	2020	2021	Affordable Housing	Neighborhood Revitalization Strategy Area	Increase Access to Affordable Housing	CDBG: \$400,000	Other: 150 Units Rehabilitated/Acquired/Removed for Blight
8	Public Service Assistance	2020	2021	Non-Homeless Special Needs Non-Housing Community Development	City Wide; Neighborhood Revitalization Strategy Area	Increase Access to Public Services	CDBG: \$871,890	Public Service Activities Other Than Low/Moderate Income Housing Benefit: 1,125 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
9	Public Facilities	2020	2021	Non-Housing Community Development	City Wide	Improve Access to Public Facilities	CDBG: \$300,000	Public facility or infrastructure activities other than low/moderate-income housing benefit: 3 Facilities Improved
10	Rapid Re-Housing	2020	2021	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$87,749	Tenant-based rental assistance / Rapid Rehousing: 50 Persons Assisted
11	HMIS Administration	2020	2021	Homeless	City Wide	Increase Access to Homeless Services and Prevention	ESG: \$75,000	N/A
12	Planning and Administration	2020	2021	Planning and Administration	City Wide	Program Administration	CDBG: \$370,608 HOME: \$91,765	N/A

Table 57 – Goals Summary

Goal Descriptions

1	Goal Name	Housing Rehabilitation
	Goal Description	Funds assist with maintaining and preserving the City's existing affordable housing stock and provides decent housing for low income households. Funding is used for rehabilitation of owner-occupied homes for low-and moderate-income households or single-family homes for resale to an eligible buyer.
2	Goal Name	Down-Payment Assistance
	Goal Description	Funds support affordable housing and self-sufficiency by providing homeownership opportunities to eligible low-income buyers. This program provides direct financial assistance for purchase of a home. It is paired with homebuyer education and counseling using federal or non-federal resources.
3	Goal Name	New Construction
	Goal Description	Supports the increase of affordable housing units through the construction of new owner and rental units. Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction of single-family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.
4	Goal Name	Permanent Relocation
	Goal Description	Funds support the provision of decent housing and decreases the risk of becoming homeless by providing assistance to households displaced through code action to enable them to be relocated into permanent housing.
5	Goal Name	Acquisition
	Goal Description	Funds assist with increasing affordable units and providing decent housing through acquisition of real property to support construction of affordable housing. Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction of single-family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.

6	Goal Name	CHDO Set-Aside
	Goal Description	In accordance with HOME requirements, this funding is set aside and awarded only to eligible CHDO organizations for construction or rehabilitation of affordable housing for low income households (at or below 80% AMI) or make rental housing affordable.
7	Goal Name	Neighborhood Revitalization
	Goal Description	Provision of funds to support the City's Neighborhood First Implementation Plans. Activities will take place in the Neighborhood Revitalization Strategy Area and will include affordable housing activities such as housing rehabilitation, acquisition, and removal of blight.
8	Goal Name	Public Service Assistance
	Goal Description	Create a suitable living environment by increasing the availability of public services to low income residents, youth, elderly, children, persons with disabilities, and the homeless or at-risk of becoming homeless.
9	Goal Name	Public Facilities
	Goal Description	Supports creating a suitable living environment by funding improvements to community service centers and resiliency improvements to public facilities in low- and moderate-income neighborhoods allowing centers to be used during times of crisis. These service centers are often used in conjunction with the provision of public services to low and moderate-income households funded through federal or non-federal funding.
10	Goal Name	Rapid Re-Housing
	Goal Description	Provides decent housing, decreases homelessness, and supports self-sufficiency by providing affordable rental housing to those experiencing homelessness as well as the administration involved in implementing the activity.
11	Goal Name	HMIS Administration
	Goal Description	Funds for the administration of the Homeless Management and Information System (HMIS).

12	Goal Name	Planning and Administration
	Goal Description	Funds will be used for the administration and implementation of the CDBG, HOME, and ESG programs. Activities include staff salaries; financial responsibility; and preparation of HUD required documents such as the Consolidated Plan, Annual Action Plan, CAPER, and Analysis of Impediments. Activities also include fair housing planning and environmental studies.

Table 58 – Goal Descriptions

Projects

AP-35 Projects – 91.220(d)

Introduction

The City will undertake various projects during the 2020-2021 program year focused on providing decent affordable housing and creating a suitable living environment for residents. The City will utilize their HUD CDBG, HOME, and ESG grant allocations to carry out activities intended to address priority needs in the community and ensure the greatest impact to beneficiaries.

Projects

#	Project Name
	CDBG
1	CDBG Program Administration
2	Housing Rehabilitation
4	Permanent Relocation
5	Neighborhood Revitalization
6	Public Health Programs
7	Youth Services
8	Senior Services
9	Services for Persons with Disabilities
10	Children's Services
11	Physical Health Services
12	Resilience Hubs Hardening
	HOME
1	HOME Program Administration
2	Housing Rehabilitation
3	Down-Payment Assistance
4	New Construction
5	Acquisition
6	CHDO Set-Aside
	ESG
1	Rapid Re-Housing
2	HMIS Administration

Table 59 – Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs.

In identifying priorities, the City uses a ranking system to determine needs as low, medium, high, or no need. In ranking needs within the community, the City takes into consideration information from the Needs Assessment, Housing Market Analysis, citizen participation process, and agency consultation. The County assesses the amount of funding available and which activities can be funded within budget to address high priority needs.

The priority ranking system is as follows:

- High Priority: Activities determined as a critical need and will be funded during the Consolidated Plan period.
- Medium Priority: Activities determined to be a moderate need and may be funded during the Consolidated Plan period as funds are available.
- Low Priority: Activities determined as a minimal need and are not expected to be funded during the Consolidated Plan period.
- No Need: Activities determined as not needed or are being addressed in a manner outside of the Consolidated Plan programs. Funding will not be provided for these activities during the Consolidated Plan period.

There are various elements that produce obstacles to meeting need within the community. Addressing all housing, homeless, and community developments needs is a difficult task due to lack of funding. The current housing market and economic environment also serve as barriers to meeting needs. Housing values have increased tremendously limiting access to affordable housing for low income persons while stagnant incomes have added to the number of families and individuals needing access to services. The City utilizes its CDBG, HOME, and ESG funds to the fullest extent to assist in meeting underserved needs. Leveraging efforts with public and private entities are also made to supplement federal funds and increase the resources available to address community needs.

AP-38 Project Summary

Project Summary Information

1	Project Name	Housing Rehabilitation -CDBG
	Target Area	City Wide
	Goals Supported	Housing Rehabilitation
	Needs Addressed	Increase Access to Affordable Housing
	Funding	CDBG: \$184,643
	Description	Funding is used for rehabilitation of owner-occupied homes for low-and-moderate income households, single family homes for resale to an eligible buyer, or for rental units made available to low-and moderate-income households. The program includes lead-based paint testing to ensure that all pre-1978 housing that is not exempt is tested for lead paint hazards. Temporary relocation is also provided as part of the rehabilitation program, if necessary. It covers necessary expenses as allowed by the temporary relocation policy for those households receiving rehabilitation services. These expenses consist primarily of storage of household goods and sometimes temporary lodging when deemed necessary when other options are not available.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 15 very-low, low, or moderate-income households.
	Location Description	City Wide
	Planned Activities	Housing Rehabilitation
2	Project Name	Permanent Relocation
	Target Area	City Wide

	Goals Supported	Permanent Relocation
	Needs Addressed	Increase Access to Affordable Housing
	Funding	CDBG: \$50,000
	Description	Provision of funds to install an ADA accessible prefabricated concrete restroom and concession stand.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 10 very-low, low, or moderate-income households.
	Location Description	City Wide
	Planned Activities	Financial assistance for relocation expenses.
3	Project Name	Neighborhood Revitalization
	Target Area	Neighborhood Revitalization Strategy Area
	Goals Supported	Neighborhood First Activities
	Needs Addressed	Increase Access to Affordable Housing
	Funding	CDBG: \$400,000
	Description	Funds will support the City's Neighborhood First Implementation Plans. Activities will take place in the Neighborhood Revitalization Strategy Area and will include affordable housing activities such as housing rehabilitation, acquisition, and removal of blight.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 150 very-low, low, or moderate-income households.
	Location Description	Neighborhood Revitalization Strategy Area (Bond Community, Frenchtown, Southside Neighborhoods)

	Planned Activities	Housing rehabilitation, acquisition, removal of blight.
4	Project Name	Public Health Programs
	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$271,890
	Description	The program will provide a variety of physical and mental health programs centered in low- and moderate-income neighborhood service centers for those living in the target areas.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 150 extremely low, low, and moderate-income persons.
	Location Description	City Wide
	Planned Activities	Health services.
5	Project Name	Youth Services
	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$121,283.50
	Description	An after-school, summer enrichment and girls mentoring program providing structured enrichment activities for youth, K-12. Supportive services provided include homework assistance, cultural enrichment, social skills development, reading initiatives, literacy skills, and nutrition and health education.

	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 125 extremely low, low, and moderate-income youth.
	Location Description	City Wide
	Planned Activities	After school program, summer programs, educational programs.
6	Project Name	Senior Services
	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$80,283.50
	Description	The program will provide a variety of health programs and accessing that focus on prevention and health maintenance for those 55 and older living in the target areas.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 150 elderly persons who are a limited clientele population and assumed to be low-income.
	Location Description	City Wide
	Planned Activities	Health services.
7	Project Name	Services for Persons with Disabilities
	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$102,811

	Description	The goal of this program is to provide persons with disabilities the opportunity to achieve, maintain, and strengthen their level of independence by providing a range of services such as environmental modifications, and medical supplies and equipment.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 350 persons with disabilities who are a limited clientele population and assumed to be low-income.
	Location Description	City Wide
	Planned Activities	Accessible accommodations and essential services.
8	Project Name	Children's Services
	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$104,697
	Description	The goal is to create suitable living environments by assisting with enrollment into Head Start and Early Head Start. The focus is on families with special needs children, children born to teen mothers, foster care children, and families receiving TANF.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 200 extremely low, low, and moderate-income children and youth.
	Location Description	City Wide
	Planned Activities	Educational programs.
	Project Name	Physical Health Services

9	Target Area	City Wide
	Goals Supported	Public Service Assistance
	Needs Addressed	Increase Access to Public Services
	Funding	CDBG: \$190,925
	Description	This program addresses basic needs such as food, transportation and utility assistance. It also provides medical case management, mental health and substance abuse counseling, housing assistance, preventative education, support groups and medical transportation.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 150 extremely low, low, and moderate-income persons and limited clientele populations.
	Location Description	City Wide
	Planned Activities	Essential services, counseling, case management, transportation.
10	Project Name	Resilience Hubs Hardening
	Target Area	City Wide
	Goals Supported	Public Facilities
	Needs Addressed	Improve Access to Public Facilities
	Funding	CDBG: \$300,000
	Description	This funding is used for resiliency improvements to public facilities in low- and moderate-income neighborhoods allowing the center to be used during times of crisis. These service centers are often used in conjunction with the provision of public services to low and moderate-income households funded through federal or non-federal funding.
	Target Date	9/30/2021

	Estimate the number and type of families that will benefit from the proposed activities	This project will improve 3 community service centers serving extremely-low, low, and moderate-income persons.
	Location Description	City Wide
	Planned Activities	Resiliency improvements.
11	Project Name	Housing Rehabilitation
	Target Area	City Wide
	Goals Supported	Housing Rehabilitation
	Needs Addressed	Increase Access to Affordable Housing
	Funding	HOME: \$400,000
	Description	Funding is used for rehabilitation of owner-occupied homes for low-and-moderate income households, single family homes for resale to an eligible buyer, or for rental units made available to low-and moderate-income households. The program includes lead-based paint testing to ensure that all pre-1978 housing that is not exempt is tested for lead paint hazards. Temporary relocation is also provided as part of the rehabilitation program, if necessary. It covers necessary expenses as allowed by the temporary relocation policy for those households receiving rehabilitation services. These expenses consist primarily of storage of household goods and sometimes temporary lodging when deemed necessary when other options are not available.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 15 very-low, low, or moderate-income households.
	Location Description	City Wide
	Planned Activities	Housing rehabilitation.
	Project Name	Down-Payment Assistance

12	Target Area	City Wide
	Goals Supported	Down-Payment Assistance
	Needs Addressed	Increase Access to Affordable Housing
	Funding	HOME: \$150,000
	Description	This program provides direct financial assistance for purchase of a home. It is paired with homebuyer education and counseling using federal or non-federal resources.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 15 very-low, low, or moderate-income households.
	Location Description	City Wide
	Planned Activities	Financial assistance for down-payment, closing costs, gap financing, housing counseling.
13	Project Name	New Construction
	Target Area	City Wide
	Goals Supported	New Construction
	Needs Addressed	Increase Access to Affordable Housing
	Funding	HOME: \$475,000
	Description	Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction or rehabilitation of single family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.
	Target Date	9/30/2021

	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 6 very-low, low, and moderate-income households.
	Location Description	City Wide
	Planned Activities	Construction of affordable housing
14	Project Name	Acquisition
	Target Area	City Wide
	Goals Supported	Acquisition
	Needs Addressed	Increase Access to Affordable Housing
	Funding	HOME: \$475,000
	Description	Funding will be used for a variety of City sponsored initiatives such as the Community Land Trust and City In-Fill Lots program to encourage new construction or rehabilitation of single family affordable homes or multifamily units for rental or sale to an eligible buyer or low/moderate household.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 6 very-low, low, and moderate-income households.
	Location Description	City Wide
	Planned Activities	Acquisition of real property to support the construction of affordable housing.
15	Project Name	CHDO Set-Aside
	Target Area	City Wide
	Goals Supported	CHDO Set-Aside
	Needs Addressed	Increase Access to Affordable Housing
	Funding	HOME: \$225,000

	Description	In accordance with HOME requirements, this funding is set aside and awarded only to eligible CHDO organizations for construction or rehabilitation of affordable housing for low income households (at or below 80% AMI) or make rental housing affordable.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 5 very-low, low, and moderate-income households.
	Location Description	City Wide
	Planned Activities	New construction, rehabilitation.
16	Project Name	Rapid Re-Housing
	Target Area	City Wide
	Goals Supported	Rapid Re-Housing
	Needs Addressed	Increase Access to Homeless Services and Prevention
	Funding	ESG: \$87,749
	Description	Provision of funds to include the activity of rapid re-housing to assist households experiencing homelessness as well as the administration activity to implement the project.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	This project will benefit 50 households experiencing homelessness or at-risk of becoming homeless.
	Location Description	City Wide
	Planned Activities	Rapid Re-Housing
17	Project Name	HMIS Administration
	Target Area	City Wide

	Goals Supported	HMIS Administration
	Needs Addressed	Increase Access to Homeless Services and Prevention
	Funding	ESG: \$75,000
	Description	Provision of funds to manage, operate, and administer the Homeless Management and Information System (HMIS).
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	N/A
	Location Description	City Wide
	Planned Activities	HMIS Administration
18	Project Name	CDBG Program Administration
	Target Area	NA
	Goals Supported	Planning and Administration
	Needs Addressed	Program Administration
	Funding	CDBG: \$370,608
	Description	Funds will be used for the administration and implementation of the HUD CDBG program.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	NA
	Location Description	NA

	Planned Activities	Activities include staff salaries; financial responsibility; and preparation of HUD required documents such as the Consolidated Plan, Annual Action Plan, CAPER, and Analysis of Impediments. Activities also include fair housing planning and environmental studies.
19	Project Name	HOME Program Administration
	Target Area	NA
	Goals Supported	Planning and Administration
	Needs Addressed	Program Administration
	Funding	HOME: \$91,765
	Description	Funds will be used for the administration and implementation of the HUD HOME program.
	Target Date	9/30/2021
	Estimate the number and type of families that will benefit from the proposed activities	NA
	Location Description	NA
	Planned Activities	Activities include staff salaries; financial responsibility; and preparation of HUD required documents such as the Consolidated Plan, Annual Action Plan, CAPER, and Analysis of Impediments. Activities also include fair housing planning and environmental studies.

Table 60 – Project Descriptions

AP-50 Geographic Distribution – 91.220(f)**Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed.**

The City's federal grant funded programs for affordable housing, public services, and public facilities are available City-wide. The City promotes these programs to residents, businesses, and non-profit organizations that reside in or provide services to these targeted areas more heavily and has targeted some non-federal funding for public services to those areas in the past. The City's housing programs are concentrated on scattered sites throughout the City. The priority community development needs and public service locations will be throughout the City. The City has designated census tracts and block groups that qualify as low- and moderate-income per HUD regulations. If the City funds projects that must meet the low-moderate income area benefit criteria, they will be in the qualified census tracts and block groups.

The City also has a designated Neighborhood Revitalization Strategy Area which is the focus of comprehensive redevelopment and revitalization efforts. Community revitalization projects such as housing and economic development activities will take place within the NRSA in accordance with the criteria set forth in HUD's regulations.

The primary distribution of the population benefiting from the grant assistance programs will be citywide, and in most cases extremely low, low, and moderate-income. Beneficiaries will also include elderly, youth, children, persons with disabilities, and the homeless or at-risk of becoming homeless.

Geographic Distribution

Target Area	Percentage of Funds
City Wide	87%
Neighborhood Revitalization Strategy Area	13%

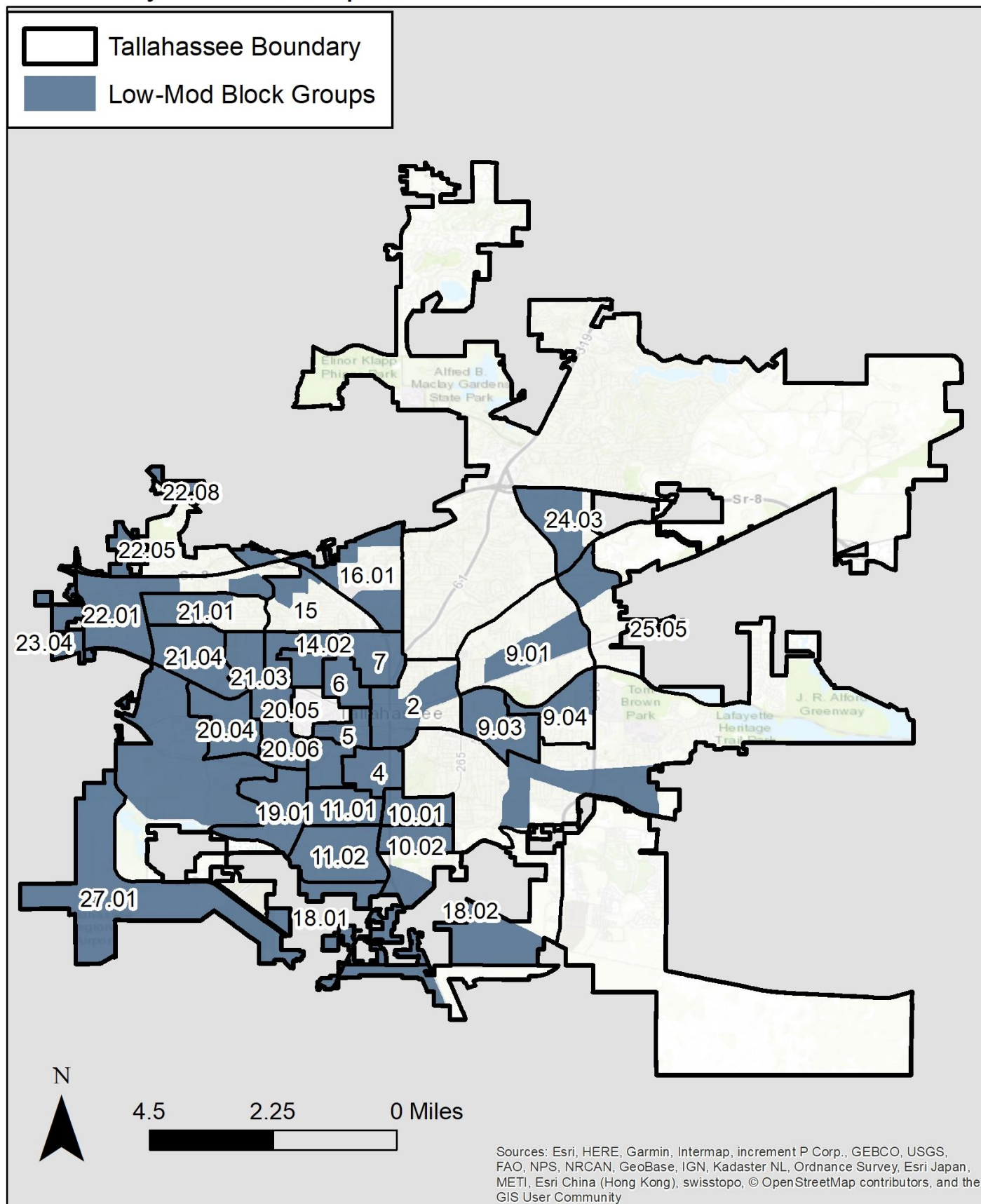
Table 61 - Geographic Distribution

Rationale for the priorities for allocating investments geographically.

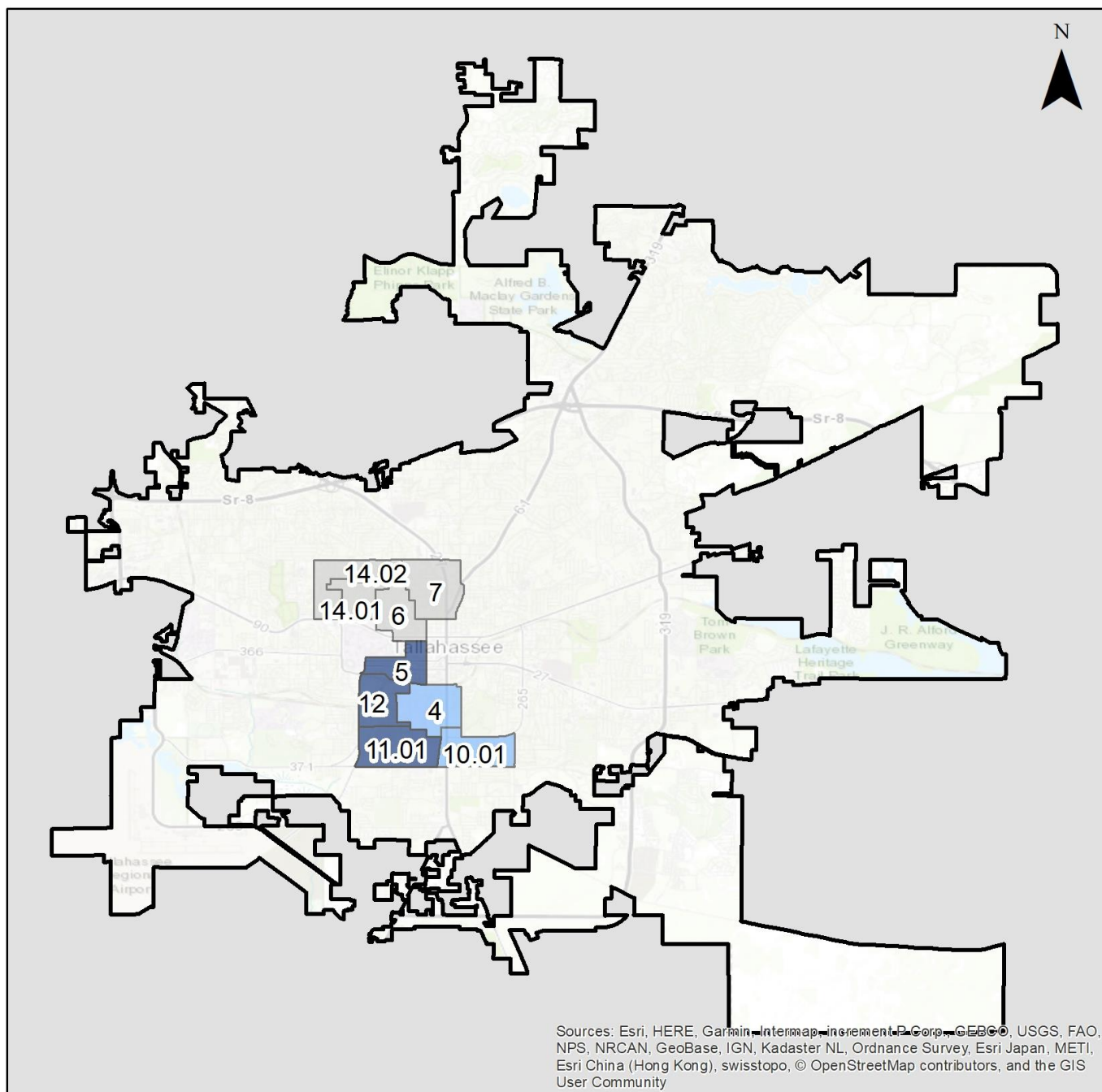
The needs assessment, market analysis, and community meetings determined that various areas throughout the City suffer from a lack of affordable housing and that homeless and special needs populations require public/social services to reduce poverty. In addition, through a comprehensive analysis it was determined that the Neighborhood Revitalization Area suffers from a lack of affordable housing and is in significant need of comprehensive revitalization.

The City adheres to all program-specific eligibility requirements when allocating funds. Funds are allocated on a priority need basis in neighborhoods that demonstrate compliance with HUD's low- to moderate-income criteria. The maps on the following pages identifies LMI census block groups in the City of Tallahassee and Neighborhood Revitalization Strategy Area census block groups and associated neighborhoods.

Low/Moderate Income Population by Block Group and Census Tract in Tallahassee



NRSA Neighborhoods and Census Tract IDs



Neighborhood

- Bond Community
- Frenchtown
- Southside



Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

In PY 2020-21 the City of Tallahassee will support affordable housing through its CDBG, HOME, and ESG programs by funding activities including: housing rehabilitation, down-payment assistance, new construction, temporary and permanent relocation, acquisition, and rapid re-housing.

One Year Goals for the Number of Households to be Supported	
Homeless	50
Non-Homeless	247
Special-Needs	0
Total	297

Table 62 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	50
The Production of New Units	11
Rehab of Existing Units	140
Acquisition of Existing Units	96
Total	297

Table 63 - One Year Goals for Affordable Housing by Support Type

AP-60 Public Housing – 91.220(h)

Introduction

The public housing needs in Tallahassee are two-fold and include capital improvement needs to improve the physical condition and accessibility of public housing units and the provision of supportive services for residents of public housing to attain self-sufficiency. This section describes how the City will address the needs of public housing during the program year.

Actions planned during the next year to address the needs to public housing

The City does not anticipate utilizing any PY 2021-2020 funds to address the needs of public housing as these needs are addressed by the housing authority. City staff will however continue to be an active partner with the Tallahassee Housing Authority (THA) and, whenever possible, will provide financial support for THA's competitive applications for low income housing tax credits, State Apartment Incentive Loan Program, or other resources to address the public housing needs.

The City will also continue to work with the THA (or their representative) to obtain necessary supporting forms that require execution by the City as needed for applications to HUD, Florida Housing Finance Corporation, Federal Home Loan Bank, and other funders.

Actions to encourage public housing residents to become more involved in management and participate in homeownership

The City of Tallahassee is an active member of the THA's Coordinating Committee for its FSS Program. In that role, the City assists in developing resources to support program planning initiatives that are designed to encourage public housing residents to become more self-sufficient, to explore opportunities, and when appropriate, to be active in management.

The City will encourage public housing residents to pursue homeownership through the City's Down Payment Assistance program and other housing services that are funded by the City including housing and financial counseling.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

N/A

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Residents who participated in the community survey expressed that there is a high need for homeless prevention activities, permanent housing programs, and shelters. The City contributes to addressing needs to prevent and end homelessness through setting priorities for funding and braiding federal funding with local dollars to conduct activities to prevent and end homelessness in Tallahassee. The Big Bend CoC measures success of their interventions in the housing crisis response system through HUD-identified performance measures and overarching objectives that are actions to reduce homelessness. However, the City's contribution to the increase of housing units, funding for services, and prevention efforts improve the community's ability to address homelessness among all populations and those with special needs appropriately.

The Big Bend Continuum of Care (Big Bend CoC) has also adopted specific goals and actions related to Emergency Shelter, employment & income support services, prevention and diversion, emergency assistance, transportation assistance, healthcare/benefits, Coordinated Entry (intake, assessment, referrals), Permanent Supportive Housing (PSH), other permanent housing, medium term supportive housing/Transitional Housing, child care, Rapid Re-Housing (RRH), rental housing, outreach, education, and homeownership. Additionally, the CoC has identified goals to increase funding sources, housing options, expand collaborations to address homelessness among specific subpopulations, and improve engagement with consumers to help with housing retention.

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including:

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

Using part of the City's dedicated ESG funding to complete the Point in Time Count (PIT Count), the Big Bend CoC helps identify persons residing in sheltered and unsheltered locations. Those who conduct the unsheltered count as well as outreach workers engage persons who otherwise would not connect with services, access shelter, or be counted. Through ESG funds, the City dedicates funding to the Big Bend CoC for outreach activities. The City recognizes the importance of Homeless Prevention and Rapid Re-Housing activities which help the CoC achieve the goal of making homelessness rare, brief, and one-time.

The Apalachee Center Homeless Project provides outpatient services for persons with a major mental illness through outreach, case management, psychiatric medication management, and supportive services. Persons experiencing homelessness, who have no insurance are eligible

receive psychiatric support through this federally funded outpatient program. Big Bend Community Based Care (Big Bend CBC) is responsible for managing an effective system of mental health and substance use services for indigent individuals and underinsured, who many times, overlap into the housing crisis response system.

Additionally, Capital City Youth Services (CCYS) provides support to run-away and homeless youth at their drop-in center. Supported by the City's general revenue, Connecting Everyone with Second Chances (CESC) offers case management services to shelter and unsheltered persons experiencing homelessness.

Addressing the emergency shelter and transitional housing needs of homeless persons

With the City's contribution of \$162,749 of ESG funding, the goal is to serve 50 persons with Rapid Re-housing and administer the Homeless Management Information System (HMIS). CESC offers shelter as part of their facility and services in addition to Big Bend Homeless Coalition's HOPE Shelter. During cold nights, CESC operates a cold weather shelter.

Respondents of the community survey verbalized the importance of addressing needs for persons experiencing homelessness within the community. The community's feedback resulted in a large number of respondents expressing that there is a high need for shelters for homeless persons and victims of domestic violence. Transitional Housing scored much lower. Comments regarding emergency shelter and transitional housing include the need for low-barrier and temporary housing options, frustration that the emergency shelter was moved away from downtown making it inaccessible by walking, and all housing needs to be located near transit. The City is dedicated to contributing both federal and non-federal funding to support activities to prevent and end homelessness in Tallahassee.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of Tallahassee provides \$87,749 in ESG funds to the Big Bend CoC for Rapid Re-Housing activities. These activities are earmarked as high priorities by the Big Bend CoC and directly relate to reducing the amount of time an individual or family experiencing a homeless episode. The City continues to participate in CoC-led activities such as board participation and the Affordable Housing Committee to maximize the use of these funds.

The community members who participated in the survey emphasized the importance of supportive services for persons experiencing homelessness, especially case management which should be provided prior to and once housed. Feedback includes more programs that only require people to pay 30% of their income toward rent and that new development should have one third of the units set aside for affordable housing. Rapid Rehousing and Permanent Housing are the two categories that received the most responses and these housing interventions are recognized as the highest of all homeless specific needs. To reduce the length of time homeless and help formerly homeless households retain their housing, the community finds that there is a high need for supportive services within housing programs.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

Homeless prevention activities solicited many responses within the high need category when community members ranked needs for persons experiencing homelessness in Tallahassee. Homeless Prevention activities are of the highest importance and the City dedicates funding to assist with preventing homelessness among its residents.

Discussion

The homeless-specific goals and actions are thoughtfully aligned with the Big Bend Continuum of Care's strategy to make homelessness rare, brief, and one-time in the City of Tallahassee.

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

Government regulations including land use/zoning codes and building codes adopted by a jurisdiction have the potential to impact the cost of housing and limit the supply of affordable housing. The City of Tallahassee recognizes that there can be institutional, regulatory, or policy barriers to development and promotion of access to affordable housing. Some of these barriers are at the discretion of City policymakers, including the permitting, zoning, and housing & community development offices. The following barriers may impact the development of affordable housing:

- Development approvals process. The development approval process can be time- and resource-intensive, particularly for developers of affordable housing.
- Density restrictions. Depending on the maximum allowable density in any given zoning category, higher density housing developments may be prohibited. Higher density housing is typically able to absorb more income-restricted housing and still maintain profitability for the developer, in addition to naturally enhancing the availability of housing overall in the City.
- Parking and setback requirements. Depending on the restrictions of parking and setbacks in the local land use code and comprehensive plan, these requirements may prohibit development of affordable housing.
- Affordable housing accessible to transit. Low-income households are more likely to depend on public transportation as a means of mobility. A lack of affordable housing near public transportation networks places an inherent restriction on a family's ability to reasonably access housing.
- Not In My Back Yard (NIMBY) Syndrome. The social and financial stigma of affordable housing can lead to significant resistance from surrounding properties.

In the case of new construction, significant barriers to creating affordable housing are reductions in federal and state housing funds, the land costs, impact fees, zoning, and compliance with new hurricane standards building codes.

In the case of existing housing rehabilitation, the cost of upgrading to new construction codes is a barrier. Health Department regulations restrict expansion of existing septic systems and the Federal Emergency Management Agency (FEMA) restricts rehabilitations to existing structures beyond a certain value on properties located within 100-year Floodplain.

As a recipient of funding from the US Department of Housing and Urban Development (HUD), the City of Tallahassee develops an Analysis of Impediments to Fair Housing Choice (AI) to identify impediments or barriers to affordable housing and fair housing choice. The City's most recent Analysis of Impediments identified the following impediments to affordable housing and fair housing choice:

- Lack of awareness by residents and landlords of fair housing laws;
- High number of fair housing complaints on the basis of disability;
- Insufficient supply of affordable rental and homeowner housing in high opportunity census tracts;
- Low labor market engagement for Blacks/African Americans relative to White households;
- Concentration of housing vouchers in segregated and high poverty neighborhoods; and
- Poor credit history and collateral as a barrier to accessing traditional capital and wealth building through homeownership, especially for Black/African American residents

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

To combat negative effects of public policies that serve as barriers to affordable housing, the City adopted an Affordable Housing Incentive Plan as part of their Local Housing Assistance Plan (LHAP). The LHAP is required to participate in the State Housing Initiatives Partnership (SHIP) program. The SHIP program requires that the City adopt two incentives – expedited permitting for affordable housing projects and the regular review of regulatory actions that may impact the cost of housing. In addition to these two incentives, the City also adopted other incentives recommended by its Affordable Housing Advisory Committee (AHAC). The additional incentives include water/sewer connection fee exemption, density bonus for inclusionary housing, regulation reduction for inclusionary housing, density bonus for affordable housing, regulation reduction for affordable housing, and allowance of accessory dwelling units in residential districts.

In January 2019, City Commission directed the development of a five-year strategic plan that would steer policy setting, budget decisions, and chart progress toward achieving collective aspirations for the community. The plan focuses on Economic Development, Impact of Poverty, Organizational Effectiveness, Public Infrastructure, Public Safety, Public Trust, and Quality of Life.

The City identified “facilitate and encourage the construction of affordable housing units” as an objective of its strategic plan. The five-year targets under this community objective include:

- 35 new affordable homes or rental units built through the Community Land Trust.
- 60 new homes built as a result of inclusionary housing programs.
- 15 Habitat for Humanity homes built by City employees.
- 125 down payment assistance grants awarded, creating pathways to home ownership.
- Secure funding for Purpose Built Community and redevelopment of an additional 200 dwelling units at the Orange Avenue Housing Complex.

The Housing Element of Leon County’s 2030 Comprehensive Plan includes an Affordable Housing objective outlining several policies including providing monetary incentives, such as a down payment assistance program and regulatory incentives, such as streamlined processing, to encourage the private sector to develop cost saving and innovative techniques for affordable housing initiatives. Funding Programs is also an objective identified in the Housing Element Since the County’s affordable housing program is predicated on obtaining non-property tax funding. The policy states “the Leon County Housing Finance Authority shall annually develop a financial plan for the rehabilitation of 30 units and the subsidy of down payment costs for 15 low income units which emphasizes, first, private sector funding; second, financial institution funding; third, state and federal housing funds, and fourth, grants”.

In addition, the Leon County and City of Tallahassee Commissions established an Affordable Housing Workgroup. The Affordable Housing Workgroup is a thirteen-person body composed of representatives from local government, non-profit housing and homeless service providers, and affordable housing clients. The Workgroup was charged with developing recommendations which: (a) develop a plan for a multifamily affordable housing project which utilized multiple funding sources, (b) provide for coordination and collaboration for local government, non-profit and for-profit resources, (c) encourage housing designs that considered the needs of residents and enhances the overall community, (d) leverage the financial resources of local, state, and federal resources to address permanent supportive housing for the homeless population, (e) engage organizations that promote best practices in affordable housing models, and (f) recommend a structure that would sustain the collaborative effort of the Affordable Housing Workgroup.

In the event any policies or regulations are identified as barriers to affordable housing, staff and the advisory committee will review those policies or regulations. In addition, the City will continue to reduce possible regulatory and barriers to the development of affordable housing in the next year as follows:

- Continued use of general revenue or other government funds for the payment of water and sewer connection fees under the local ordinance;
- Fast-tracking the permitting process for affordable housing developments;
- Maintain and implement those incentives to affordable housing as recommended by the Affordable Housing Advisory Committee to the extent possible; and
- Continued partnership with the County through the Affordable Housing Workgroup to address recommendations regarding barriers to affordable housing.

Further, the City recently updated its Analysis of Impediments to Fair Housing Choice and will implement mitigation strategies to address barriers to affordable housing based upon the findings of the AI.

AP-85 Other Actions – 91.220(k)

Introduction:

The City of Tallahassee recognizes that the needs of its residents extend beyond housing and infrastructure. These needs include reducing lead-based paint hazards, reducing poverty, developing institutional structures, and enhancing coordination between public and private social service agencies. The following is a list of actions that the City intends to implement over the next fiscal year to achieve success in addressing the housing and community development needs of low to moderate income residents.

Actions planned to address obstacles to meeting underserved needs.

There are various elements that produce obstacles to meeting need within the community. The primary obstacle to meeting underserved needs is sufficient resources to meet the needs identified in the outreach conducted for this Action Plan. Addressing all housing, homeless, and community developments needs is a difficult task due to lack of funding. The City utilizes all possible resources and endeavors to secure additional private and public sources of financing over the course of the program year to meet underserved needs.

The current housing market and economic environment also serve as barriers to meeting needs as rental rates and home values have significantly increased while employee incomes have stayed stagnant increasing the number of families and individuals needing access to housing assistance and public services.

Over the timeframe covered by this Consolidated Plan and Annual Action Plan, the following actions will take place in an effort to address obstacles to meeting the underserved needs:

- Continue to educate the community on the needs of the underserved populations, the City's goals, objectives, and framework for community development in an attempt to alter negative perceptions.
- Continue to develop and nurture relationships with stakeholders in an effort to better identify needs.
- Continue to enhance the level of coordination among stakeholders to maximize outputs and deliver more efficient and effective services.
- Promote programs in targeted areas more heavily than City-wide.

Actions planned to foster and maintain affordable housing.

During PY 2020-2021, the City of Tallahassee will foster and maintain affordable housing through the use of its CDBG, HOME, and ESG programs by continuing to implement the Housing Rehabilitation Program, Down-Payment Assistance Program, Relocation Assistance Programs,

and Rapid Re-Housing Program. In addition, the City will acquire units or properties to support the construction of affordable housing.

The City will also continue to coordinate with its partners, including governmental entities and non-profit and for-profit developers to address the need for affordable housing units. This includes the use of HOME funds to support a Community Housing Development Organization (CHDO) that will construct or rehabilitate five units that will be sold or rented to very low or low-income households.

In addition, specific actions the City will take to foster and maintain affordable housing include:

- Continuing to encourage and reward collaborative projects that are consistent with the City's priorities and objectives;
- Continuing to educate affordable housing providers about funding sources and incentives available through the City or elsewhere;
- Continuing to monitor the condition of affordable housing to which the City has provided funding or incentives; and
- Holding joint meetings of the City and County's Affordable Housing Advisory Committees to address barriers to affordable housing.

Other measures the City will take to foster and maintain affordable housing includes supporting the City's Five-Year Strategic Plan objective of "facilitating and encouraging the construction of affordable housing units". The five-year targets under this community objective include:

- 35 new affordable homes or rental units built through the Community Land Trust.
- 60 new homes built as a result of inclusionary housing programs.
- 15 Habitat for Humanity homes built by City employees.
- 125 down payment assistance grants awarded, creating pathways to home ownership.
- Secure funding for Purpose Built Community and redevelopment of an additional 200 dwelling units at the Orange Avenue Housing Complex.

Actions planned to reduce lead-based paint hazards.

The City maintains regulatory compliance regarding the rehabilitation of any housing unit it assists by conducting lead-based paint tests. In conjunction with its Housing Rehabilitation Program, the City implements testing to ensure that all federally funded construction-related

activities undertaken undergo a lead paint assessment when appropriate based upon the age of the structure. If lead paint is detected, the City undertakes all required measures to mitigate and/or remove lead-based paint where it exists. The City procures certified providers of lead paint testing, abatement and clearance testing. In addition, all contracts and agreements executed by the City for the implementation of programs or projects where federal funding will be utilized contain lead-based paint requirements.

The City will continue to:

- Test all houses built prior to 1978 that are rehabilitated under the owner-occupied rehabilitation program for lead-based paint and, if found be sure the necessary mitigation work is incorporated into the rehabilitation work and clearance tests indicate the home is safe before allowing homeowner to occupy the home; and
- Require all agencies or sub-recipients contracted for the rehabilitation work to follow the lead-based paint rules and abide by the City's process.

Actions planned to reduce the number of poverty-level families.

The City will continue to carry out goals and objectives established within the Consolidated Plan to assist in reducing poverty. The overarching goal of the plan to benefit the greatest number of people to the greatest extent possible will resonate throughout the anti-poverty strategy. The City will implement various programs and projects that have been identified as the most beneficial to its residents and to assisting families in need. The City funds a number of agencies that provide public services to address the needs of persons in poverty. These agencies typically provide services to homeless and non-homeless special needs populations, as well as low- and moderate-income families. These services include housing, job/skills training and other assistance to promote self-sufficiency.

The City will continue to provide CDBG, HOME, and ESG funding, where appropriate, to support programs that are designed to help families gain self-sufficiency. One of City's goals for the Five-Year Consolidated Plan is to address the role of self-sufficiency in protecting and enhancing the condition of the City's housing stock and neighborhoods. The City will take the following steps to promote self-sufficiency and reduce the number of households living below the poverty level:

- Supporting the provision of public services such as child-care, health services, after-school programs, etc., for low and moderate-income households;
- Supporting the provision of homebuyer and financial education to low and moderate-income households; and
- Supporting the provision of permanent affordable and decent housing for homeownership or lease.

The City of Tallahassee also continues to work with the Big Bend Homeless Coalition (BBHC) and the Big Bend Continuum of Care Network to leverage funding to prevent poverty and homelessness.

Actions planned to develop institutional structure.

The City of Tallahassee Department of Housing and Community Resilience serves as the lead entity in carrying out the Consolidated Plan along with various public, private, and non-profit agencies. The City has developed sufficient capabilities for implementing and administering programs in house and continues to foster agency coordination. Collaboration between local, county, and state agencies is important in successfully carrying out the goals and objectives identified in the Consolidated Plan and addressing community needs. The City also works closely with the City Manager, Assistant City Manager, and City Commissioners to assure coordination in implementing programs.

Structured service delivery systems are critical to the long-term success of community development efforts in the City. These systems assist in proper targeting of resources, efficient use of those resources, and meaningful change in the number of poverty-level families in the City. The City of Tallahassee will continue to engage in coordination efforts between governmental agencies operating within the City, and continued support for institutional efforts to address long-term challenges in the region.

The City of Tallahassee has a strong institutional delivery system. A wide range of services are available in the community, including homelessness prevention services, street outreach services, and supportive services. These programs are provided by nonprofit organizations and Continuum of Care (CoC) member agencies.

In addition, the City will support the following steps to develop institutional structure:

- Provide opportunities for capacity building through the provision and coordination of training opportunities for local organizations.
- Participate in training opportunities available to City staff.
- Provide technical assistance when staff has the capacity to do so (e.g., HOME or HOME CHDO, CDBG, ESG, etc.).
- Take advantages of opportunities to receive technical assistance and training.

Actions planned to enhance coordination between public and private housing and social service agencies.

The City has made great efforts to increase agency coordination by continuing to communicate the City's strategic goals. It is essential that the Department of Housing and Community

Resilience fosters and maintains partnerships with other agencies and organizations for the successful delivery of its housing and community development programs. The City will:

- Continue participation in the City/County workgroup on affordable housing.
- Continue participation with the Big Bend Continuum of Care in the regular network meetings.
- Continue participation in neighborhood meetings to determine their needs and obtain input relative to City activities and projects funded.

As sub-recipients often administering and implementing programs funded through the City, non-profit organizations play a key role in delivering services to the public and providing programs essential to the community such as homeless services, youth programs, elderly programs, and special needs services. The City of Tallahassee will continue to work with non-profit agencies in carrying out Consolidated Plan strategies.

Further, public and private entities can effectively support the delivery of programs and services by offering additional resources that can be leveraged to supplement existing services or fill in gaps. Tallahassee will continue to seek additional funding sources for neighborhood livability and housing investment in the City. The City will partner with lenders, affordable housing developers, and business and economic development organizations when possible. The City will also continue to participate in the Continuum of Care.

In addition, the City works very closely with the Tallahassee Housing Authority in providing services for low-income public housing to enhance planning for services. The City coordinates with the housing authority on evaluation of proposed projects and for the implementation of the Public Housing Strategy in the Consolidated Plan. The City and the housing authority collaborate when identifying five-year goals and priorities and in making sure that services are delivered successfully.

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	\$10,930
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan	\$0
3. The amount of surplus funds from urban renewal settlements	\$0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan.	\$0
5. The amount of income from float-funded activities	\$0
Total Program Income	

Other CDBG Requirements

1. The amount of urgent need activities	\$0
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**HOME Investment Partnership Program (HOME)
Reference 24 CFR 91.220(l)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

The City of Tallahassee does not anticipate providing forms of investment not described in 24 CFR 92.205.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

In anticipation of using home funds to support homebuyers, the City adopts the recapture of the entire unforgiven amount in cases where the assisted unit fails to be the principal residence of the assisted household for the duration of the affordability period. When the recapture is triggered by sale of the unit, either voluntarily or involuntarily, the amount recaptured shall not exceed net proceeds of the sale as defined by HUD methodology. In the event of the sale of a unit participating in the Community Land Trust, the City will employ the resale provisions as outlined in attached policy. Additional information on the City's recapture/resale policy is included as an attachment.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

The City requires that a HOME agreement, as well as a note and mortgage, be executed by the beneficiary of the funds (homebuyer). These are recorded in the public records. If the homebuyer requests subordination for refinancing of superior mortgages, the City has a process to review the new financing. If it meets the subordination requirements, which are structured to ensure the protection of the homebuyer and the City's lien position, then the City provides a subordination to allow the new mortgage to again be superior to the City mortgage.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

The City does not anticipate using HOME funds to refinance existing debt secured by multifamily Housing that is being rehabilitated with HOME funds for the period covered by this AAP.

**Emergency Solutions Grant (ESG)
Reference 91.220(l)(4)**

1. Include written standards for providing ESG assistance (may include as attachment).

See attached Written Standards for Providing ESG Assistance.

2. If the Continuum of Care has established centralized or coordinated assessment system that meets HUD requirements, describe that centralized or coordinated assessment system.

As of January 2015, the Big Bend Continuum of Care has adopted the use of the VI-SPDAT (The Vulnerability Index - Service Prioritization Decision Assistance Tool) to use as our community's coordinated intake and assessment tool. The VI-SPDAT is a pre-screening, or triage tool that is designed to be used by all providers within the community to quickly assess the health and social needs of homeless persons and match them with the most appropriate support and housing interventions that are available.

This tool is comprised of questions pertaining to four areas of the client's life:

- History of Housing and Homelessness;
 - Risks - risk of harm to self or others, involvement in high-risk and/or exploitative situations, interactions with emergency services, legal issues, managing tenancy;
 - Socialization and Daily Functions - self-care and daily living skills, personal administration and money management, meaningful daily activities, social relations and networks; Wellness - mental health and wellness and cognitive functioning, physical health and wellness, medication, substance use, experience of abuse and/or trauma;
 - After a caseworker has completed a VI-SPDAT on a client, it is then entered into HMIS (Homeless Management Information System) and scored to determine which intervention is best for the client.
3. Identify the process for making sub-awards and describe how the ESG allocation available to private nonprofit organizations (including community and faith-based organizations).

The City anticipates an RFP process to select non-profit organizations to carry out the activities identified for the use of ESG funding. The basis for the selection is performance-based and supports the City's objectives of supporting the continued development, operation, and expansion of CoC services and operations. Responding entities will be

evaluated in the following areas: experience and ability; past experience; past performance; case management capacity; and fiscal capacity. The organization must demonstrate relevant experience in emergency responsiveness, client eligibility determination and case management. The organization must participate and report into HMIS.

4. If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), the jurisdiction must specify its plan for reaching out to and consulting with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded under ESG.

To comply with 24 CFR 576.205(a), the City will ensure the continued participation of a homeless or formerly homeless individual on the ESG Planning Committee. This committee will continue to be consulted regarding policy and decision-making pertaining to the use of ESG funding on an annual basis. The organization acting as lead agency for the CoC is currently the Big Bend Continuum of Care. This organization holds regular meetings with its network of service providers and obtains feedback in that way.

5. Describe performance standards for evaluating ESG.

The goal of ESG-funding is to reduce the number of persons who are homeless in the community and reduce the length of time the persons are homeless. Therefore, the specific ESG-RRP performance outcomes will be a measure of the number of persons or households that move out of homelessness into permanent housing as well as whether the move to permanent or permanent supportive housing has been successful at the 3 month, 6 months, or other intervals. If not, what are the factors that resulted in the lack of success.

City of Tallahassee Housing Division Summary of Programs

The following programs are offered by the City of Tallahassee (City), often in partnership with community agencies using Federal, state and local funding sources to provide assistance within the City limits.

Down Payment Assistance

The City offers up to \$13,000 in down payment and closing cost assistance to help eligible low-income households (80% or less of the AMI) purchase an affordable home and work towards building equity and wealth. The program is administered by the Tallahassee Lenders' Consortium (TLC) which provides the mandatory counseling for the program.

Home Repair Program

The Home Repair Program provides up to \$12,500 to address health and safety hazards of homes owned and occupied by low-income households (50% or less of the AMI; or 80% or less of AMI if a household member qualifies as special needs or disabled).

Home Resilience Program

The Home Resilience Program provides up to \$12,500 to secure homes against future natural hazards such as hurricanes and flooding and to mitigate existing damage. Homes must be owned and occupied by income eligible households (50% or less of the AMI; or 80% or less of AMI if a household member qualifies as special needs or disabled).

Home Accessibility Rehabilitation Program

The Home Accessibility Rehabilitation Program provides up to \$12,500 to remove architectural or structural barriers from homes to improve conditions for persons with mobility impairment. Homes must be owned and occupied by income eligible persons with a disability.

Home Rehabilitation Program

The Home Rehabilitation Program provides up to \$25,000 to rehabilitate a home (priority for health and safety hazards) owned and occupied by an eligible owner (50% or less of the AMI; or 80% or less of AMI if a household member qualifies as special needs or disabled). Rehabilitation projects typically include:

- roof replacements,
- window repair/replacement,
- flooring replacement,
- bathroom modifications, or
- plumbing replacement.

Affordable Housing Construction Loan Program

The Affordable Housing Construction Loan Program allows private developers to apply for a short-term construction loan of \$175,000 per project to build affordable one to four-unit single family homes (duplexes, triplexes, and quadraplexes). The loans are due and repayable to the City within 18 months from the date of the loan agreement or 6 months following the issuance of Certificate of Occupancy, whichever occurs first. In addition to the loan, the City may offer other

incentives to developers such as expedited permitting, and a waiver of water and sewer system and tap fees for homes whose purchasers have been identified upfront and whose income is at or below 80% AMI.

Landlord Risk Mitigation Fund

On December 8, 2020, the City Commission approved the implementation of a Landlord Risk Mitigation Fund (LRMF) with an initial allocation of \$250,000. The LRMF intends to provide housing stability by supporting and local landlords who rent to vulnerable and at-risk tenants that are facing eviction or are ending homelessness experienced by their prospective tenant. The LRMF is NOT a recurring rent assistance program, nor is it meant to supplant traditional security deposits or a landlord's private insurance. Participation in the LRMF represents a partnership between property owners, the City, tenants and housing service providers.

In addition to the following financial incentives and claims, the program supports landlords and tenants with individualized community-based services and consultations to reduce tenant turnover and avoid costly and detrimental evictions:

- \$500 one-time bonus for each unit newly leased to someone ending their homelessness.
- Up to \$2,000 in excess of the security deposit to cover a portion of lost rent from a current tenant in crisis.
- Up to \$1,000 in excess of the security deposit to cover damages beyond normal wear and tear, or for unforeseen expenses to maintain habitability.

The program partners with the Big Bend Continuum of Care (BBCoC), United Partners for Human Services, Legal Services of North Florida, Legal Aid Foundation, and other community organizations to offer participating landlords free legal assistance for eviction diversion and support services for impacted tenants.

HOME Community Housing Development Organization Program (CHDO)

A Community Housing Development Organization (CHDO) is a private nonprofit, community-based organization tasked to develop affordable housing through approaches such as the acquisition and/or rehabilitation of rental housing; new construction of rental housing; acquisition and/or rehabilitation of homebuyer properties; new construction of homebuyer properties; and direct financial assistance to purchasers of HOME-assisted housing that has been developed with HOME funds by the CHDO. The City must make at least 15 percent of HOME Investment Partnerships Program (HOME) funds available for CHDOs via an annual application process.

Inclusionary Housing

The City requires all new residential developments with 50 or more housing units to sell or rent at least 10% of their units at an affordable price for low- to moderate-income residents. Homeowners can earn equity on the property while the homes remain affordable for a minimum number of years before they can be sold at market rate. Prospective buyers can also qualify for up to \$15,000 in down payment and closing cost assistance.

TALLAHASSEE, FLORIDA – LAND DEVELOPMENT CODE

CHAPTER 9 SUBDIVISIONS AND SITE PLANS

ARTICLE VI. - INCLUSIONARY HOUSING

Sec. 9-240. - Purpose and intent.

The regulations and requirements of this article are intended to:

- (a) Promote the health, safety and general welfare of the citizens of the city through the implementation of the goals, objectives and policies of the Tallahassee-Leon County Comprehensive Plan Housing Element;
- (b) Increase affordable home ownership opportunities within the city,
- (c) Stimulate the private sector production of housing available to families within the range of 70 percent to 100 percent of the area median income, or lower;
- (d) Facilitate and encourage development that includes a range of housing opportunities through a variety of residential types, forms of ownership, and home sales prices; and
- (e) Encourage the even and widespread distribution of affordable housing opportunities throughout all portions of the community, including within new developments in fastest growing areas of the community.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-07AA, § 2, 8-20-2008)

Sec. 9-241. - Definitions.

In addition to the definitions and rules of construction in section 1-2 of this Code, the following words, terms and phrases, when used in this section, shall have the meanings ascribed to them as set forth below, except where the context clearly indicates a different meaning:

Area median income (AMI) means the median family income for the Tallahassee Metropolitan Statistical Area, as published by the US Bureau of the Census and the US Department of Housing and Urban Development, unless otherwise specified.

Average sales price (ASP) means the price at which all inclusionary housing units in a single development must average. The current ASP is \$159,379.00. The ASP shall be reviewed annually by the city commission, and reset if necessary.

Eligible households shall be defined as those households composed of residents of the city earning 70 percent—100 percent of Tallahassee Metropolitan Statistical Area (TMSA), adjusted for size, based upon the most recently published Census or HUD data. In addition, eligible households shall include the following:

- (1) Households earning less than 70 percent of the area median family income but able to secure a first institutional mortgage wherein the lender is satisfied that the household can afford principal and interest mortgage payments in excess of 27 percent of its income, shall be deemed eligible households for purposes of owner-occupied housing provided pursuant to requirements of this article;
- (2) Households earning less than 70 percent of the area median family income but willing to pay rent in excess of 30 percent of its income, shall be deemed eligible households for purposes of rental housing provided pursuant to requirements set out in this article; and

- (3) Households earning less than 70 percent of the area median income when available housing units considered affordable to that income group by first institutional mortgage lenders are available through a development.

Fee in-lieu means the fee paid by the developer/owner of any primary development as an alternative to providing required inclusionary housing for sale within the primary development.

Inclusionary unit means a newly constructed dwelling unit offered to an eligible household at or below the maximum purchase price (MPP) such that the average sales price of all the required inclusionary units within the development are at or below the average sales price (ASP) established by this article.

Market-rate unit means a dwelling unit in a residential development that is not an inclusionary unit.

Maximum affordable rent means the maximum monthly rent that may be charged for an inclusionary rental unit provided in lieu of owner-occupied inclusionary housing provided within the primary development.

Maximum purchase price (MPP) means the highest price allowed for the purchase of an inclusionary housing unit as established in the city's local housing assistance plan adopted by the city commission.

Metropolitan Statistical Area (MSA) means a geographic entity defined by the federal office of management and budget for use by federal statistical agencies, based on the concept of a core area of a city with 50,000 or more inhabitants, or the presence of an urbanized area, as defined by the office of management and budget, and a total population of at least 100,000, plus adjacent communities having a high degree of economic and social integration with that core. The Tallahassee MSA (TMSA) consists of the city, Leon County, Gadsden County, Jefferson County, and Wakulla County, Florida, and all inclusive local governments.

Off-site unit means an inclusionary unit that will be built at a different location than the primary development.

On-site unit means an inclusionary unit that will be built as part of the primary development.

Primary development means a subdivision or site plan including 50 or more housing units intended for sale and owner-occupancy, required to provide inclusionary housing within its physical confines or to provide those in-lieu comparables as authorized by this section.

Selected census tracts means those census tracts where the median family income is greater than the countywide median, based upon the most recently published Census or HUD data.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-07AA, § 3, 8-20-2008)

Sec. 9-242. - Applicability.

- (a) The requirements of this section shall apply to new development within the urban services area, located within selected census tracts as defined herein, zoning districts that implement the planned development future land use category, and developments of regional impact (DRIs) with 50 or more residential dwelling units intended for owner occupancy. Developments subject to the requirements of this section providing no less than ten percent and as much as 100 percent of the total number of residential dwelling units in the primary development as inclusionary housing units shall be eligible for development incentives as provided in accordance with section 9-246.
- (b) Sales price methodology. Any inclusionary housing development project shall meet the following requirements:
 - (1) All housing units produced to satisfy the requirements of this article shall be sold for no more than the maximum purchase price established by this article, as it may be amended from time to time; and

- (2) The average sales price of all units produced to satisfy the requirements of this article shall not exceed the average sales price established by this article, as it may be amended from time to time.
- (c) City commission review of average sales price (ASP). The city commission review of the ASP shall consider analysis of housing economic information, including supply-side factors, demand-side factors, and financing factors, not limited to the following: consideration of ASP computed through the formula used to set the initial ASP; Florida Housing Authority (FHA) single-family home mortgage limits; consumer price index (CPI), area median income, prevailing mortgage rates, Florida Housing Finance Corporation (FHFC) first-time home buyers bond limit, construction materials costs and other information as may be deemed relevant. The formula used to set the initial ASP shall consider published HUD income limits and the current interest rate based on the average interest rate of the most recent six months (30-year, fixed-, non-jumbo rate) as published by the Federal Housing Finance Board. The city commission through the passing of a resolution can amend the ASP.
- (d) Developments not subject to subsection (a), and located within selected census tracts that provide no less than ten percent and as much as 100 percent of the total number of residential dwelling units in the primary development as inclusionary housing units shall be eligible for those development incentives as provided in accordance with section 9-246.
- (e) For the purposes of this section, two or more developments shall be aggregated and considered as one development, if they are no more than one-quarter-mile apart and any two of the following criteria are met:
 - (1) There is a common interest in two or more developments;
 - (2) The developments will undergo improvements within the same five-year period;
 - (3) A master plan exists, submitted to a governmental body, addressing all developments;
 - (4) All developments share some infrastructure or amenities; or
 - (5) A common advertising scheme addresses all development.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-07AA, § 4, 8-20-2008)

Sec. 9-243. - Vested rights.

Those provisions set out in this article requiring of new development the provision of inclusionary housing units or in-lieu comparables shall not apply to the development of any property authorized by and consistent with any of the following development orders approved or prior to the effective date of the inclusionary housing ordinance or in application prior to the effective date of the inclusionary housing ordinance and subsequently approved without major modification during the application period: preliminary plat approval; site plan approval; PUD concept plan approval; development agreement, approved pursuant to Chapter 163, Florida Statutes; or, DRI development order approval. In those instances where the property owner of a vested property applies for a new development order, that if approved, would constitute a major modification of the previous development order, that property may lose its vested status as it relates to the provisions of this article. Any modification to a previously approved development order resulting in the addition of 50 or more dwelling units than previously allowed in the development order approved prior to April 13, 2005 (the adoption date of this ordinance), that were not previously mitigated, shall be subject to the provisions of this article for the increased number of residential dwelling units. Determination as to whether a change to the development order would constitute a major modification shall be made by the director of the growth management department or his/her designee, based upon applicable criteria in this code and Chapter 163, Florida Statutes, as may be applicable. Any property owner may instead request that the city commission make this determination or may appeal staff's determination to the city commission for reconsideration. In rendering its determination as to vested rights status, the city commission shall consider staff's recommendation and whether the affected property already complies with this article; has been "built out" in terms of residential development capacity; or, substantially complies with this article. If the city commission determines that

the property substantially complies with this article, it shall also specify those inclusionary housing requirements that thereafter apply to its further development, if any.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 09-O-31AA, § 14, 10-29-2009)

Sec. 9-244. - Exemptions.

The following shall be exempt from the requirements of this article:

- (a) Multifamily and multi-unit residential units constructed for rental purposes shall not be subject to requirements to provide inclusionary housing; however, multifamily and multi-unit residential units constructed for rental purposes may be provided to satisfy certain requirements for inclusionary housing, as provided herein; condominium residential units intended for owner-occupancy are not exempt and shall be subject to these regulations;
- (b) Nursing homes, residential care facilities, assisted care living facilities, and retirement homes;
- (c) Dormitories and group quarters, as defined by the US Census;
- (d) Manufactured homes shall not be subject to requirements to provide inclusionary housing and may not be provided to satisfy any requirements set forth herein.
- (e) All developments within the Southern Strategy Area, as established in the Tallahassee-Leon County Comprehensive Plan, except for those included within planned development zoning district, or developments of regional impact (DRIs); and
- (f) All developments within areas designated lake protection on the future land use map.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-07AA, § 5, 8-20-2008)

Sec. 9-245. - Requirements for inclusionary housing.

The following requirements shall apply:

- (a) *Number of inclusionary units required.* Subdivisions and site plans including 50 or more dwelling units shall provide a minimum of ten percent of the units at prices no greater than the maximum purchase price and with purchase prices averaging not greater than the average sales price. For purposes of this section accessory apartment units shall not be construed as a dwelling or residential unit, either for purposes of determining the number of inclusionary units required or the number of inclusionary units provided.
- (b) *Calculation of required number of units.* The following standards shall be utilized in the calculation of number of inclusionary units required to be provided:
 - (1) *Density bonus units:* For purposes of calculating the number of inclusionary units required by this section, any additional units provided through use of the density bonus incentives of this article will not be counted in determining the required number of inclusionary units.
 - (2) *Fractional unit requirements:* In determining the number of whole inclusionary units required, any fractional requirement shall be rounded up to the nearest whole number.
- (c) *Location of inclusionary units.* Required inclusionary housing units shall be provided within the primary development, at an alternative location within the same census tract or, in a contiguous selected census tract, so long as the off-site location is within the urban service area; the option of providing inclusionary housing at an off-site location shall not be available for developments within planned development zoning districts, nor within DRIs. For projects within applicable census tracts in the MMTD, inclusionary units shall be dispersed throughout the development, with no more than two contiguous parcels designated for inclusionary units.

- (d) *Waiver of inclusionary housing requirements.* The city commission may grant waivers of requirements for inclusionary housing if the commission finds the following:
- (1) The application of the requirement would produce a result inconsistent with the goals and objectives of the Tallahassee-Leon County Comprehensive Plan pertaining to the development of the community; or,
 - (2) If the primary development is part of a larger development, that development furthers the intent of this section through means other than strict compliance with the regulations set out in this section.
- (e) *Developer financial responsibility.* At the time of the approval of any site plan or preliminary plat for any primary development required to provide on-site or off-site, owner-occupied or rental, inclusionary housing units, or buildable lots, as authorized by this section, the applicant shall post a bond or submit a letter of credit or other acceptable instrument equivalent to the fee in-lieu of providing the required inclusionary housing. The city shall retain the bond money in escrow in an interest-bearing account for a period of no less than three years, or other time period agreed upon by the applicant and the city, or until the city has documented that the required inclusionary housing or in-lieu comparables have been provided. Upon documentation that the inclusionary housing requirement has been met in part or in full, the city shall remit that portion of the bond money and interest proportionally equivalent to portion of the inclusionary housing requirement satisfied to the applicant or their assigns. If, after a period of three years, or other time period agreed upon by the applicant and the city, the applicant has not demonstrated compliance with the requirement, the bond shall be forfeited and the bond money and interest shall be transferred to the inclusionary housing trust fund, and may thereafter be utilized for purposes of providing inclusionary housing. In those instances where the applicant has agreed in advance to pay a fee in-lieu of all or a portion of the required inclusionary housing, no bond shall be required to be posted for that amount of the requirement to be satisfied through payment of the fee in-lieu. This provision shall not be available for developments within planned development zoning districts, nor within DRIs.
- (f) *Fee in-lieu of providing inclusionary units.* As an alternative to providing inclusionary housing units, the owner/developer may pay a fee in-lieu to the city. The fee rate shall be as follows:
- (1) For those developments where the average sales price of all housing units is greater than 100 percent of the average sales price (ASP) but less than 110 percent of ASP: \$10,000.00 per required inclusionary unit not constructed;
 - (2) For those developments where the average sales price of all housing units is greater than 110 percent of ASP and less than or equal to 175 percent of ASP: \$15,000.00 per required inclusionary unit not constructed;
 - (3) For those developments where the average sales price of all housing units is greater than 175 percent of ASP and less than or equal to 225 percent of ASP: \$20,000.00 per required inclusionary unit not constructed; and
 - (4) For those developments where the average sales price of all housing units is greater than 225 percent of ASP: \$25,000.00 per required inclusionary unit not constructed.

This provision shall not be available for developments within planned development zoning districts, nor within DRIs.

- (g) *Multifamily rental housing in-lieu of providing inclusionary units.* As an alternative to providing inclusionary owner-occupancy housing units, the owner/developer may provide 1½ multifamily rental units per each owner-occupancy unit not otherwise provided. Rental units provided in lieu of owner-occupancy units shall be provided on-site within the primary development, at an alternative location within the same census tract or, in an adjacent selected census tract, so long as the off-site location is within the urban service area. Rents charged for these rental units shall not exceed the current US HUD's High HOME rent limit by bedroom size in the Tallahassee Metropolitan Statistical Area (TMSA). The option of providing off-site multifamily

rental housing in-lieu of providing inclusionary units shall not be available for developments within planned development zoning districts, nor within DRIs.

- (h) *Residential lots in-lieu of providing inclusionary units.* As an alternative to providing inclusionary owner-occupancy housing units, the owner/developer may provide to the city or its designated agent, one residential lot per each owner-occupancy unit not otherwise provided. Lots so provided shall be located on-site within the primary development and each lot shall have sufficient area devoid of environmental constraint to allow construction of a residential unit thereupon. The city or its designated agency shall assume responsibility for the development of all lots so provided with inclusionary units.
- (i) *Establishment of the required number of inclusionary units at time of plan approval.* The number and location of inclusionary units required in conjunction with a particular primary development will be determined at the time of preliminary plat or site plan approval. Any of the following changes in the location of any on-site inclusionary housing unit after preliminary plat or site plan approval shall constitute a major modification to the original development order and shall be reviewed accordingly:
 - (1) Relocation contiguous to vacant property outside the primary development;
 - (2) Relocation contiguous to property outside the primary development developed with less intensive residential use; or
 - (3) Relocation contiguous to property inside the primary development, developed with less intensive residential use and not previously intended as the location of inclusionary housing.

Determination as to whether the contiguous property is considered less intensive residential use shall be made by the land use administrator.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-07AA, § 6, 8-20-2008; Ord. No. 13-O-03, § 8, 8-28-2013)

Sec. 9-246. - Incentives for provision of inclusionary housing.

The following incentives shall be available to developments constructing the required number of inclusionary housing units within the primary development:

- (a) *Additional development density.* Any development providing inclusionary housing pursuant to this section shall be entitled to a 25 percent increase in allowable density above that otherwise established by the zoning district in which the development is located. The density bonus provided herein shall only be effectuated consistent with policy 2.1.14 of the Land Use Element of the Tallahassee-Leon County Comprehensive Plan. To qualify for this bonus, the applicant must include a narrative in the development application describing how the design and orientation of the development seeking the density bonus is compatible with the surrounding land use character, particularly with any low density residential neighborhoods. This narrative shall address building size and massing, site layout and design, architectural characteristics, and landscaping, as well as any other aspects of development that the applicant deems appropriate.
- (b) *Design flexibility.* The developer of inclusionary housing developments shall be eligible to obtain greater flexibility in development design through application of the following:
 - (1) *Choice of housing type.* Inclusionary housing units required by this section as well as any provided through density bonus incentive may be provided as single-family, duplex, townhouse units, or cluster development within the RP-1, RP-2, and RP-MH zoning districts, and as single-family, duplex, triplex, or townhouse units or as units intended for owner occupancy in a condominium, or multifamily residential structure, in other zoning districts provided that the height, setbacks, massing and exterior appearance of the

inclusionary units are consistent with other residential units within the development in which they are located. Within the applicable census tracts in the MMTD, creative housing types (e.g., the multi-family "Big House" design) should be used to increase affordability, effectively provide multiple housing types, and maintain compatibility in scale and mass with other housing types.

- (2) *Alleviation of setback and lot size requirements internal to the development.* Housing units (inclusionary and "non-inclusionary") shall not be subject to yard setback requirements, except for yards adjacent to boundary of the primary development and other property. Housing units (inclusionary and "non-inclusionary") shall not be subject to minimum lot size requirements, except where lots are located adjacent to property outside of the primary development.
 - (3) *Alleviation of buffering and screening requirements internal to the development.* Inclusionary housing units shall not be subject to requirements for the provision of buffering and screening for purpose of mitigating incompatibility within the primary development. Where adjacent to property outside of the primary development, inclusionary housing units shall be subject to those buffering and screening requirements as set out in this Code as may be applicable.
 - (4) *Consideration of reduced parking in the MMTD.* The city encourages reduced parking proposals by the applicant and recommends a minimum of a ten percent reduction for developments ten units and over, for inclusionary housing units, for projects located within the applicable census tracts in the MMTD within one-fourth mile of transit routes. In assessing proposed parking reductions, as an incentive, additional allowances may be considered by the city for site and design (i.e., building placement, setbacks, and facades) during the site plan review process.
- (c) *Expedited review.* The developer of an inclusionary housing development shall be eligible for expedited development review. The developer shall inform the growth management department at the pre-application stage that the development will include inclusionary housing; thereafter, the growth management department shall expedite the review of the application to the fullest extent permitted by law and shall notify other reviewing departments/agencies that the application is required to receive expedited review. Expedited applications are to be reviewed prior to other applications filed on the same date or in the same application period, except for other applications including inclusionary housing or affordable housing, pursuant to Chapter 420.9076, Florida Statutes. Any development order application not directly pertaining to or required for the development of inclusionary housing units shall not be entitled to expedited review.

The director of the growth management department shall serve as the city's liaison to expedite the review and approval process. This provision shall apply to site and development plan applications, subdivision applications, environmental permits, as well to individual building permits for individual inclusionary units.

- (d) *Deviations to development standards for primary developments incorporating inclusionary housing.* The developer of inclusionary housing seeking deviation(s) to development standards not addressed in subsection (2) above, shall submit a request for the deviation(s), along with the development application, to the entity with authority to approve the development application. There shall be no fee charged to the developer of inclusionary housing for requested deviations in conjunction with the development of the inclusionary housing. Deviations requested pursuant to this section shall not be required to comply with requirements of section 9-233 of this chapter for the granting of a deviation. Instead, requests for deviation under this section shall be subject to demonstrate compliance with the following criteria:
- (1) The request for deviation shall specify the standard(s) to be deviated, the extent of deviation, and where the deviation will apply (requests for deviations to setbacks should be expressed in terms of linear feet and, requests for deviations to lot sizes should be expressed in square footage; requests may provided on a graphic plan);

- (2) The deviation shall not result in an increase in gross residential density for the development in excess of the density bonus provided by this section;
- (3) The deviation shall not result in conditions detrimental to the public's health, safety, or welfare; and,
- (4) The granting of this deviation shall be consistent with the intent and purpose of this section and the Tallahassee-Leon County Comprehensive Plan.

Upon a finding in the affirmative, the entity with authority to approve the application shall grant the requested deviation(s).

- (e) *Transportation concurrency exemption.* Within any and all developments wherein inclusionary units are provided under this article, any inclusionary units provided, less than or equal to the requirement for inclusionary units, as well as any provided electively through density bonus, shall be exempt from transportation concurrency requirements.
- (f) *Additional incentives.* A developer of inclusionary housing may request additional incentives. The city commission may grant such additional incentives through approval of a development agreement pursuant to Section 163.3220, Florida Statutes ("163 Development Agreement") or planned unit development concept plan, so long as the commission finds the following:
 - (1) The application of the incentive would not produce a result inconsistent with the goals and objectives of the Tallahassee-Leon County Comprehensive Plan; and,
 - (2) The provision of the incentive furthers the intent of this section.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 13-O-03, § 9, 8-28-2013)

Sec. 9-247. - Compliance procedures.

- (a) *General.* Approval of an inclusionary housing plan and implementation of an approved inclusionary housing agreement is a requirement of any site plan and preliminary plat subject to the requirements of the inclusionary housing section. An inclusionary housing plan is not required where the requirements are satisfied by provision of residential lots or payment of a fee in-lieu of provision of inclusionary units. The inclusionary housing plan must include:
 - (1) A site plan that includes the location of the inclusionary units (or lots or areas set aside for inclusionary units), setbacks and lot sizes for inclusionary housing units and other proposed development;
 - (2) The structure type of inclusionary units (may be a range of types) to be provided;
 - (3) The proposed tenure (owner-occupancy or rental) of inclusionary units to be provided;
 - (4) The structure size (may be a size range) of the inclusionary units to be provided;
 - (5) The mechanisms that will be used to assure that the units remain affordable, per city commission policy, such as resale and rental restrictions, and rights of first refusal and other documents;
 - (6) For inclusionary units to be provided off-site: the location (including parcel identification number(s)), structure type of inclusionary units and, proposed tenure; and,
 - (7) Any other information as may be necessary to demonstrate that the development complies with the provisions of this section.
- (b) *Pertinent information to be recorded.* The method of compliance with this section, including, as applicable, the number and location of inclusionary housing units, shall be established within the final development order and incorporated through appropriate annotation on the approved site plan or preliminary plat and in an inclusionary housing letter of agreement, signed by all parties, and recorded by the county clerk of courts. Where inclusionary requirements are satisfied through the

provision of units off-site, the development orders for the primary and off-site development may be issued concurrently or sequentially; however, the site plans or preliminary plats for both developments shall reflect the method the compliance and shall as well be incorporated through appropriate annotation in an inclusionary housing letter of agreement, signed by all parties, and recorded by the county clerk of courts.

(Ord. No. 04-O-90AA, § 4, 4-13-2005)

Sec. 9-248. - Appeals of subdivision and development orders for developments with on-site inclusionary housing.

- (a) *Appeals.* Appeal of a decision by the city commission to approve, approve with conditions, or deny a subdivision final plat, or any other development order authorizing the development of inclusionary housing shall be considered by the circuit court. A party with standing shall have the right to seek review in circuit court by petition for writ of certiorari within 30 days from final action on any application.
- (b) *Attorney's fees and related costs.*
 - (1) In any civil litigation resulting from the city's approval of inclusionary housing as part of a development order, the prevailing party may receive his or her reasonable attorney's fees and costs from the nonprevailing party. For the purposes of this section, civil litigation shall include administrative proceedings before the Tallahassee-Leon County Planning Commission, the division of administrative hearings, county circuit court, and any appellate proceedings before the first district court of appeal and state supreme court.
 - (2) The attorney for the prevailing party shall submit a sworn affidavit of his or her time spent on the case and his or her costs incurred in the civil litigation for all the motions and hearings, including appeals, to the circuit court having jurisdiction or the administrative law judge who presided over the civil litigation.
 - (3) The circuit court having jurisdiction or administrative law judge may award the prevailing party the sum of reasonable costs incurred in the action plus a reasonable legal fee for the hours actually spent on the case as sworn to in an affidavit.
 - (4) Any award of attorney's fees or costs, to the extent allowed by law, shall become a part of the judgment or final order and subject to execution as the law allows.

(Ord. No. 04-O-90AA, § 4, 4-13-2005)

Sec. 9-249. - Monitoring and sunset review.

The inclusionary housing implementation provisions in this Code shall be monitored to ensure effective and equitable application. The city manager will present status report to the city commission on the implementation of this article every two years or as needed.

(Ord. No. 04-O-90AA, § 4, 4-13-2005; Ord. No. 07-O-48, § 1, 9-26-2007; Ord. No. 07-O-07AA, § 7, 8-20-2008)

Sec. 9-250. - Administration.

The housing provisions of this section shall be administered jointly by the department of neighborhood and community services and the growth management department, or their successors in interest, in consultation with the Tallahassee-Leon County Planning Department. These departments

shall be authorized to provide interpretations regarding the implementation and administration of this section.

(Ord. No. 04-O-90AA, § 4, 4-13-2005)



Bill Proctor
Commissioner • District 1

March 12, 2021

Leon County Board of County Commissioners
301 S. Monroe Street
Tallahassee, FL 32301

Dear Commissioners:

On behalf of the Public Safety Coordinating Council (PSCC), this letter requests Board acceptance of the PSCC's recommendation to utilize the \$100,000 in FY 2021 Jail Diversion Funds to support the Landlord Risk Mitigation Program.

The Program, recently approved by the City of Tallahassee, is designed to incentivize landlords, through a financial safety net, to make affordable housing available to individuals who would otherwise be considered "high-risk" due to low income, negative rental histories, and criminal records. A City/County collaboration for this Program would allow greater leveraging of the funds in order to maximize assistance to those most in need.

It is the consensus of the PSCC, that the lack of affordable housing, particularly for individuals with a criminal record, is a primary barrier to a returning citizen's successful reentry into the community. The PSCC invited Shington Lamy, Director of Human Services and Community Partnerships, to its March 2, 2021 meeting to discuss available housing programs and services to assist this population. During the presentation, Mr. Lamy highlighted the Landlord Risk Mitigation Program. Should the Board approve the PSCC's recommendation, it will work with the County's Housing Department in developing criteria to ensure the allocated funding is utilized for individuals released from the Leon County Detention Facility.

As you are aware, the function of the PSCC is to ensure the capacity of the detention facility is not exceeded. This request to contribute funding to the Landlord Risk Mitigation Program fund would expand housing programs for this population, create housing stability, and reduce recidivism among returning citizens.

Respectfully Submitted,

Bill Proctor
Chairman, Public Safety Coordinating Council

cc: Board of County Commissioners
Public Safety Coordinating Council Members

Leon County Courthouse
301 South Monroe Street, Fifth Floor
Tallahassee, Florida 32301
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THE FLORIDA
HOUSING
COALITION

For Immediate Release: September 24, 2020

Pensacola City Council Receives Recommendations from Affordable Housing Task Force

Report Lays out a Framework to Create 500 Homes in 5 Years

Pensacola, FL: In order to successfully fulfill their goal of “Creating 500 Homes in 5 Years”, the city of Pensacola will need to lead a cohesive land use, financing, and strategic partnership framework to carry out its vision, details the Final Report of the Pensacola Affordable Housing Task Force. On Thursday, representatives from the Florida Housing Coalition presented the Task Force’s findings to the City Council. The Affordable Housing Task Force, made up of twelve local leaders and stakeholders, was formed in early 2020 with a goal of creating “500 homes in 5 years”, and brought in the Florida Housing Coalition to help guide the research and development phase of the Task Force’s work.

With six priority strategies as voted on by the Task Force, the Final Report serves “as an actionable blueprint for steps the city can take to encourage and facilitate the development of long-term affordable housing units ,” added the Coalition’s Legal Director Kody Glazer. “The Report is centered around three main pillars for the city to follow when implementing its housing plans: equity, accessibility, and affordability.” With homeownership rates decreasing, and the number of cost-burdened households increasing, Pensacola has a severe affordable housing shortage. In response, last year Council President Jewel Cannada-Wynn introduced the goal of creating 500 Homes in 5 Years.

The Final Report details that financial and regulatory incentives for the private sector to develop affordable housing are critical, such as a revolving loan-interest loan fund using locally generated dollars and regulatory reform that lowers overall housing development costs. The Report also discusses strategic partnerships with community-based organizations that can further the city’s goals through organizational and asset support.

In addition to an attractive fiscal and regulatory environment, the city will need to be creative and critical when identifying available land to use for affordable housing purposes. The report details that the city will need to be open to providing zoning and regulatory flexibility, reducing fees for affordable housing projects, and ensuring that the development process is easy to navigate to attract the private sector. Leadership from local elected officials and key stakeholders will be essential to a sustained, long-term vision where all Pensacola residents can afford housing; this Blueprint can serve as the starting point to that vision.

The Florida Housing Coalition is the state's nonprofit provider of training and technical assistance dedicated to affordable housing from ending homelessness to first-time homeownership. The Coalition works with local governments on land use and financial planning for affordable housing development.



CITY OF PENSACOLA

AFFORDABLE HOUSING TASK FORCE REPORT

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Pensacola Affordable Housing Task Force Report

Executive Summary

In late 2019, the City of Pensacola announced its intention to form an Affordable Housing Task Force to conduct a citywide housing needs assessment and formulate a comprehensive approach to address those needs. Spurred by Council President Jewel Cannada-Wynn, the Task Force was directed to form an actionable plan to create **"500 Homes in 5 Years."** In January 2020, the City appointed thirteen local housing leaders to the Task Force and, after an orientation in February, conducted four public hearings between March and August 2020.

Through the City Council's leadership, the Pensacola Affordable Housing Task Force was formed to make recommendations to increase the stock of affordable housing. Now, the City needs to lead a cohesive land use, financing, and strategic partnership framework to carry out its goals. The key to success will be local leadership committed to the long-term vision of a city where all residents can afford housing. This will require, at minimum, additional City resources such as local funding and land, staff capacity to implement the 500 Homes in 5 Years Action Plan. This includes, strategic partnerships with key entities, and a mix of incentives to engage the private sector. Although the Task Force met for several months to discuss and produce the items presented in this Report, the work does not, by any means, end here. In fact, the production of this Report is the beginning to a long-term vision in connecting local institutions to promote and produce long-term affordable housing.

While certain elements of this report contribute directly to the specific goal of 500 Homes in 5 Years, it also contains considerations for a long-term vision of the City as it relates to its long-term affordable housing stock. This report discusses the pillars of "Equity, Accessibility, and Affordability" – three fundamental principles the Task Force discussed as the foundation of the City's housing goals. In addition to the six strategies the Task Force adopted to present to the City Council, this report also provides a housing data assessment and other items that were presented to Task Force over the course of the four public meetings.

The City of Pensacola has a housing affordability crisis. Of the ten most common jobs in Pensacola, only one pays enough to afford a two-bedroom apartment at fair market rent. Similarly, most professions do not pay enough to afford a monthly mortgage payment. Pensacola's retail workers, schoolteachers, police officers, office clerks, and other essential workers need affordable housing if Pensacola is to remain a beautiful and dynamic place to live. Alongside this general need for housing people can afford, Pensacola suffers from a profound economic divide that exists mostly along racial lines. The current stock of housing people can afford must be improved and expanded to preserve and improve the economic mobility, health, and security of Pensacola's citizenry.

Section I of this Report briefly describes the Task Force's activities and considerations over the course of its existence as well as main themes that emerged over the course of the four public meetings. Section II explores the pillars of "Equity, Accessibility, and Affordability" that serve as the foundation of the Task Force's goals. Section III presents the six main recommendations provided by the Pensacola Affordable Housing Task Force with an in-depth description of each. The Report concludes with several appendices

containing relevant housing data and the list of the eighteen strategies presented to the Task Force in third public meeting.

Task Force Recommendations:

1. Engage in Strategic Partnerships
2. Collaborate with the Private Sector to Identify Incentives that will Increase Affordable Housing Development
3. Leverage Existing City Property to Produce Affordable Units
4. Support Tax Credit Developments
5. Identify & Encourage Suitable Sites for Infill Development
6. Identify Adaptive Reuse Possibilities

I. Pensacola Affordable Housing Task Force

In January 2020, the City of Pensacola appointed thirteen local housing leaders to the Task Force and, after an orientation in February, conducted four public hearings between March and August 2020. The Task Force represents key stakeholders in the Pensacola housing industry and each member brought their unique affordable housing expertise to the group. The Task Force members and the organizations they represent will be a key part in the long-term success of the City's housing goals.

The Task Force contains the following members:

Percy Goodman, Chairperson, Executive Director, Community Enterprise Investment, Inc.

Patricia Lott, Vice Chairperson, Executive Director, Escambia County Housing Finance Authority

Douglas Brown, Executive Director, Community Action Program Committee, Inc.

George Ed Brown, Jr., Vice President, United Bank

Rick Byars, Regional Manager, Corporate External Affairs, Gulf Power Company

Frederick Gant, Attorney

Laura Gilmore, Branch Manager, Senior Loan Officer, Fairway Independent Mortgage Corporation

Carolyn Grawi, Executive Director, Center for Independent Living of Northwest Florida, Inc.

Shirley Henderson, Deputy Executive Director, Area Housing Commission

John Rickmon, Real Estate Broker

Paul Ritz, Architect, DAG Architects

Renee Wilhoit, Market Sales Leader, Synovus Mortgage Corporation

Timeline

After the Task Force was formed in early 2020, the City planned for one introductory webinar on affordable housing strategies for Task Force members, four public Task Force meetings to conclude by June 2020, and one City Council meeting to present the final report by August 2020. However, due to the COVID-19 pandemic, the timeline for the Task Force was pushed back several months. After the first Task Force meeting on February 20, the Task Force did not meet again until June 26. Because of the pandemic, the Task Force utilized a hybrid of in-person and virtual participation for the second, third, and fourth public meetings. All meeting minutes and videos are available on Pensacola's website.

DATE	MEETING DESCRIPTION	ITEMS DISCUSSED
February 6, 2020	Orientation Webinar	FHC staff provided an introductory webinar describing the Task Force's goal and introduced a series of potential affordable housing strategies and local housing data for the Task Force to consider.
February 20, 2020	Task Force Meeting #1	Council President Jewel Cannada-Wynn and Mayor Grover Robinson welcomed the Task Force, Assistant City Attorney Vanessa Moore gave an overview of the Sunshine Law and Public Records, and the Task Force kicked off by discussing some of the strategies identified in the Orientation Webinar and needs to target through their work.
June 26, 2020	Task Force Meeting #2	FHC staff presented data on housing affordability in Pensacola, subsidy strategies, and a budget analysis on existing and potential funding sources. Marcie Whitaker, Housing Department Director, discussed City housing programs, local partners, and current and past allocation of resources. The Task Force discussed ways to use the presented data to form their recommendations, to target certain needs, and briefly discussed how COVID-19 affects the City's housing goals.
July 20, 2020	Task Force Meeting #3	Task Force discussed eighteen housing strategies and voted on six to be the focused recommendations of their Final Report.
August 27, 2020	Task Force Meeting #4	Florida Housing Coalition presented the draft version of the Final Report for the Task Force to discuss.

Main Themes

This section summarizes some the main themes discussed by members of the Task Force over the course of the four public meetings. The goal of this section is to provide context to the six priority recommendations that are the bulk of this Report.

Availability & Cost of Land. One the main recurring discussions of the Task Force is the limited availability and high cost of land within City limits. Several Task Force members found this issue to be the biggest barrier to affordable housing in Pensacola. One of the Task Force members noted that the price of land has “risen significantly” in the last decade which has made it difficult for community-based nonprofits to develop affordable units. Several of the recommendations try to address this barrier by directing the City to leverage its financial and land resources to develop affordable units.

Importance of Community-Based Nonprofits. Several of the Task Force members commented that emphasis should be placed on supporting community-based nonprofit organizations that can play a key role in the sustainability of the City’s vision. The Task Force discussed that assisting mission-based nonprofits with developmental and organizational support may be better for the City’s housing goals long-term. These nonprofits, with a deep understanding of the communities to be served and the mission-based vision to serve lower-income residents, can be successful partners of the City beyond the immediate 5-year goal.

Need for both Developer and Homeowner Subsidy. Lengthy discussion was centered on targeting available funding sources recognizing that there may need to be some level of both developer and homeowner subsidy. Especially for community-based nonprofit organizations, financial commitments may need to be made to assist in the development of long-term affordable units. When using government resources to help construct housing, the City can assert control in ensuring the units are affordable long-term. The City will also need to decide how deep the homeowner subsidy should be in order to assist the most number of residents move into sustainable homeownership.

Diversity in Housing Types. The Task Force recognized the importance of a diversity in housing types. In the last public meeting especially, there was a discussion around the idea that affordable housing policy should not be targeted only to the traditional single-family home or apartment complex. Affordable housing policy should also focus on missing-middle housing types such as duplexes, triplexes, and townhomes, as well as smaller units like accessory dwelling units and tiny homes. Smaller housing options can be ideal for housing affordability due to their relative size and also meet the needs of younger persons, the elderly, or other individuals that may only need a 900 square foot duplex in order to live comfortably. A diversity in housing types leads to more housing choice for residents.

Addressing NIMBYism. Several discussions over the course of four meetings focused on how the City could address potential NIMBYism through an effective public relations strategy. NIMBYism, or “not in my backyard” opposition to new affordable housing development, has been a problem in Pensacola’s past. The Task Force recognized that some NIMBYism may occur in the implementation of this Report and that with each action, there should be a strategy to address NIMBYism through education, leadership, and a commitment to the overall vision of the City.

Legislative Advocacy Efforts. Some of the discussion of the Task Force centered around strategies that are preempted by state law or dictated by the state appropriation process. For example, the City should continue to work with the Florida League of Cities to advocate for full funding of the Sadowski Trust Funds. The City could also boost its available tools by advocating for state action related to favorable tax treatment of affordable housing developments. Here, the City could advocate for additional local tools that are currently preempted by state law such as a waiver of ad valorem taxes for affordable housing projects, a sales tax break for construction materials used for affordable housing projects, and greater flexibility in uses for existing local option taxes.

Long-Term Community Engagement, Partnerships, and Oversight. Everyone on the Task Force recognized that affordable housing should be viewed as essential community infrastructure; it is unsustainable for a City to lack adequate access to affordable housing. The Task Force members pledged their support and their organizations' support to a long-term vision to improve the affordable housing outlook in the City of Pensacola. There was also discussion on how the City could kick-off its housing goals to garner support among the broader community with the possibility of issuing a Request for Proposals (RFP) to development community on how the City could meet its goals. The Task Force also supported an annual commitment to review and assess the City's progress in the intermediate goal of building 500 Homes in 5 Years.

II. Equity, Accessibility, and Affordability

The Task Force voted to make "Equity, Accessibility, and Affordability" the key pillars for the City's housing goals. This section discusses each of the pillars and how they apply to the City's actionable plan to 1) produce the concrete goal of "500 Homes in 5 Years" and 2) form and execute long-term policies to encourage the development of affordable housing.

Equity

The concept of "equity" is broad and can include three interlocking definitions: equity of access, equity of service, and long-term creation and stewardship of equity. By focusing on equity, both as equality and as wealth creation for low income families, the Task Force centered itself on the vision of a Pensacola that works for everyone.

Pensacola should work toward a future where all residents have access to housing they can afford regardless of race, ethnicity, disability, or nation of origin: this is equity of access. Pensacola has a wealth divide that is closely related to race: many census tracts with a high percentage of African Americans have median incomes that are less than a quarter of Pensacola's wealthier, predominately white census tracts. A vision of equitable access can help make decisions to improve access across racial, ethnic, and ability lines.

Pensacola should work towards equity of service, where city, state, and federal programs benefit people across the City, rather than further entrenching areas of poverty and opportunity. Where and how the City builds affordable housing and where the City's incentives are targeted can further entrench historic divides

rather than alleviating them. The City should ensure that funds and resources are equitably distributed by geography and by race.

Finally, the concept of equity can also mean helping low income and moderate-income families build wealth through homeownership. One of the goals of "500 Homes in 5 Years" is directly aimed at helping low-income and moderate-income families move into homeownership. Helping families in this manner is not solely about building more homeownership units, per se. With more affordable rental options, households can devote less of their income towards current housing costs and save more money for a down payment to move into homeownership. Building equity through homeownership can dramatically increase family wealth for lower income households and decrease the racial and economic wealth divides of Pensacola.

Accessibility

Accessibility means that Pensacola should be a city where people with disabilities can access their own homes, as well as the homes of their friends and families. All homes in Pensacola must be visitable to persons with disabilities. A primary focus for the Task Force was how more affordable housing and a larger focus on accessibility in new construction can help persons with disabilities (a growing share of the population as Pensacola, Florida as the entire country ages) meaningfully live in and engage with the community.

Increasing transportation options increases accessibility. Most strikingly, 80% of people by the age of 70 will have some disability or disease that makes it difficult to drive, including night blindness, arthritis, reduced flexibility, and are more likely to take medications that harm their ability to drive. But the high transportation costs associated with long commutes and few options to walk, bike, or take transit are placing a heavy burden on many residents of Pensacola. By increasing density and the mix of uses, everything becomes more accessible for people who cannot or choose not to drive.

Accessibility means access for everyone. In a City such as Pensacola, the quality of schools, healthcare, groceries, and other businesses and services are not helpful when a large swath of the population cannot access those essential businesses and services. Creating a city where housing, services, and businesses are spread across the city increases access and improves quality of life.

Affordability

When people can afford housing, they are healthier, their children do better in school, they perform better at their job, and the whole community benefits. Making sure that all recommendations increase affordability across the city, and not concentrated in a few locations, is central to the Task Force and the City's housing goals.

Affordability means housing that does not force households to choose between food, housing, and healthcare. For many cost burdened households, particularly low-income and moderate-income cost burdened households, paying rent and a mortgage makes it nearly impossible to save or respond to an emergency. Cost burden can make it difficult to buy healthy food and makes households far more likely to

be evicted or lose their job. The foremost goal of this Task Force is a Pensacola where every resident can afford a stable house and a decent quality of life.

A central feature of affordability is being able to find a type of housing that works for one's family. Because of minimum lot sizes, the prevalence of single family zoning, minimum parking requirements, minimum square footage requirements, and the current limited housing stock in general, many people in Pensacola are forced to pay for housing that is too big for them or otherwise does not meet their needs. A vision of affordable housing includes different types of houses in different types of neighborhoods that allow people to afford the housing that works best for them.

Affordability means that the City of Pensacola can attract workers and continue to thrive. A supply of housing that is affordable is not just for the people that need that housing; affordable housing benefits the whole community. When housing prices rise, teachers, police officers, firefighters, retail sales workers, waiters, and a variety of other essential workers cannot live in the city. This hurts the local economy, the future of Pensacola's children, and the safety of Pensacola. Creating a more affordable Pensacola means investing in Pensacola's collective future.

III. Task Force Recommendations on Housing Strategies

At the third public meeting on July 20, 2020, the Task Force was presented with eighteen housing strategies. These strategies were a culmination of the discussions brought out by the first two meetings as well as the orientation webinar. After a thorough two-hour discussion on each proposed strategy, the Task Force voted on six of the strategies as priority recommendations to the City Council. This section will discuss the six priority recommendations on housing strategies and summarize each with actionable steps the City can undertake to meet its housing goals. Some of the actionable steps are incorporated into several recommendations as there are certain strategies that are common among all housing policies.

TASK FORCE RECOMMENDATIONS:

1. Engage in Strategic Partnerships
2. Collaborate with the Private Sector to Identify Incentives that Will Increase Affordable Housing Development
3. Leverage Existing City Property to Produce Affordable Units
4. Support Tax Credit Developments
5. Identify & Encourage Suitable Sites for Infill Development
6. Identify Adaptive Reuse Possibilities

1. Engage in Strategic Partnerships

Summary

The City should partner with local developers, businesses, charitable organizations, educational facilities, religious institutions, and other community drivers to buy-in and boost the City's housing goals. Strategic partnerships would bolster community support and provide necessary resources to the development of housing that is affordable.

Actionable Steps:

- A. Start with the organizations represented by the Task Force. Partnerships with these organizations will be vital to the City's goals.
- B. Continue to partner with Escambia County on a regional approach to affordable housing.
- C. Seek out and attract entities that can provide organizational or asset support.
- D. Host a City-wide workshop on affordable housing development to gain support, network, and move the City's goals forward.
- E. Consider authorizing the Task Force as a long-term entity to continually monitor and drive progress.
- F. Partner with neighborhood-level community groups to raise awareness about housing resources.

Discussion

A successful community housing strategy requires significant buy-in and involvement with the community – particularly with organizations that represent the interests of neighborhoods, housing developers, major employers, small businesses, special needs populations, financial institutions, religious groups, and other entities that make up the fabric of the City of Pensacola. Affordable housing should be viewed as essential infrastructure and embraced by the community as such. Access to housing that is affordable improves quality of life, allows businesses to attract and retain workers, and provides the opportunity for upward mobility. Further, the more individuals spend on housing costs, the less they have to invest in the general local economy.

To that end, the City should partner with organizations that can lend their support to the City's housing goals. Strategic partnerships can help the City 1) identify land for its goals; 2) construct the affordable housing units; 3) identify households to be served; 4) provide financing to potential homeowners; and more. One example of a strategic partnership is to partner with local developers to build affordable housing on city-owned parcels through an established RFA process. This example is discussed at length in the third recommendation on leveraging existing city property to produce affordable units. Strategic partnerships can be formed through a competitive RFA process as well as buy-in from community organizations that have a vested moral or business interest in the availability of housing that is affordable.

A. Start with the organizations represented by the Task Force.

Partnerships with the organizations represented by the Task Force will be vital to the City's goals. These organizations can collectively provide expertise on production, development financing, homeowner lending, identifying and securing clients, and other essential facets of housing growth. The City can contract with these entities, provide assistance, or otherwise secure their long-term support in providing affordable housing.

For example, several of the organizations on the Task Force are active in constructing affordable housing. The City could continue to help provide down-payment assistance for potential homebuyers for the newly constructed affordable units. The Task Force members have shown a sincere willingness to participate in the City's housing goals and should be partnered with long-term.

B. Continue to partner with Escambia County to form a region-wide approach to affordable housing policy.

The housing affordability problem should not be left to the City of Pensacola alone. There are many residents who work in the City and reside in the County, and vice versa. As the City already does with various state and federal housing programs, a continued robust partnership with Escambia County can help the two local governments pool resources to solve what is a region-wide issue. For example, the City can continue to work with Escambia County to utilize government-owned land for affordable housing development. A consolidated effort is essential given the need and the amount of resources necessary to solve the affordable housing crisis. Similar partnerships can be entered into with other governmental agencies like the Escambia County Housing Finance Authority and Emerald Coast Regional Planning Council.

Further, as the data section of this Report highlights, many residents in the area spend too much on transportation costs. A region-wide affordable housing strategy that targets development close to public transit and increases access to public transit can go a long way toward improving quality of life and housing affordability.

C. Seek out and attract entities that can provide organizational or asset support.

In addition to the organizations represented by the Task Force, the City should work to gain the support of large employers, schools and universities, housing developers, philanthropic organizations, and similar entities. Entities like Baptist Health Care, Habitat for Humanity, the Escambia County School Board, the University of West Florida, Pensacola State College, the Community Foundation of Northwest Florida, and Catholic Charities of Northwest Florida can all help provide financial and organizational support to the City's housing goals. The City can connect with these potential partners and explore what the City can provide in exchange for resources that lead to the development of housing that is affordable. This would involve a robust City housing program that could provide favorable financing or regulatory flexibility to the private sector to attract involvement in the City's goals. The City could provide this Report to local entities and seek additional feedback through a Request for Proposals (RFP) process.

For example, the Escambia County School Board can provide surplus land within the City to be used as a site to develop housing for teachers and other essential school personnel. A major employer could help the City identify potential applicants and front their own resources through an Employer-Assisted Housing Program, given that affordable housing is essential to attract and retain workers. A local foundation or religious institution can aid in the funding of an affordable housing development targeted to residents in need or can even provide land and development assistance on unused or underutilized church property. A financial institution could assist to meet their obligations under the Community Reinvestment Act (CRA). With a wide range of interests and institutions aiming at the same target to build at least 500 homes in 5 years, the City should be able to meet its goals and more.

D. Host a City-wide workshop on affordable housing development to gain support, network, and move the City's goals forward.

In addition to the work of the Task Force, the City could host City-wide workshops on affordable housing where all members of the development and affordable housing community join together to specifically discuss what the City can provide to engage the private sector in the City's goals. This actionable step is directly connected to the second priority recommendation "Collaborate with the Private Sector to Identify Incentives that will Increase Affordable Housing Development." Continuous information-gathering and networking opportunities can allow key stakeholders to brainstorm, discover practical solutions, and form executable plans to construct affordable housing. The City can play a key role in connecting organizations for the good of the community.

E. Create an oversight process to continually monitor and drive the City's progress.

Although the Task Force met for several months to discuss and produce the items presented in this Report, the work does not, by any means, end here. In fact, the production of this Report is the beginning of a long-term City vision in connecting local institutions to promote and produce long-term affordable housing. As part of its efforts, the City should establish periodic reporting requirements to continually monitor and drive progress of the City's goals. Alternatively, the City could merge the Task Force's goals with the City & County Joint Affordable Housing Advisory Committee (AHAC). Using the strategies contained in this report as a foundation, a long-term entity or other oversight system could measure results and help keep the City on track to meet its goals.

F. Partner with neighborhood-level community groups to raise awareness about housing resources.

Garnering support and creating partnerships should go beyond the act of building homes. Residents of the community must also be aware about the City's goals, so they know how to access available resources and how to have a voice in shaping the City's policies. The City could partner with neighborhood-level community groups that have a direct line to resident concerns. The City could also partner with neighborhood groups to bring substandard homes up to code through "Paint the Town" events where a coordinated effort to fix homes in a defined neighborhood is done in a "blitz" fashion to uplift whole blocks at once.

2. Collaborate with the Private Sector to Identify Incentives that will Increase Affordable Housing Development

Summary

In collaboration with the private non-profit and for-profit sector, the City could identify or improve incentives in exchange for long-term affordable housing development. When regulatory reform is done right, developers will see a reduction in costs and the community will see more affordable housing options. The incentives can be both financial and regulatory. Financial incentives could include a revolving low-interest loan fund the private sector could access for construction costs, waiver of permitting or development costs, and other actions. Regulatory incentives could include exceptions to parking, setback, design, and other land development requirements in exchange for affordable housing.

Actionable Steps

- A. Host a workshop with developers to identify specific local land development regulations that can be amended or waived to produce affordable housing.
- B. Designate or hire a staff person to implement the City's housing strategies.
- C. Create a revolving low-interest loan fund for affordable housing construction.
- D. Explore waiving or reducing local fees that impact development costs to produce affordable homes.
- E. Utilize the new flexibility provided in the 2020 Legislative Session's House Bill 1339 to encourage and approve affordable housing developments.
- F. Amend the land development code and comprehensive plan as necessary to lower development costs and encourage the development of long-term affordable housing.
- G. Incorporate land value capture principles and ensure incentives (such as favorable development regulations and waivers) are conditioned on long-term affordability.

Discussion

The development of affordable and accessible housing requires a collaboration between the public and private sector; government entities cannot do it alone. Such a collaboration must involve financial and regulatory commitments to produce and preserve affordable housing. To this end, the City of Pensacola should identify and provide a variety of incentives that will increase the private sector's involvement in the City's housing goals. By coupling the City's land use authority with its capacity to develop creative financing options with the private sector, the City can secure effective buy-in (a true partnership with the private sector) to build 500 Homes in 5 Years.

A. Host a workshop with developers to identify specific local land development regulations that can be amended or waived in exchange for affordable housing.

There may be certain local development regulations that unnecessarily increase the cost of development without providing a measurable public benefit. When housing development costs are made artificially high due to local land controls, housing supply can be constrained (which can lead to increased home prices) and developers may push those increased costs to the renter or homebuyer.

For example, several Task Force members expressed that the new CRA Urban Design Standards Overlay District has increased potential development costs to the point where their organizations have decided to avoid building affordable units altogether in the covered areas. These members felt that because of the new design standards, their development costs would increase to the point where they would have to shift some of the costs to the homebuyers and renters, thus lowering housing affordability.

Further, although the City provides voluntary density bonuses for affordable housing construction at Section 12-2-80 of the Land Development Code, no developer has ever utilized the available density bonus as an option. If the City does not adopt a mandatory inclusionary zoning ordinance (which the Task Force did not approve as a priority option but was presented as a strategy), then a workshop to discuss what land use bonuses would attract the private sector could be helpful. Density minimums can also be required in parts of the City to ensure more housing construction.

The City should workshop with the private sector to identify examples such as the CRA Urban Design Standards Overlay District, where housing development costs are made higher as a result of local land use controls. Such development standards will include parking requirements, setbacks, height, density, and other land use controls that regulate the composition of a developable parcel. The City should also identify land development code examples such as the density bonus provision where the City could make affordable housing development financially attractive through the land use process.

Once identified, the City could amend costly land development regulations in exchange for the development of affordable housing units. If the City amends or waives local land use controls to lower development costs, it must have assurances that the lower development costs will actually result in increased housing affordability. This can be done through deed restrictions or other land use controls that ensure the public benefit is enforceable.

B. Designate or hire a staff person to implement the City's housing strategies.

Implementing the strategies in this Report will require additional staff time and resources. The City should designate or hire a qualified individual to work full-time to implement the City's affordable housing strategies. This individual will have an exceptionally important role in coordinating with the private sector to develop units and act as the overall point-person for all things related to the City's plans to build 500 Homes in 5 Years as well as the housing development process in general.

For example, this person could act as the general liaison with tax credit and other housing developers to assist through the development process and seek housing affordability in exchange for waiving certain land use regulations. They could monitor the successes of the City's goals, constantly seek out existing and innovate funding programs for affordable housing purposes and manage any financial

incentives that the City adopts. Additionally, they would monitor long-term affordability and work to shepherd affordable housing applications through the relevant reviews in various departments to expedite permitting. This recommendation is contained within this strategy because a single person or persons dedicated to the City's housing goals could be a great benefit to the private sector in terms of increased communication and assistance. If it is too difficult to navigate the City's development process, the private sector may be disinclined to engage in the City's affordable housing goals.

C. Create a revolving low-interest loan fund for affordable housing construction.

Several of the Task Force members expressed interest in a revolving low-interest loan fund for affordable housing construction. This type of financing tool could attract greater involvement from the private sector. A zero or low-interest loan fund could be a replenishing source of capital for single-family home construction, for example. This loan fund could be tailored to solely non-profit development entities or also include for-profit applicants. This type of financing could encourage private sector development with below-market financing and fill in the funding gap for small-scale housing construction.

As an example, the City of Tallahassee in June 2020 approved a new short-term affordable housing construction program to provide loans up to \$175,000, payable in six to eighteen months. The interest rate for the loans would be less than market rate and the homes need to be sold at an affordable rate to households earning up to 100% AMI. This new program is initially funded with \$750,000 in local dollars and upon repayment, will be recycled for additional construction. There are examples across the country of successful local government-led revolving low-interest loan funds.

Two main barriers to a loan fund of this type are funding and administration. Regarding funding, the City could pool federal and state sources of money. However, given that those funding sources are limited, they may not be enough to serve the loan fund. The City could use General Revenue or other locally sourced funds, like Community Redevelopment Agency funds, to support a loan fund concept. Not only are local dollars necessary to meet the need, but the City will have more flexibility in how to use local funds. The City could partner with a financial institution in Pensacola to assist in this loan fund as part of the financial institution's obligation to serve low income communities under the Community Reinvestment Act (CRA). In regard to administration, there would need to be a staff member dedicated to ensuring compliance with the terms of the loan.

D. Explore waiving or reducing local fees that impact development costs in exchange for affordable units.

In addition to looking at structural land development regulations that may increase the cost of development, there may be fees or local government inspection processes that can be amended to lower overall development costs. The development fees associated with a potential project may discourage the development of new housing units. Further, all fees should be clearly defined at a single source to assist developers through the process. If information is difficult to gather regarding a ballpark estimate on how much in fees will be assessed on a particular project, developers may be dissuaded from engaging with the City's housing goals.

Although the City of Pensacola does not assess impact fees, which do raise the cost of development in most areas of the state, there are still some fees in the development process that can be reduced or waived for affordable housing projects. These include planning and zoning fees, permit fees, inspection fees, utility fees, and others. The City should continue to work with the Emerald Coast Utilities Authority to waive their impact fees for affordable housing development. This step would be coupled with the statutory requirement to expedite permitting for affordable housing projects to a greater degree than other developments.

E. Utilize the new flexibility provided in the 2020 Legislative Session's House Bill 1339.

The 2020 Legislative Session produced House Bill 1339 which could bring a sea change in approving affordable housing developments. Among other items, the bill amended Florida Statute Section 166.04151 which relates to certain affordable housing policy options for municipal governments. The amended statute gives the governing body of a municipality the authority to approve the development of housing that is affordable, as defined in s. 420.0004, on any parcel zoned for residential, commercial, or industrial use notwithstanding any other law or local ordinance or regulation to the contrary. In practice, this could provide broad flexibility in approving affordable housing developments on a case-by-case basis on parcels zoned for residential, commercial, or industrial use.

First off, this new language allows affordable housing units to be developed in residential, commercial, and industrial zones without the need for a zoning change or comprehensive plan amendment. For example, an affordable housing developer can receive project approval on a commercially-zoned parcel without going through the time and cost-intensive process of a rezoning or comprehensive plan amendment; the developer would not need a change to the Future Land Use Map, for example. As to be discussed in the following strategies, this new language could be a boon for allowing missing middle housing types such as duplexes, triplexes, and townhomes, as well as adaptive reuse possibilities. The City should also take care to avoid permitting affordable housing projects on certain commercial or industrial-zoned parcels if there is an actual or perceived threat of environmental contamination. Although HB 1339 allows local governments to permit affordable housing in certain non-residential zones, the City should make sure the parcels are safe for residential use.

Using the language in HB 1339 as a tool, the City of Pensacola could approve an affordable housing project without a rezoning or comprehensive plan amendment, save the developer time and money, and ensure that the renters and homeowners of these developments experience the cost savings through lower housing prices. Alternatively, the City could use this language to encourage market-rate developers to build affordable units. The City could offer to market-rate developers that it will approve projects in certain zoning classifications without needing a rezoning in exchange for the production of a specific number of affordable units. Opening more parcels for residential development may encourage the private sector to engage with the City's housing goals.

HB 1339 can provide broader flexibility as well to act as a "super-waiver" of land use regulations for affordable housing developments. The new statutory language states that municipalities can approve the development of affordable housing projects "notwithstanding any other law or local ordinance or regulation to the contrary." Reading this language broadly, the City can provide project approvals that go beyond a rezoning or comprehensive plan amendment. The City could alter the individual zoning

district's parking, setback, density, and any other regulation for affordable housing developments under a broad reading of the phrase "notwithstanding any other law to the contrary." The City could assess projects and amend regulations in exchange for affordable units on a case-by-case basis. HB 1339 could be a powerful tool to encourage affordable development.

F. Amend the land development code and comprehensive plan as necessary to lower development costs and encourage the development of long-term affordable housing.

In addition to using House Bill 1339 to approve affordable housing developments in certain zoning districts on a case-by-case basis, the City could amend its development regulations to provide predictable standards governing housing development and affordable housing incentives. Using information gathered in a partnership with the private sector, the City could look at amending certain aspects of the land development code and comprehensive plan to encourage the development of affordable housing. Targeting regulations that impose high costs without a measurable public benefit could attract the private sector to build units in certain areas of the City. As shared above, some nonprofit housing developers have been dissuaded from building in certain areas of the City due to high costs imposed by certain land use regulations. Regulations to look at include parking requirements, design standards, setback requirements, and other laws that govern the composition of a developable parcel.

For example, overly burdensome parking requirements can be a costly endeavor and in many cases, minimum parking requirements go beyond what is truly needed for the community. The City may reconsider how it assesses minimum parking requirements or how to waive certain standards in exchange for affordable housing.

Regardless of how the City examines its development code, the City should strike a balance to ensure that it does not give too much away without seeking public benefits in return. Lowering development costs does not necessarily equate with the end product being more affordable. Regulatory reform done right requires the City to condition lowered development costs on affordability in exchange.

G. Incorporate land value capture principles and ensure incentives are conditioned on long-term affordability.

It is essential for there to be a paradigm shift in how the City approaches using its land use authority for housing. First and foremost, the goal of local government action is to promote the public health, safety, and welfare of its citizens and to be a good steward of the land for current and future generations. This requires a balancing of property rights with public interests. Under Section 163.3177(6)(f) of the Florida Statutes, every jurisdiction in Florida has the obligation to plan for and provide for housing its entire current and anticipated population, including the most vulnerable.

The City should consider the principle of land value capture when property owners request land use and zoning changes that will increase the value of their private property. Local governments contribute greatly to private land value through public-works projects, zoning changes, and other interventions. The principle of land value capture is that when public intervention occurs, such as a land use or zoning change, the public body should ensure that a portion of the increase in land value that results from

that public intervention is used to meet community needs, such as workforce housing. When local government makes a land use change that increases the value of a particular land owner's property, it is not only appropriate that a portion of that increase in value come back to the community for affordable housing, but indeed, the local government obligation under Section 163.3177(6)(f) may make land value capture for affordable housing an imperative.

3. Leverage City Property to Produce Affordable Units

Summary

The City will have most control over the development of parcels that it owns. Due to the high cost and limited availability of land within the City limits, Pensacola will need to leverage its property in exchange for the development of housing that is affordable. The City can set its own terms for how its land is used through deed restrictions and a robust RFP process. This will require identifying existing City-owned land, purchasing, or seeking the donation of land that is suitable for affordable housing. The City should also use the Housing Initiatives Fund as a model to continue a robust City-asset disposition policy where proceeds from the sale of City property can be placed in a local affordable housing trust fund.

Actionable Steps

- A. Establish a robust RFP process for affordable housing development on City-owned parcels.
- B. Identify City-owned parcels that can be utilized for affordable housing development, including parcels in commercial or industrial zones.
- C. Use the Housing Initiatives Fund as a model to continue a robust City-asset disposition policy.
- D. Purchase or seek donation of developable parcels.

Discussion

A. Establish a robust RFP process for affordable housing development on City-owned parcels.

The City should carry out a uniform RFP process that maximizes the development of affordable housing on City-owned parcels. In this context, the City would donate, sell, or sell at a discount City-owned parcels built to City specifications. The City could couple an RFP with an offer to provide down payment assistance to eligible households in the constructed units. Pensacola has multiple examples of successful RFPs in this context such as the Garden District Cottages. It is through this process where the City could target incomes, households, and essential workers that are not fully served through available funding sources. A localized RFP process can serve hyper-localized needs free from the requirements of state and federal resources.

RFPs should award points for both affordability and accessibility. There should be an affordability period that ensures that any units built on City land are affordable for the long-term. Given that

available land is extremely valuable within the City limits, the units must be affordable long-term or the City will lose a valuable community asset in a short number of years. The RFP process must be designed in a way to preserve affordable housing units as a community asset. Extra points should be available for developers that can achieve permanent affordability.

Using the data section of this Report as a guide, the City should use these parcels to provide affordable homeownership or rental options for households at 80% Area Median Income and below. Further, as mentioned in the data section, the median renter household in the City makes only 66% of AMI. Therefore, if the City wishes to move more renters into homeownership, it could use the RFP process on City-owned parcels to serve lower income levels.

In regard to accessibility controls, the RFP process should require accessibility measures that go beyond minimum code standards. These requirements should be formed in concert with the organizations represented by the Task Force.

Finally, the land that is the subject to the RFP must be subject to deed restrictions that ensure that the City's housing goals are met long-term. This is where the City could utilize the staff member solely dedicated to these goals to monitor and enforce necessary deed restrictions.

B. Identify City-owned parcels that can be utilized for affordable housing development.

Due to the high cost and limited availability of land within the City limits, Pensacola will need to leverage its property in exchange for the development of housing that is affordable. Cities and counties are required by Florida's surplus lands law (Florida Statutes 166.0451 and 125.379, respectively) to prepare an inventory every three years of all real property within the jurisdiction to which the local government holds fee simple title that is "appropriate for use as affordable housing."

A parcel that could be developed for residential purposes is appropriate for use as affordable housing. Types of properties which are undevelopable or not appropriate for affordable housing would be slivers of land remaining from right of way work, or properties that would be unsafe for human habitation due to the proximity of toxic uses. All parcels that could be developed for residential use and are not absolutely needed for other governmental purposes should be placed on the inventory to further the City's housing goals. When a parcel is placed on the inventory or otherwise determined to be suitable for affordable housing development, the City has a new fundamentally important tool at its disposal. Attached as an Appendix to this Report is a sample surplus land policy for the City to implement.

Because of the new statutory language added by House Bill 1339 (as described above), the City should look beyond its parcels that are currently zoned for residential uses when determining that a piece of property is appropriate for use as affordable housing; the City should look at its parcels that are zoned for commercial or industrial uses as well. House Bill 1339 gave local governments the flexibility to use more of its land for affordable housing purposes. The Task Force also recommends that the City look at parks that may be suitable for affordable housing development.

C. Use the Housing Initiatives Fund as a model to continue a robust City-asset disposition policy.

Under Florida's surplus lands law, as introduced above, the properties on the inventory list of properties appropriate for use as affordable housing may be offered for several purposes: 1) for sale in which the proceeds are used to purchase land for the development of affordable housing; 2) to increase the local government fund earmarked for affordable housing; 3) for sale with a restriction that requires the development of the property as permanent affordable housing; 4) to donate to a nonprofit housing organization for the construction of permanent affordable housing; or 5) to otherwise make the property available for the production and preservation of permanent affordable housing. Even if a City asset is not on the inventory list, the City can still place a deed restriction on the parcel for use as affordable housing or use the proceeds from its disposition for affordable housing purposes.

City-owned parcels present a great opportunity for the City's housing goals, not only in terms of units developed, but in terms of sale proceeds that can be recycled for affordable housing purposes. Using the existing Pensacola Housing Initiatives Fund as a model, the City should continue a robust asset disposition policy that clearly defines when the parcel should be utilized for affordable housing development and when sale proceeds are to be placed in the local affordable housing trust fund. Emphasis should be placed on using parcels for construction.

If certain assets are sold, the Housing Initiatives Fund already has a history of using the proceeds from the sale of City-owned land for down payment assistance to eligible homebuyers. More proceeds of asset disposition could be placed into this Fund to help the City meet its goals. More local dollars in the Housing Initiatives Fund means more opportunities for the City to be creative in financing development and directly assisting homebuyers and renters. A robust local Fund supported by the proceeds from the sale of City assets could support the revolving loan fund concept, down payment assistance, and other aspects of these strategies that require a greater financial City commitment.

D. Purchase or seek donation of developable parcels.

As explored by the Task Force and City Housing Staff, there is a limited supply of City-owned developable parcels for affordable housing. Therefore, considering that using City-owned land will be a key housing strategy, Pensacola should consider purchasing or seeking donation of land that can be used to build 500 Homes in 5 Years. This action step can be coupled with the strategy on adaptive reuse; the City could look to purchase buildings owned by private entities that may be underutilized or vacant to bring those buildings back into functional uses. A key to this step will be to locate City funds that could purchase property as existing state and federal resources may not be enough to meet the City's goals. A robust Housing Initiatives Fund supported with General Revenue, proceeds from the sale of City assets, and other locally sourced funds will be fundamental in purchasing property to be used as affordable housing.

Additionally, the City could partner with a financial institution that may have a portfolio of foreclosed properties that could be donated or sold at a discount to the City. A strong partnership with Escambia County, the Escambia County School Board, Escambia County Housing Finance Authority, and other entities that may have title to developable land within the City limits would be beneficial.

4. Support Tax Credit Developments

Summary

Tax credit developments are essential sources of affordable rental housing. Pensacola should work to support tax credit developments through the local development process and the Florida Housing Finance Corporation (FHFC)'s RFA process. The City should work to create an environment that attracts and assists affordable rental development through the approaches offered by these recommendations. Working with Escambia County on Local Government Areas of Opportunity Funding and local contribution possibilities, the City could target viable priority projects that benefit the community and work to ensure their selection by FHFC.

Actionable Steps

- A. Ensure that elected officials and key staff have the tools they need to avoid and overcome neighborhood opposition.
- B. Identify a staff member to monitor FHFC's funding opportunities and assist tax credit developers through the process.
- C. Form a process to prioritize projects emphasizing long-term or permanent affordability.
- D. Ensure that the development process is easy to navigate to attract the private sector.
- E. Support viable projects applying for FHFC funding.

Discussion

A. Ensure that elected officials and key staff have the tools they need to avoid and overcome neighborhood opposition.

A fundamental aspect of supporting tax credit and affordable housing development in general is to stem neighborhood opposition (often referred to as NIMBY or "not in my backyard" opposition). NIMBYism is a recurring barrier for affordable housing development in Pensacola and across the nation. Local government officials should support viable affordable housing developments by shepherding their approvals in the face of opposition. This can be done through education, addressing all legitimate opposition, reducing unnecessary approvals, and by knowing the laws that protect the property rights of affordable housing developers.

When people hear the term "affordable housing," they tend to think the worst. Increased understanding about affordable rental housing and the positive impact it has on individuals, families, and the community at large is instrumental to gaining wide support and dispelling NIMBYism. The City can lead an education campaign using credible research and local data to support various developments and garner support from a broad range of interests to help make the connection between housing development and other community concerns. For example, the City can work with members of the local school board or parent advisory committees to attest to the imperative of stable rental housing for

children to succeed in school. The City could ask members of the business community, clergy, social service agencies, and others who would be well received to connect a specific affordable housing development to how it benefits the local economy, health, and quality of life.

It is imperative to underscore the importance of affordable housing and it is equally important to exercise leadership by addressing all legitimate opposition. Legitimate, non-discriminatory concerns around issues like traffic or project design may lead the City to adjust a proposed development. However, all concerns that are rooted in racial or economic bias should be rooted out of the discussion.

Under the 14th Amendment of the U.S. Constitution, the public's negative attitude, or fear, unsubstantiated by factors that are properly cognizable in a development proceeding, are not permissible bases for land use decisions. If the City denies an affordable rental development due to illegitimate political or otherwise irrational motives not based on rational evidence, its decision may be challenged by law. The City should use the 14th Amendment, the Fair Housing Act, and other relevant legal standards as ammunition to support affordable housing developments. In addition to barring discrimination against the federal protected classes in land use decision-making, the Florida Fair Housing Act (section 760.26 of the Florida Statutes), bars discrimination against a development based on the the source of its financing. This is a powerful tool to approve projects funding through various affordable housing programs.

Property values are often at the root of neighborhood opposition. Yet, virtually without exception, property value and affordable housing research finds no negative effect on neighboring market rate property values. In fact, in some instances, affordable housing has increased the value of neighboring property. A local government empowered with the proper resources and knowledge can go a long way toward garnering public support and dispelling the NIMBYism that could stall the City's housing goals.

B. Identify a staff member to monitor FHFC's funding opportunities and assist tax credit developers through the process.

A staff member dedicated to the tax credit development process can act as a necessary liaison to tax credit developers. Local government development processes should be easy to navigate to encourage private sector engagement. A housing coordinator or liaison can assist tax credit developments through all aspects of the local development process including necessary fees and permit approvals, relevant public hearings, funding opportunities, compliance monitoring, and other items. This staff member would also monitor all Florida Housing Finance Corporation (FHFC) funding opportunities for tax credit and bond financing and comment to FHFC as necessary to shape their RFP processes to better serve the City.

C. Form a process to prioritize projects emphasizing long-term or permanent affordability.

The County and City have had an application process to provide financial support to projects applying for FHFC that meet established criteria as a local contribution or Local Government Area of Opportunity funding. This process could grant additional points for projects that can provide longer-term affordability than required by FHFC and for projects that can serve more lower-income persons.

Hillsborough County, for example, selected a project that could provide permanent affordability through their RFP process that gave additional points to developers that went above and beyond the 50-year affordability period required by FHFC for 9% tax credits. The selected project was also able to provide 20% of the units to extremely low-income residents (as opposed to the 10% required by FHFC).

The City and County can design their application process for local government support to be highly catered to localized needs. The application process can prioritize certain geographic areas, income levels, households served, and other community-driven goals. The City could further prioritize parts of the City that are eligible for other financing sources such as the New Markets Tax Credit, Opportunity Zones, Historic Tax Credits, and other place-based funding programs.

Additionally, instead of seeking applications from projects in the works, the City and County can jointly identify a parcel of land that would be ideal for tax-credit development and then launch an RFP process for the private sector to engage. A City and County could then partner with a developer that meets local specifications to construct a viable community project from the ground up.

D. Ensure that the development process is easy to navigate and flexible to attract the private sector.

This recommendation is a culmination of several other fundamentals discussed in this Report. If a local development process is too opaque or too cumbersome to navigate, the private sector will be discouraged from engaging with the City's housing goals. Similarly, if the zoning code is too restrictive, that will also discourage private sector tax credit or other affordable housing development. Several tax credit developers in the area have noted anecdotally that viable properties that could be potential projects are zoned for non-residential uses and that it is difficult to find a parcel with proper zoning as-of-right. Instead of spending the time and money to rezone the parcels, several of these developers have decided to forgo pursuing an affordable housing deal in Pensacola. These and similar anecdotes show the need to have zoning code that allows a multitude of uses as-of-right with clear, predictable, and inexpensive standards to rezone a parcel to allow multi-family residential development. The language in House Bill 1339 could again help in this regard.

The City could also support tax credit development by making the development process easier to navigate as a whole. This is where the liaison to tax credit developers would be a boon. A one-stop shop for the private sector to understand the local development process and to help shepherd viable projects could increase private sector involvement.

E. Support viable projects applying for FHFC funding.

The City of Pensacola, in continued partnership with Escambia County and the Escambia County Housing Finance Authority (HFA), should work together to provide financial and regulatory support to projects that seek FHFC financing through competitive 9% tax credits, non-competitive 4% tax credits, multifamily mortgage revenue bonds (MMRB), and the State Apartment Incentive Loan (SAIL) Program. The City could offer support through the regulatory relief described throughout these recommendations, by responding to requests in a timely manner for necessary approvals, and through financial support as a local contribution.

5. Identify & Encourage Suitable Sites for Infill Development

Summary

Due to the built-out nature of the City of Pensacola, there may not be land available for the large-scale affordable development needed to meet demand. Therefore, the City could identify smaller sites that are suitable for infill development. These smaller parcels could be ideal for a tiny home community, single family homes with accessory dwelling units, or the “missing middle” housing types such as duplexes, triplexes, and townhomes. The City could encourage small to medium size development on these parcels through financing and regulatory incentives. The purchase of small, suitable parcels for the purpose of developing affordable housing would also benefit the City’s goals.

Actionable Steps

- A. Create an infill development program.
- B. Utilize zoning and land use flexibility to allow small unit development and manufactured housing.
- C. Purchase or seek donation of developable parcels.

Discussion

Infill development is an effective way to maximize available or underutilized land within the urban areas of the City. Infill development can be the construction of one single-family home within an existing build out neighborhood or the redevelopment of a city block that has suffered from blight and disinvestment. Pensacola’s Comprehensive Plan encourages infill development in several instances as it is stated as a policy to “[p]romote infill development of vacant and underutilized parcels within City limits through use of appropriate land development regulations, and provision of effective urban services.” This type of development can help stabilize neighborhoods, maximize developable land, and locate new housing units where there is existing infrastructure.

A. Create an infill development program.

The City can create a comprehensive program that helps finance infill development. As an example, the City of Jacksonville, Florida has the “Infill Development Incentive Program” which is designed to further the affordable housing goals of the City. The program provides up to \$50,000 in grant funds and up to 80% of total project costs in loan funds for eligible projects in low-moderate income census blocks or tracts. For homeownership, the loan has a 0% interest rate to be repaid upon the sale of the home and for rental projects, the loan is amortized over 15 years at 0% interest. The City of Pensacola could do a similar program that targets its low to moderate income census tracts and work to ensure the homes are occupied by income-eligible households.

Miami-Dade County has a robust infill development program as well. The Miami-Dade County “Infill Housing Initiative Program” encourages the sale or transfer of County-owned properties to Infill Developers and has a comprehensive RFP process to build affordable homeownership and rental

opportunities for income eligible households. Homes developed through the established process qualify for expedited permitting, a refund or deferral of impact fees, a second mortgage subsidy for qualified buyers, and construction loans, as available.

Using these two Florida local governments as a model, the City of Pensacola could help finance the developments of infill projects and make land readily available for the private sector to engage in affordable infill development. The City could use an established loan fund to assist with construction or other development costs, expedite permitting for eligible projects, provide regulatory relief to lower development costs, provide down payment assistance, and otherwise help develop long-term affordable housing on eligible lots. The City could target its lower income census tracts to form a robust infill development program.

B. Utilize zoning and land use flexibility to allow small unit development and manufactured housing.

Pensacola's land development regulations and Comprehensive Plan contemplate the necessity for infill development. Considering that most of Pensacola is already built out, this will be a fundamental housing strategy. The land development code can be improved to allow for more small unit development and more manufactured housing, in general. Pensacola's land development laws should be flexible enough to allow small unit development in the form of tiny homes, accessory dwelling units, microunits, and missing middle housing types.

For example, in the medium density residential land use districts (R-1AA and R-1A), that allow up to 17.4 units/acre based on the specific zone and housing type, only single-family detached, single-family attached (up to two units), and duplexes are allowed as-of-right. Pensacola could amend its zoning standards to allow tiny homes, triplexes, or quadplexes to be built in the R-1AA and R-1A zones. This would allow more units to be developed on a single parcel while still meeting the district's density requirements (which can also be amended as necessary). Further, the City could look at amending its zoning map and up-zone parts of the City to allow for greater density and more flexibility in housing types as-of-right.

The City could direct the Planning Department to allow tiny homes, duplexes, triplexes, quadplexes, and manufactured housing units as-of-right in more zoning districts. The residential/office land use district (R-2) is a good example of a zoning district that allows for a broad variety of housing types as-of-right. By allowing more units to be built on infill lots in this manner, there will be more predictable construction standards for developers who plan to build affordable units which will lower overall development costs. Even if the City does not undertake zoning reform for certain zoning districts, it can still allow for flexibility in housing types on a case-by-case basis through the new statutory language passed in House Bill 1339, as discussed above.

In addition to allowing more housing types, the City should assess setback requirements, parking standards, minimum lot coverage, and other land development regulations that shape the amount of developable land on an individual parcel. Allowing more lot coverage overall will allow more units to be developed and potentially increase the supply of affordable housing options.

Small unit development lends itself well for housing affordability due to the relatively small square footage. By allowing multiple smaller units to be built on a single parcel (not just one single family home), more households can reside on developable lots within City limits. Similarly, the nature of manufactured housing can provide an unsubsidized form of affordable housing. This actionable step can allow the City and encourage the private sector to be creative in maximizing the use of available land for infill development and give more residents the option to leave close to employment centers.

C. Purchase or seek donation of developable parcels.

Similar to the previous recommendation regarding utilizing government-owned parcels, the City could target the purchase or donation of smaller lots that would be ripe for a tiny home community or small unit development. The City may thrive by targeting small or oddly shaped parcels that can be repurposed into functional uses. As with the discussion above, this strategy depends on available funds, available property, and a robust RFA process that can invigorate the private sector to build long-term affordable units on these parcels.

6. Identify Adaptive Reuse Possibilities

Summary

Adaptive reuse refers to the reuse of a building or structure for a purpose other than its original design. Cities have always adaptively reused buildings to revitalize neighborhoods. Today there are a large number of old, industrial urban centers where warehouses have been transformed into lively city blocks with trendy restaurants, historic homes that became law offices, and civic buildings converted to housing. However, because of a shift to remote work and online retail and a shift in the economy away from industry, there is an opportunity to convert underutilized commercial and industrial buildings into housing.

The City of Pensacola should allow, encourage, and even partially fund adaptive reuse projects that contain housing as a key component. Given the limited availability of undeveloped land within the City limits, the City will need to explore its options to repurpose existing structures – particularly structures that it owns. Adaptive reuse can lower the economic and environmental costs associated with construction and revitalize abandoned or underutilized structures that would otherwise remain inefficient while maintaining and enhancing local character.

Actionable Steps

- A. Identify affordable and/or quality buildings for adaptive reuse.
- B. Consider amending Sec. 12-2-78 of the Land Development Code and decide on criteria for waiving local zoning rules as per House Bill 1339.
- C. Work with financial institutions on financing adaptive reuse projects.
- D. Explore creative financing sources such as Tax Credits and the Brownfields program.
- E. Assess the feasibility of Baptist Hospital as a viable project.

Discussion

A. Identify affordable and/or quality buildings for adaptive reuse.

Adaptive reuse projects have a myriad of potential benefits and risks not found in greenfield and infill development. Special care should be taken to select buildings for reuse using a variety of criteria, including the historical importance of the building, the connectivity of the site, the quality of the building, and the price of acquisition (with a particular focus on potential site donations and discounts). The City should 1) assess which of its own structures can be repurposed into housing, including parking lots and parks; 2) identify buildings which it can purchase for its affordable housing goals; and 3) support private sector adaptive reuse projects that contain housing as a key component.

The quality and utility of the building is an important factor in supporting an adaptive reuse project. Whether or not the building, once retrofitted, will be worth the investment depends on the quality of the building. The City should ask: is the structure built well enough for it to be adaptively reused into housing, or would it be more efficient to demolish it and build something new? Further, the City should look at the type and design of the building and assess how difficult and expensive it will be to convert it into housing.

Government-owned buildings and parcels should be the first candidate for adaptive reuse. If the government building no longer meets its original function, the City should assess whether the building is safe and habitable for potential housing and then explore a robust RFP process to attract private sector development. The City could also look at other structures such as underused parking lots and parks and assess whether affordable housing can be built on those parcels. Many of the most successful adaptive reuse projects adapt formerly civic buildings, such as courthouses, schools, and government offices that are surplus and could be put to a better use as affordable housing. Civic and educational buildings are also often historic and may be eligible for Historic Tax Credits. A focus on historically important buildings could allow Pensacola to accomplish two goals at once: the preservation of historic buildings and the construction of more housing that is affordable.

In addition to identifying government-owned buildings, the City could target underutilized or vacant buildings that may be worth acquiring. Here, the City will need to assess housing suitability using set-out factors in addition to the cost of acquisition: can the targeted building be acquired for free or at a discount? The City could partner with nonprofits, congregations, or community focused businesses that may wish to donate or sell at a discount a building they no longer need.

As noted in the data appendix and throughout this report, housing and transportation costs are closely related. Adaptive reuse projects should focus on areas that allow future residents to walk, bike, or take transit to work. This saves residents money and dramatically lowers overall household costs. Walking, biking, and transit are often cheaper for cities than constructing or expanding new roads, so a focus on density and walkability improves the tax base while lowering per capita government expenditures. Supporting adaptive reuse among a defined redevelopment strategy can revitalize historically underinvested areas and create sustainable communities.

B. Consider amending Sec. 12-2-78 of the Land Development Code and decide on criteria for waiving local zoning rules per House Bill 1339.

At Sec. 12-2-78 of the City's Land Development Code, conditional use permits are available for the adaptive reuse of "vacant public, semi-public, institutional, church or historically significant structures within the R-1AA, R-1A, R-ZL, R-2A and R-2 zoning districts" which by its nature could not feasibly be redeveloped for adaptive reuse under existing zoning regulations. The City may look at expanding the conditional use permit allowances to include underutilized or underdeveloped property in addition to "vacant" property. It could also look into allowing more types of structures to be adaptively reused. Under the current conditional use provision, only a "public, semi-public, institutional, church or historically significant structure" can be adaptively reused using the set process. The City could expand the conditional use opportunity to all structures if they can meet certain habitability and defined zoning standards.

As described in previous recommendations, House Bill 1339 creates more opportunities for adaptive reuse by allowing the City to approve affordable housing on parcels zoned for commercial and industrial uses without needing a zoning change and by waiving other land use regulations in the process. These parcels may be in locations where land is cheaper and where residential development might be in higher demand because of limited supply. The language in House Bill 1339 does not foreclose the possibility of permitting mixed-use developments as long as the housing component of the development meets the definition of affordable.

House Bill 1339 creates challenges because its broad wording requires local governments to define how and where they will use their granted authority. The City should create a policy on how and where it will apply these new powers in order to do so consistently. First, the City should create a policy where it only approves adaptive reuse projects on parcels that need a zoning waiver under House Bill 1339 if the housing contained is affordable in the long-term. Then additional policies should be made in regard to setback, height, maximum lot coverage, and other structural standards that govern developable land. The geography of each parcel will be different and each parcel will have its unique set of financing difficulties. Therefore, the policies to use House Bill 1339 will need to define the process for assessing proposals to waive certain rules rather than by defining a set of rigid regulations that must be met. Flexibility in land development regulations will be key in permitting adaptive reuse projects that benefit the community.

C. Work with financial institutions on funding adaptive reuse projects.

A major challenge with adaptive reuse projects is financing. Unlike new construction, adaptive reuse projects are highly site specific to the point that they can be difficult for banks and financing companies to evaluate, and thus can be difficult for developers and local governments to receive favorable financing. Adaptive reuse projects can come with unique risks and challenges that are uncovered only once construction starts. For example, unknown environmental contaminants may be discovered through the development process as well as other structural barriers. Additionally, given that adaptive reuse endeavors typically take place on underutilized or vacant properties, there is the inherent risk of how successful the ultimate project will be if the initial use was proven unsuccessful. A lender may be turned away from a potential project without clear outcomes or predictable cash flow if the project is

in an area surrounded by other underutilized or vacant properties. Due to a variety of risks, adaptive reuse financing can be difficult. Because of this increased risk to the lender, interest rates may be higher for adaptive reuse development loans than greenfield or infill development.

Adaptive reuse projects can require more focused work with financing institutions to secure funds. The City of Pensacola can work with regional and national institutions that focus on adaptive reuse or can partner with local institutions to understand how they could be a part of financing targeted projects that meet the City's housing goals. A mix of financing sources for adaptive reuse projects can be broad including banks, CDFIs, private capital, and government resources. Local government financial, regulatory, and administrative support of targeted adaptive reuse projects in areas ripe for housing construction (proximity to services, grocery stores, transportation, etc.) can increase confidence in key projects, ease lender insecurity, and ultimately assist the development of new housing units.

D. Explore creative financing sources such as Tax Credits and the Brownfields program.

While it may be more difficult for adaptive reuse projects to secure traditional financing, certain affordable housing projects may be eligible for various governmental funding programs. Adaptive reuse projects can utilize a mix of tax credit programs including the Low-Income Housing Tax Credit (LIHTC), New Markets Tax Credit (NMTC) and Historic Tax Credit (HTC), in addition to the Opportunity Zones program. The HTC program, for example, includes two separate tax credits: 1) a 20 percent credit for rehabilitation costs of buildings listed on the National Register of Historic Places; and 2) a 10 percent credit for the rehabilitation of non-historic, non-residential buildings built before 1936. Pensacola could locate which properties qualify under the HTC and target viable parcels for adaptive reuse with financial and regulatory support. There are a variety of example of adaptive reuse projects across the country that have used a blend of the three tax credits stated above, conventional financing, local government funding, and private funding.

The Brownfields program is another potential source of funding for adaptive reuse projects. Pursuant to its definition in the Florida Statutes, brownfield sites are sites that are "generally abandoned, idled, or under-used industrial and commercial properties where expansion or redevelopment is complicated by actual or perceived environmental contamination." If an area is designated as a Brownfield, the state and federal government offer incentives for site remediation and redevelopment. For example, there is 1) a sales tax refund available for building materials purchased and used in the construction of a housing or mixed-use project located in a Brownfield area; 2) a Voluntary Cleanup Tax Credit (VCTC) in which a 50% state tax credit is provided up to a maximum annual \$500,000 per site for eligible costs for environmental cleanup work; 3) a State Brownfield job bonus refund which gives up to \$2,500 per new job created; and 4) state loan guarantees for Brownfield projects. The federal Environmental Protection Agency offers similar grants and incentives. The state and federal Brownfields program is a great option for repurposing industrial or commercial areas.

E. Assess the feasibility of Baptist Hospital as a viable project.

Several taskforce members discussed the current Baptist Hospital site as a prime candidate for adaptive reuse. In 2019, Baptist Health Care announced it will be building a new campus at the intersection of Interstate 110 and Brent Lane. The new campus is set to open in 2023. When the hospital moves

locations, the current campus could be ideal for adaptive reuse to construct new affordable housing units in conjunction with a surrounding mix of development. The City, in partnership with Baptist Health Care, Escambia County, and other necessary stakeholders, should assess the feasibility of utilizing the existing campus for adaptive reuse with affordable housing as a main component.

IV. Appendices

1. List of Proposed Incentives & Strategies

This section contains a full list of the incentives and strategies proposed to the Task Force at the third public meeting. Although the Task Force selected the six strategies above as the priority strategies, the tools listed below can also serve the City's housing goals.

HOUSING STRATEGIES/INCENTIVES			
Strategy/Incentive	Description	Advantages	Barriers
Adopt an Inclusionary Zoning Ordinance	Inclusionary zoning is a local land use tool that requires a specified amount of affordable housing to be built in conjunction with market rate units.	Requires the private sector to build more affordable housing units than they would otherwise provide. Can be tailored to address specific needs and targeted neighborhoods.	Local government must fully offset all costs to the developer associated with an IZ requirement.
Assist Homeowners Construct Accessory Dwelling Units (ADUs) for Use as Affordable Rentals	ADUs are smaller housing units detached or attached to a primary dwelling unit. Pensacola can work to encourage more homeowners to build ADUs through financial assistance and education.	ADUs are a smart growth, market-based tool for increasing the supply of affordable housing in single-family neighborhoods without altering the character or shape of neighborhoods. ADUs can be particularly useful for people with disabilities or who need a live-in caretaker.	Funding and educating homeowners on the ADU option.
Collaborate with the Private Sector to Identify Incentives that Spur Affordable Housing Development and Increase Housing Affordability	Pensacola currently offers density bonuses to encourage the development of affordable housing. The Task Force could direct the City to identify or improve additional incentives in exchange for public benefits. Such incentives could include an exception to parking, setback, and other structural requirements in exchange for affordable housing.	Encourages the private sector to develop housing that is affordable through various incentives could reduce reliance on government spending in furtherance of the Task Force's goal.	Ensuring the incentives are accessed by the private sector and result in long-term affordable units.
Create a Local Affordable Housing Revolving Loan Fund	Pensacola could allocate local dollars for a revolving loan fund as a self-replenishing pool of money.	Can provide a replenishing source of funding for site acquisition, predevelopment costs, project construction, bridge financing, and more.	Identifying local funds.
Enact More Disability Accommodations to the Requirements for New Residential Construction	By requiring features that make new residential development long-term accessible (e.g. reinforced walls in bathrooms, broad doorways,	Improves housing choice for people with disabilities.	May increase overall construction costs.

	accessible light switches, outlets, and thermostats, etc.), the city can improve housing accessibility for residents and reduce the need for rehabilitation programs.		
Engage in Strategic Partnerships	The City could partner with local businesses, charitable organizations, educational facilities, religious institutions, and other community drivers to buy-in to the City's housing goals.	Strategic partners can provide financial, staffing, and resource support for the City's goals.	Identifying local resources and securing buy-in from local stakeholders.
Establish a Linkage Fee	A linkage fee is a fee typically charged on new commercial or industrial development to offset the housing needs of the new workforce generated by development.	Linkage fee collections are placed in a local affordable housing trust fund to help pay for the City's housing goals.	Requires a nexus study.
Identify Adaptive Reuse Possibilities	Adaptive reuse is the renovation and reuse of pre-existing structures (such as hotels, retail buildings, and warehouses) for new purposes other than which it was originally built or designed for. It increases a mix of uses and density which is particularly useful for people unable to drive.	<p>Lowers economic and environmental costs associated with construction.</p> <p>Revitalizes abandoned or underutilized structures that would otherwise remain inefficient. I</p> <p>Maintains local character.</p>	<p>Identifying properties that are suitable for redevelopment.</p> <p>Funding and partnering with property owners to participate.</p>
Identify Suitable Sites for Infill, Small Unit Development	Certain parcels of land or small sites that may otherwise undevelopable can be utilized to build small housing units, potentially including tiny homes or manufactured housing.	Small unit development can maximize the limited availability of desirable land.	Land availability and zoning & land use regulations.
Leverage Existing City Property to Produce Affordable Units	The City could donate, sell, or build on City-owned property in furtherance of its housing goals by offering land in exchange for affordable units. A robust surplus lands program can aid this goal.	In built-out areas such as Pensacola, using City-owned land for affordable housing becomes extremely valuable. The City can set its own terms in how the land is used through deed restrictions and a robust RFP process. Proceeds from the sale of City property could be placed in the local affordable housing fund.	<p>Resource availability.</p> <p>Coordinating with Escambia County on government-owned land within City limits.</p>
Make Use of the Brownfields Program	Brownfields are properties with actual or perceived environmental contamination. The state provides financial incentives for site cleanup and remediation and for workforce housing development. The City could identify areas as Brownfields to aid in repurposing industrial and commercial areas.	Programs that support Brownfield development can be used to financially assist the development of housing on previously contaminated sites.	Resource availability and identifying properties that would be suitable for affordable housing development.

Pledge Local Funds to Support the City's Housing Initiatives Fund	The City largely relies on state and federal sources of funding for housing. The Task Force could direct the City to utilize locally collected general funds to supplement existing sources of funding. The Housing Initiatives Fund could be supported by the sale of City-land, CRA finances, and other sources.	By using locally sourced funds, the City can supplement existing funds and have more control over end uses.	Resource availability.
Pre-Approve and Provide Assistance to Ready Buyers	The City could identify and provide purchase assistance to ready buyers.	Eases the burden on the private sector to identify income-eligible homebuyers.	Funding availability and staff capacity.
Promote Missing Middle Housing Development	The City could simplify permitting and provide financial assistance or development incentives in exchange for affordable missing middle housing types.	Missing middle housing, units such as duplexes, triples, and townhomes, can be more affordable due to their relative size and maximizes scarce land resources.	Funding availability and ensuring the private sector accesses incentives.
Reduce the Costs of the Local Development Process	Local governments that receive SHIP funds are required to expedite permitting for affordable housing projects. The Task Force could direct the City to assess its permitting and inspection processes to improve efficiency.	By lowering development costs, the private sector may be able to produce a more affordable product.	Staff capacity to expedite processes.
Support Tax Credit Developments	Developments that qualify as a Local Government Areas of Opportunity are eligible for a basis boost.	Local government support of tax credit development through a local contribution can increase likelihood of tax credit financing for rental projects that are a priority for the City.	Funding availability.
Target Existing Funding Sources towards the Goal of 500 Homes in 5 Years	The City can target existing federal and state sources of funding towards the Task Force's Goal.	The 500 Homes in 5 Years Goal could focus the City's housing efforts.	Diverting funds from other uses.
Utilize the Local Option Sales Tax for Affordable Housing	Infrastructure surtax revenues can be used for the acquisition of land for affordable housing.	Provides an additional source of funding to acquire land for the construction of residential housing projects in which at least 30 percent of the units are affordable to individuals or families whose total annual household income does not exceed 120 percent of AMI.	Requires a local referendum to amend the uses of the Local Option Sales Tax. Requires planning and coordination with Escambia County.

2. Housing Data

This section provides housing data and key issues presented to the Task Force in the second public meeting. This data largely reflects pre-COVID numbers gathered from the Census and related sources. Although some of these numbers could not anticipate the COVID-19 pandemic, the public health crisis has only accelerated existing trends.

What Are the Key Issues in Pensacola?

State and Federal Program Guidelines. When using federal and state funding sources, the City is restricted to specific uses and set-asides. For example, under the SHIP program, the City must devote at least 65% of the funds for homeownership, at least 75% for construction, rehabilitation, or emergency repair, and cannot expend more than 25% on rental housing. Using local funds can allow the City to target unmet needs.

The Median Renter Household in Pensacola only Makes 66% AMI -- Subsidy Programs that Target up to 80% AMI May Be too High for the Need. 41% of households, or 9,060 households, are renter households. The median renter household in Pensacola makes only \$32,004 per year. This is 66% of the Area Median Income (AMI). By setting income cutoffs for subsidy at the traditional 80% AMI, the city may fail to help its most in need residents who live at or below the rental median income. Therefore, the City will need to target incomes of 30-70% AMI to include these renter households.

Pensacola is Segregated by Race and Income. Majority African American census tracts are more segregated than other parts of the City. While the highest proportion of White people in a census tract is 88.1%, the highest proportion of African Americans in a census tract is 96.5%. The data shows that White residents live in large numbers closer to the east and the Bay while Black residents live in census tracts near the center and west of the City. The City is also segregated by income -- as the east side of town has a higher median income and lower poverty rate than the center and west.

Further, Pensacola's 1,277 subsidized housing units are almost exclusively located in the high poverty, low-income, majority African American census tracts near the center and west of the City. This is excepting a few, very small (8 or fewer unit developments) in the north and east. Subsidized housing should be spread around the city as much as possible to establish and integrate mixed-income communities.

Only One of the Ten Most Common Jobs Can Afford a Two Bedroom Apartment at Fair Market Rent. Of the ten most common jobs in Pensacola, only one (registered nurse) pays enough to afford a two-bedroom apartment at fair market rent working full time. Only two others (office clerks and secretaries and administrative assistants) pay enough to afford a one-bedroom home without being cost burdened. The median hourly income in Pensacola is not enough to afford a two-bedroom unit.

Similarly, people in most professions do not make enough to afford to pay a mortgage without being cost-burdened. A retail salesperson, the most common job in the city, earns only a bit over half what someone would need to afford the median owner costs for someone with a mortgage. Meanwhile, auto-

mechanics, secondary school teachers, firefighters, and police and sheriff's officers all make median salaries too low to pay for median owner costs without being cost burdened.

The Large Proportion of Detached Single-Family Homes May Contribute Negatively to Housing Affordability. Over 70% of the housing stock of Pensacola is made of detached, single-family homes. Large apartment complexes and "missing middle" housing types, such as townhomes, duplexes, and triplexes, could be encouraged to create smaller units that due to their relative size, are naturally more affordable to Pensacola residents.

Persons with Disabilities Are Concentrated In a Few Neighborhoods. Disability in Pensacola is concentrated in the center and west of the city in low income census tracts. While black people are disproportionately likely to experience a disability, the majority of people with a disability in Pensacola are white because white people represent a larger portion of the population. Hispanics and Latinos and people of two or more races are less likely than other groups to have a disability.

Economic Data

Economic Data. At its most fundamental, housing affordability is an economic question: how much do residents make compared to the cost of housing? By analyzing key economic data points, it is possible to see how and where in Pensacola people cannot afford housing.

Median Income. Income and housing costs are the two most fundamental data points when it comes to housing affordability. In Pensacola, there are huge income disparities between renters and owners, between white and black residents, and between people living in west and east Pensacola.

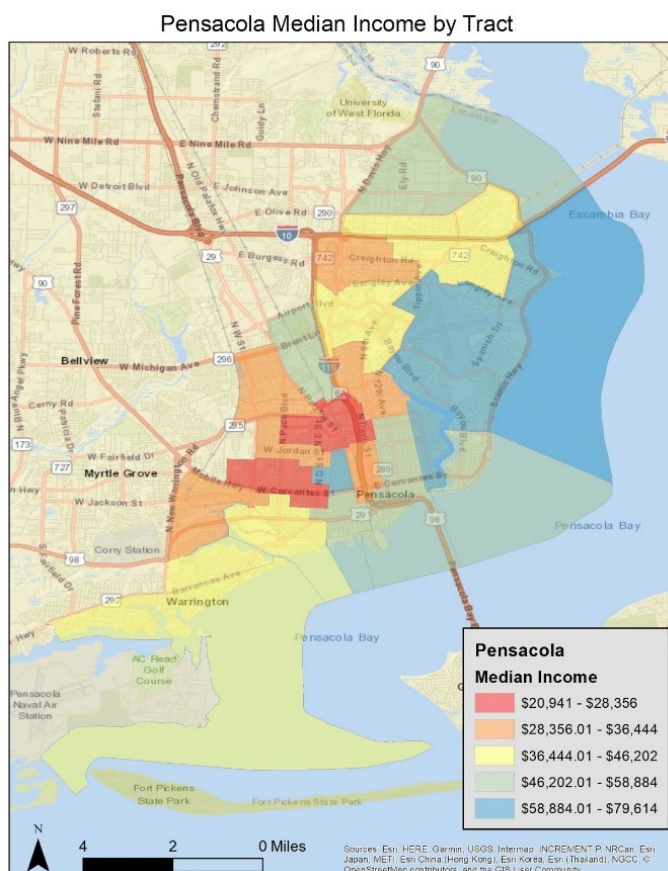
Median household income in the past 12 months	
All Households	\$48,686
Owner Households	\$65,329
Renter Households	\$32,004

2018 ACS 5 Year Data

The area median income (AMI) in Pensacola is \$48,686, similar to Florida's statewide AMI of \$52,594. However, the median income for all households hides a stark divide: the median homeowner household living in Pensacola makes \$65,329, while the median renter household makes less than half, at \$32,004 per year.

This presents a problem for the housing affordability discussions. Subsidized housing is often set aside at various income limits targeting categories such as extremely low income (30% or less, AMI), very low income (31%-50% AMI), and low income (less than 80%). However, the median renter in Pensacola is at 66% of the median income for all households: i.e. the median renter is low income. By setting income cutoffs for subsidy at the traditional 80% AMI, the city may fail to help its most in need residents who live at or below the rental median income.

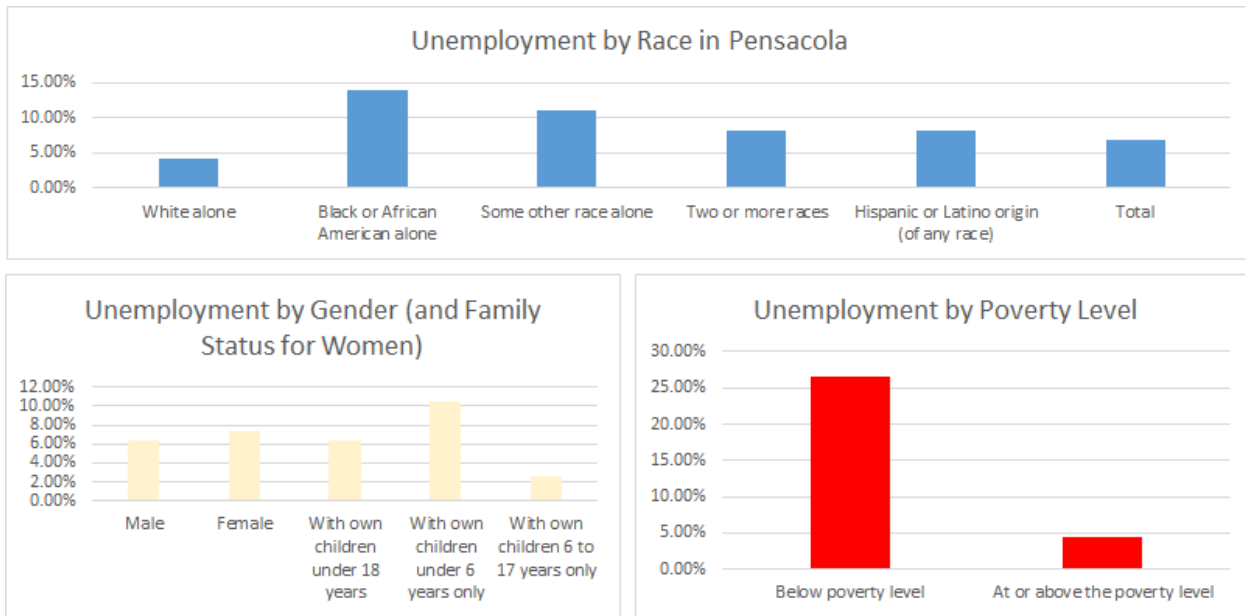
The divide in household income is not only by housing tenure (owner vs. renter) but also geographic. As the map below shows, at the census tract level there are parts of town where the median resident makes as much as \$79,614 or as little \$20,941.



2018 ACS 5 Year Data

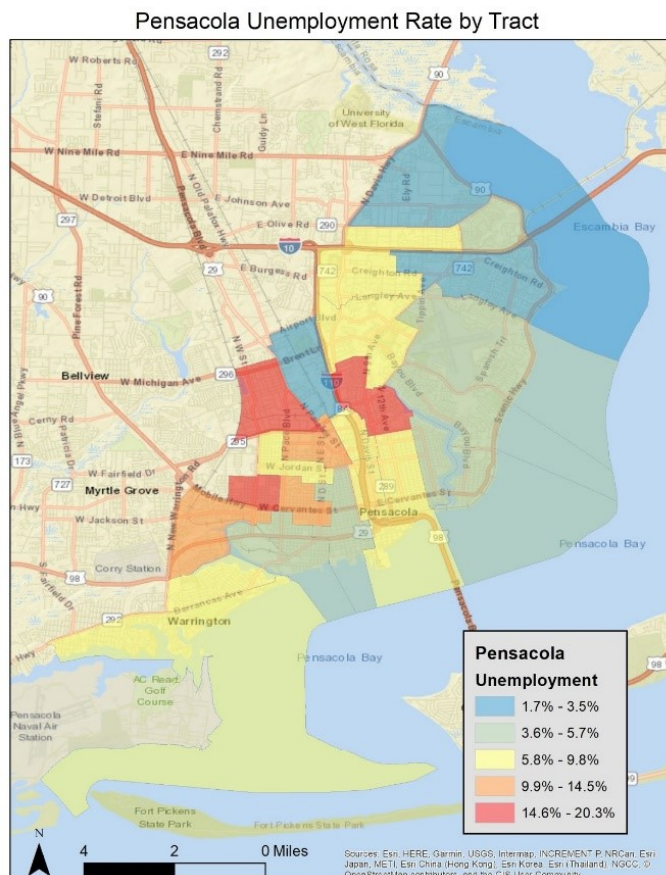
Unemployment. Unemployment levels in Pensacola prior to COVID-19 varies most markedly along racial lines. While just over 4% of white people who were looking for a job were unemployed, nearly 14% of African Americans who were looking for a job were unemployed. While not as elevated, a substantial number of people who fall into another race, two or more races, or are Hispanic and Latino were unemployed. Of the total population, 6.8% of people pre-COVID-19 were unemployed. A substantial number (10.1%) of people with disabilities were unemployed.

Men are less likely to be unemployed than women. This is most pronounced among women with children under 6 years of age, who faced an unemployment rate of over 10%. This may suggest a need for more childcare options or more flexible work options.



2018 ACS 5 Year Data

Geographically, Pensacola's unemployment prior to COVID-19 was concentrated in the center and west of the city.

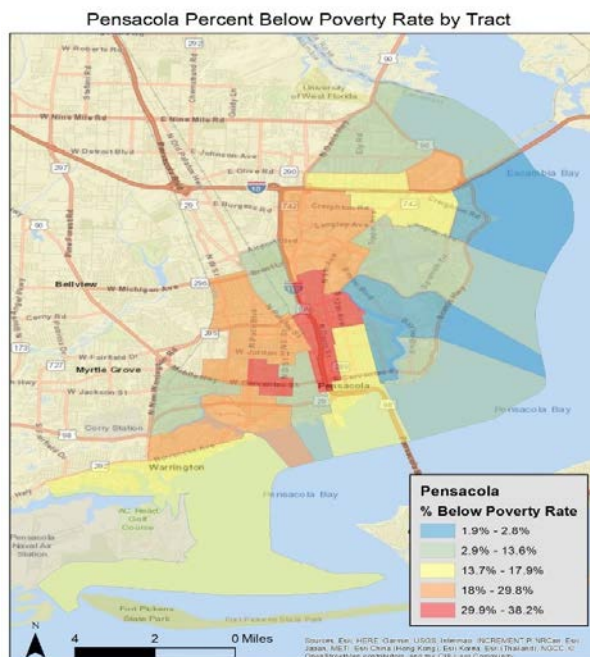


Poverty Rate. Poverty, like unemployment, divides the city racially and geographically.

Poverty Rate in Pensacola		
Sex	Number of People in Poverty	% of People in Poverty
Male	4,154	16.60%
Female	5,102	18.80%
Race and Ethnicity		
White	3,198	9.90%
Black or African American	5,279	34.90%
American Indian and Alaska Native	15	10.00%
Asian	40	4.10%
Native Hawaiian and Other Pacific Islander	0	0.00%
Some other race	103	26.50%
Two or more races	621	19.80%
Hispanic or Latino origin (of any race)	746	27.00%

2018 ACS 5 Year Data

In Pensacola, women are more likely to live in poverty than men. White people and Asians are dramatically less likely to live in poverty than all other races. Black people are the most likely to face a poverty (34.90%) but "some other race," "two or more races," and Hispanics and Latinos all face poverty rates over two times higher than white residents.



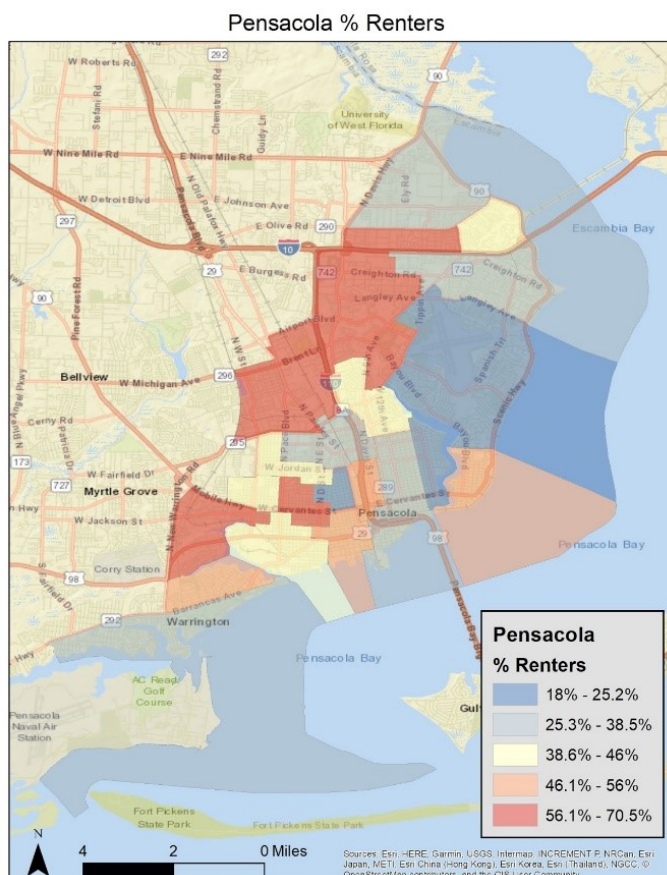
2018 ACS 5 Year Data

Housing Data

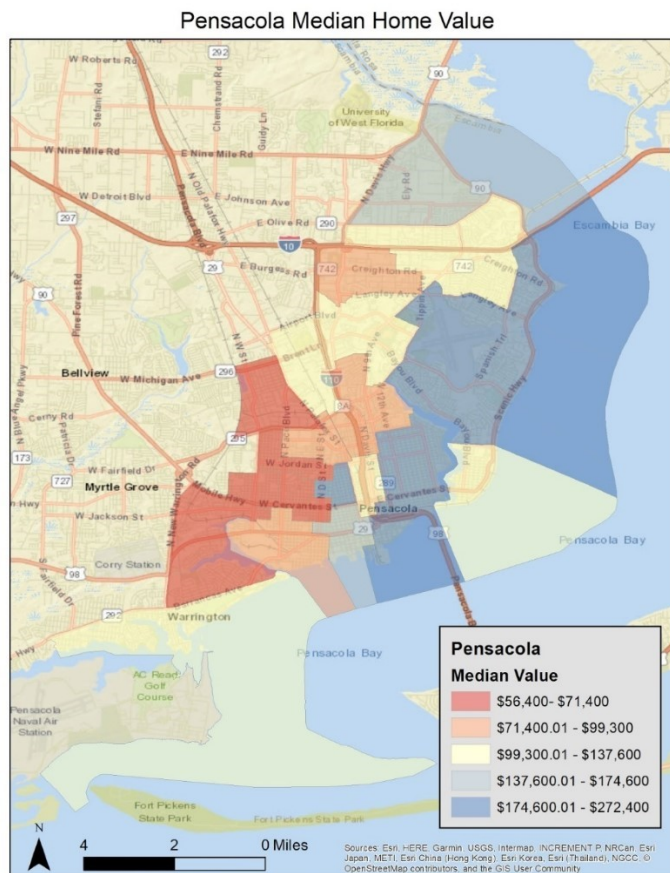
Tenure Type. Owning a home is largely seen as the biggest investment and wealth building tool that a household will undertake in their lifetime. While the majority of Pensacola residents own their own home, a significant minority are renters. Pensacola's homeownership rate is lower than the statewide rate of 66%. Given the low-interest environment at the time of this writing, the homeownership rate is expected to increase statewide. As noted above, renters earn less money on average than owners by a wide margin. In Pensacola, one of the largest divides is between wealthier homeowners and lower income renters.

Housing Units by Tenure in Pensacola		
	#	%
Occupied housing units	21,873	-
Owner-occupied	12,813	58.60%
Renter-occupied	9,060	41.40%

Source: 2018 ACS 5 Year Data



Home Values. Home values in Pensacola do not perfectly correlate to the income of neighborhood residents. Instead, homes are worth more near downtown and the beach, and worth less to the west and away from the beach.



Housing + Transportation. Housing costs are only part of the picture of affordability. Because housing is dependent on land value, less valuable land farther from the city center can often lower housing costs. However, this can drive up transportation costs, ultimately not increasing affordability overall.

While housing costs are, compared to the state of Florida, fairly reasonable, transportation costs in Pensacola are quite high. The median household devotes 23% of their income to transportation. Affordability in the area is concentrated in the center and west of the city of Pensacola along with areas outside the city in Brent, Ferry Pass, and the city of West Pensacola. Transit usage and walkability are not currently a meaningful factor for lower transportation costs.

Housing and Transportation Costs for a Region Median Household		
Housing	Transportation	Total H+T Costs
27%	23%	51%

Cost Burden. Cost burden is one of the primary ways to assess housing affordability. Housing is generally considered affordable if it costs no more than 30% of a household's income. If a household spends more than 30% of their income on housing, it is considered "cost burdened." Households that spend more than 50% of their income on housing are considered extremely cost-burdened. This is not a perfect benchmark since it is applied equally at all income levels. However, it is a reasonable standard for most low-income households.

Higher income households may choose to spend more on housing while still having enough to afford basic needs. However, when a low-income family spends more than 30% of their income on housing, this expense is almost certainly eating into other areas of their budget: making it difficult to pay for healthy food, transportation, and healthcare.

Cost burden in Pensacola is highest in many of the low-income census tracts highlighted in previous sections. However, it is also high in some areas closer to the shore where people are higher income. This may point, along with the gap analysis, to the fact that these areas do contain quite a number of low-income residents and that these residents have almost no chance of finding housing that is affordable to them.

In Pensacola, as in most of the state, renters are far more likely to be cost-burdened. However, this trend has a geographic component: while there are more areas of town that contain a moderate number of cost burdened homeowner households, renter cost burden is most focused in a few census tracts in the center and west portions of the city.

There are 8,154 cost burdened households in Pensacola. This reflects around 32.7% of all households. Of this number, there are 2,060 low-income, cost burdened seniors. 50% of renter households are cost burdened compared to just 27.8% of owner households.

Eighty nine percent of households making less than 30% AMI are paying more than 30% of their income towards housing. In fact, most (2,290 out of 2,676) are paying more than 50%. Seventy six percent of households making between 30.1%-50% AMI are cost burdened, though far more of these households are paying between 30.1% and 50% of their income rather than over 50%. The percentage of households that are cost burdened continues to decline as household income increases, until only 29% of "workforce households" (those making between 80% and 120% AMI) are cost burdened, and less than 10% of households making more than 120% AMI are cost burdened.

All Households Percentage of Income on Housing-Pensacola, 2016				
Household Income	30% or less	30.1-50%	More than 50%	% Cost Burdened
30% AMI or less	342	444	2290	89%
30.1-50% AMI	668	963	1148	76%
50.1-80% AMI	1873	1653	375	52%
80.1-120% AMI	3211	1066	215	29%
more than 120% AMI	9848	764	95	8%
Total	15942	4890	4123	32%
Shimberg Center for Housing Studies, Affordability Analysis, 2016 Data				

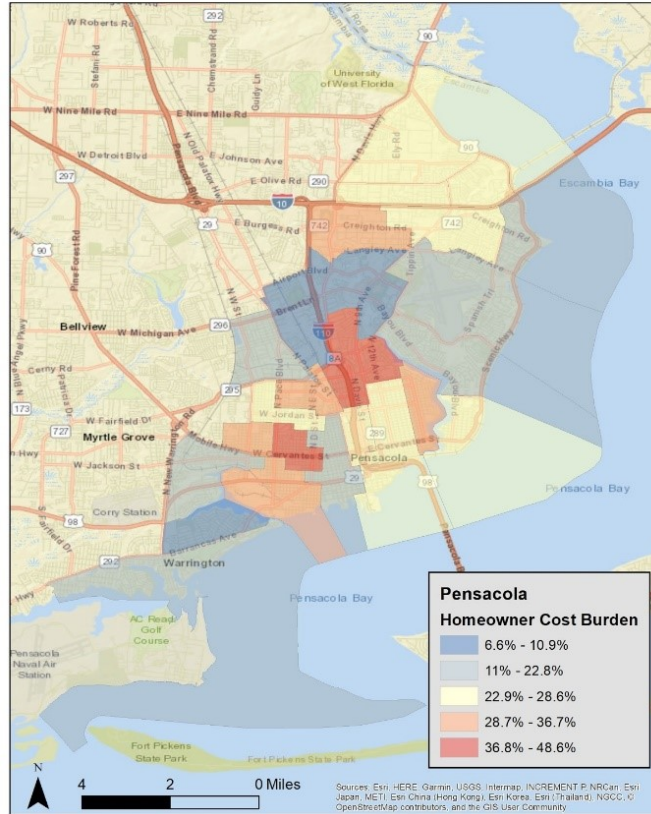
Unsurprisingly, renter cost burden follows a similar pattern to all households: cost burden is highest for extremely, very, and low-income households and lower for workforce households and households making more than 120%. In an interesting difference, however, the percentage of households facing cost burden is actually lower for the poorest renters than it is for all households, but higher overall and higher for low income (50%-80% AMI).

Renter Cost Burden-Pensacola, 2016				
Household Income	30% or less	30.1-50%	More than 50%	% Cost Burden
30% AMI or less	324	227	1280	82%
30.1-50% AMI	309	563	789	81%
50.1-80% AMI	669	1233	90	66%
80.1-120% AM	1286	378	15	23%
more than 120% AMI	2092	70	27	4%
Total	4680	2471	2201	50%
Shimberg Center for Housing Studies, Affordability Analysis, 2016 Data				

Extremely low-income households who are homeowners (those making below 30% AMI) are uniformly cost burdened (99%). However, homeowners are less likely to be cost burdened than renters (28% of homeowners are cost burdened, compared to 50% of renters), mostly because there are so many more homeowners making more than 120% AMI than renters making over 120% AMI.

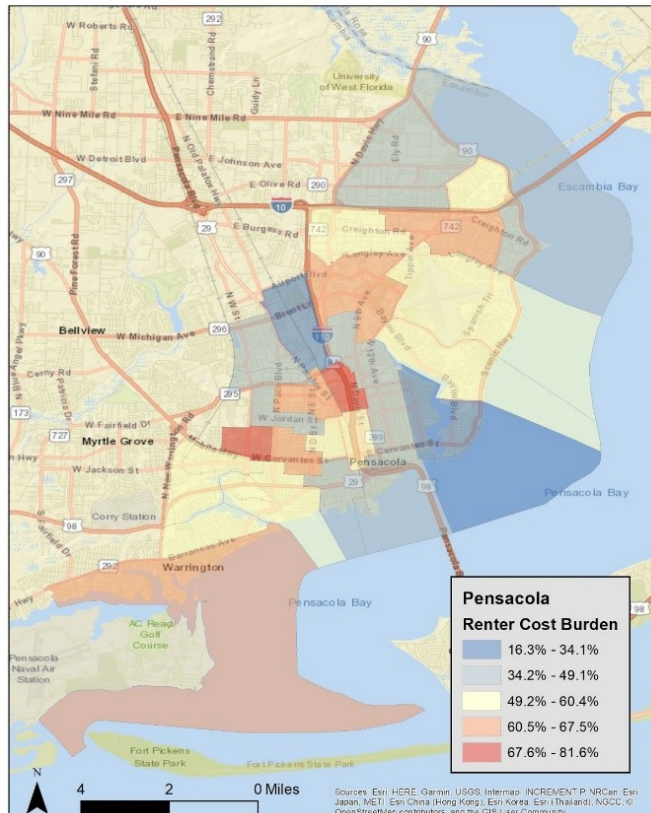
Homeowner Cost Burden-Pensacola, 2016				
Household Income	30% or less	30.1-50%	More than 50%	% Cost Burdened
30% AMI or less	18	217	1010	99%
30.1-50% AMI	359	400	359	68%
50.1-80% AMI	1204	420	285	37%
80.1-120% AM	1925	688	200	32%
more than 120% AMI	7756	694	68	9%
Total	11262	2419	1922	28%
Shimberg Center for Housing Studies, Affordability Analysis, 2016 Data				

Pensacola % Homeowner Cost Burden



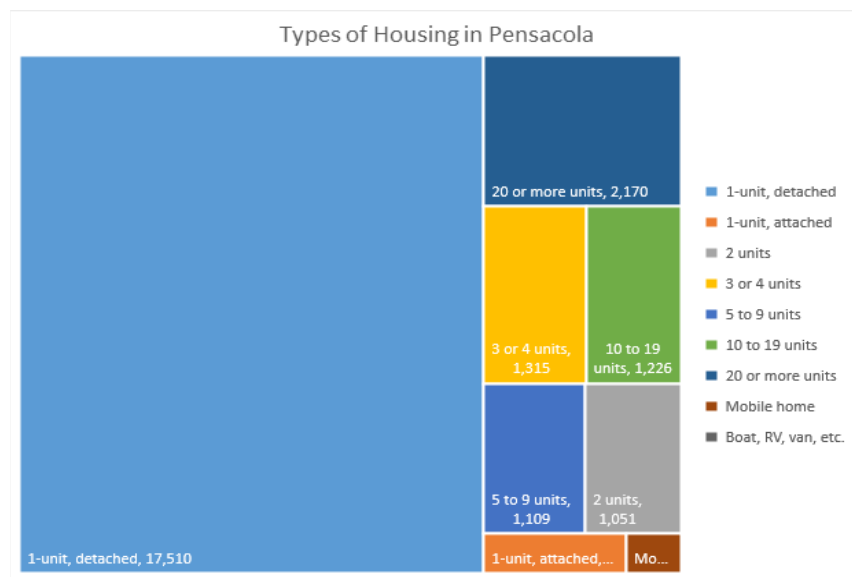
2018 ACS 5 Year Data

Pensacola % Renter Cost Burden



2018 ACS 5 Year Data

Housing Type. The following graph uses size and color to represent the types of housing available in Pensacola. Over 70% of the housing in Pensacola is made up of single-family, detached housing. Single family detached housing can be a great place to raise a family. However, when a market is made up overwhelmingly of such units, buyers and renters are not offered the choices they need to make the best decisions for their family. Large apartment complexes and “missing middle” housing such as townhomes (1 unit, attached), duplexes, triplexes, quadplexes, and smaller “garden” apartments can provide housing that is more affordable and accessible to lower income families and increases the density of the city. Density allows better walkability, access to transit, and thus, affordability, better parks, and more street life.



2018 ACS 5 Year Data

Demographics

Disability. Disability in Pensacola is concentrated in the center and west of the city in low income census tracts. While black people are disproportionately likely to experience a disability, the majority of people with a disability in Pensacola are white. Hispanics and Latinos and people of two or more races are less likely than other groups to have a disability.

Disability in Pensacola		
	#	%
Total civilian noninstitutionalized population	8,086	15.60%
Sex		
Male	3,632	14.70%
Female	4,454	16.40%
Race and Ethnicity		
White	4,565	14.20%
Black or African American	3,063	20.20%

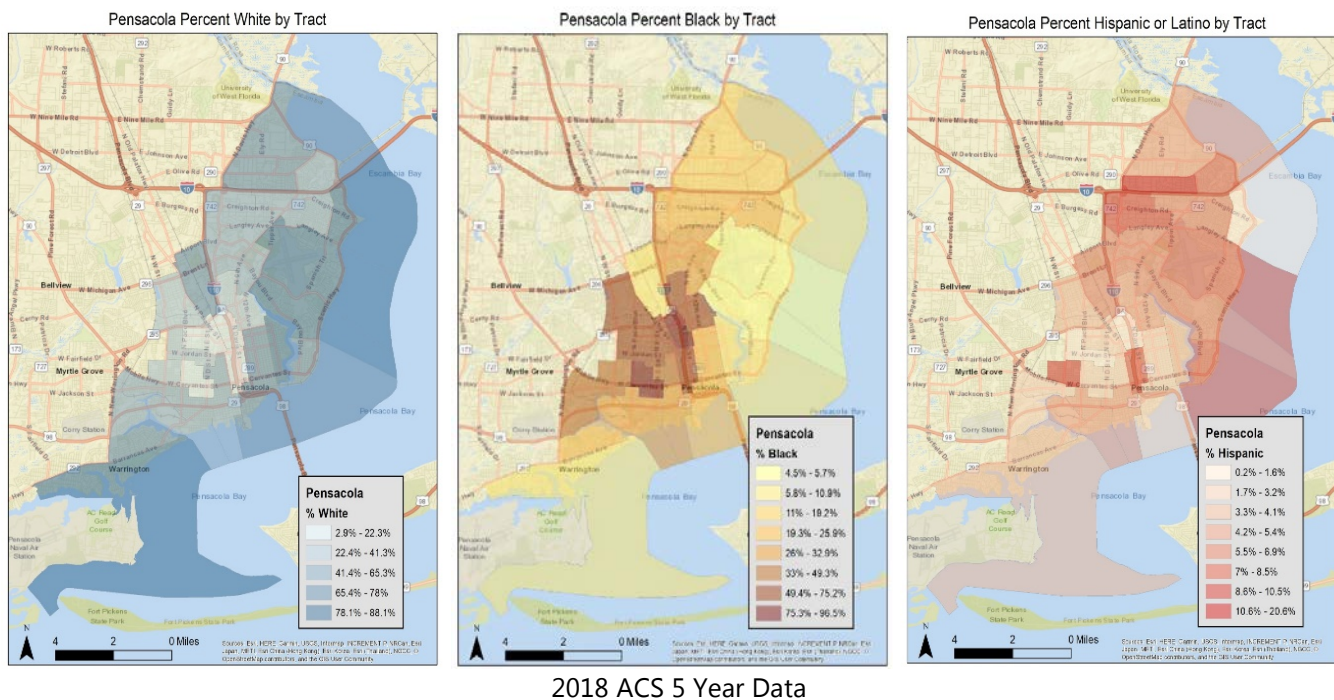
American Indian and Alaska Native	31	20.70%
Asian	77	7.80%
Native Hawaiian and Other Pacific Islander	25	100.00%
Some other race alone	80	20.60%
Two or more races	245	7.80%
White alone, not Hispanic or Latino	4,474	14.80%
Hispanic or Latino (of any race)	197	7.20%

2018 ACS 5 Year Data

Race. Pensacola is a majority white city with a significant black minority. Unlike most of Florida, Pensacola has relatively few Hispanic or Latino residents. White residents tend to live closer to the Bay, while black residents tend to live in census tracts near the center and west of the city. Hispanics, a much smaller group, live mixed across the city with no census tract made up of more than 20.6% Hispanic. Majority black census tracts are also more segregated than other parts of the city: while the highest proportion of white people in a census tract is 88.1%, census tract 15 is 96.5% black.

Race in Pensacola		
	#	%
Total population	52,562	
Hispanic or Latino (of any race)	2,802	5.30%
White	30,621	58.30%
Black	15,161	28.80%
American Indian and Alaska Native	150	0.30%
Asian	985	1.90%
Native Hawaiian and Other Pacific Islander	0	0.00%
Some other race	65	0.10%
Two or more races	2,778	5.30%

2018 ACS 5 Year Data



Homelessness. There has been a sizable decline in the number of homeless individuals in Pensacola since 2007 (a year used as a benchmark in tracking homelessness). This decline has been exclusively in the number of people in families experiencing homelessness: down from 261 in 2007 to 45 in 2019, a dramatic, 83% decline. The number of people not in families experiencing homelessness, as well as the number of people experiencing chronic homelessness and veterans experiencing homelessness has increased. People experiencing chronic homelessness and veterans experiencing homelessness has increased by 44% and 121%, respectively.

People Experiencing Homelessness Overtime	2007	2019	% Change
Total	629	518	-18%
People in Families	261	45	-83%
People Experiencing Chronic Homelessness	36	52	44%
Veterans	29	64	121%

HUD Point in Time Counts, 2019

Groups of Special Interest in Pensacola

Essential Service Personnel. Each local government that receives SHIP funds must include a definition of “essential service personnel” in their Local Housing Assistance Plan (LHAP). Each local government is then encouraged to “develop a strategy within its [LHAP] that emphasizes the recruitment and retention of essential service personnel.” The joint City/County LHAP defines essential service personnel as persons at 120% AMI in need of affordable housing who are permanently employed in one of the following categories:

- Local or State Law Enforcement, Fire, Rescue, and Emergency Services, Public Safety and Emergency Management
- Teachers, Educators, and School District personnel
- Health Care Professionals and support personnel
- Tourism Industry professionals and employees
- Judicial/Court System management and support personnel
- Skilled building trades personnel.

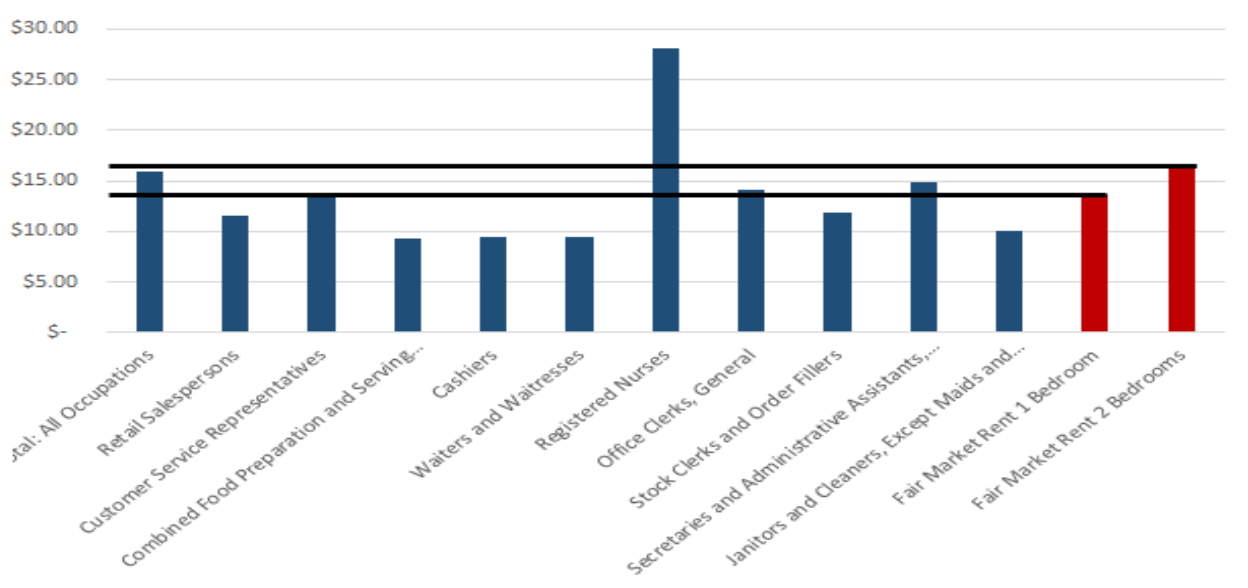
The ability of these professions to currently afford housing are included in the data found in the following section. The LHAP's definition can help guide the Task Force and the City's housing goals.

Mismatch Between Rents and Wages

Pensacola-Ferry Pass - Brent MSA Median Hourly Wage for 10 Most Common Jobs vs. Fair Market Rent		
Occupation	Number of Workers	Median Hourly Income
Total: All Occupations	174,380	\$15.92
Retail Salespersons	6,610	\$11.52
Customer Service Representatives	6,280	\$13.32
Combined Food Preparation and Serving Workers, Including Fast Food	6,230	\$ 9.30
Cashiers	5,960	\$ 9.50
Waiters and Waitresses	4,800	\$ 9.41
Registered Nurses	4,040	\$28.09
Office Clerks, General	3,990	\$14.14
Stock Clerks and Order Fillers	3,230	\$11.80
Secretaries and Administrative Assistants, Except Legal, Medical,	3,000	\$14.90
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	2,570	\$ 9.99
Fair Market Rent	1 Bedroom	\$13.68
Fair Market Rent	2 Bedroom	\$16.39

(BLS.GOV, HUD Fair Market Rent)

Of the ten most common jobs in Pensacola, only 1 (registered nurse) pays enough to afford a two-bedroom apartment at fair market rent working full time. Only two others (office clerks and secretaries and administrative assistants) pay enough to afford a one-bedroom home without being cost burdened. In fact, the median hourly income in Pensacola, while enough to afford a one-bedroom unit without being cost burdened, is not enough to afford a two-bedroom unit.



BLS. GOV, US Census ACS 2018 5 Year Estimates

While almost all of the most common jobs in Pensacola pay too little to afford rent, many key service jobs also pay too little to afford a mortgage. A retail salesperson, the most common job in the city, earns only a bit over half what someone would need to afford the median owner costs for someone with a mortgage. Meanwhile, auto-mechanics, secondary school teachers, firefighters, and police and sheriff's officers all make median salaries too low to pay for median owner costs without being cost burdened.

