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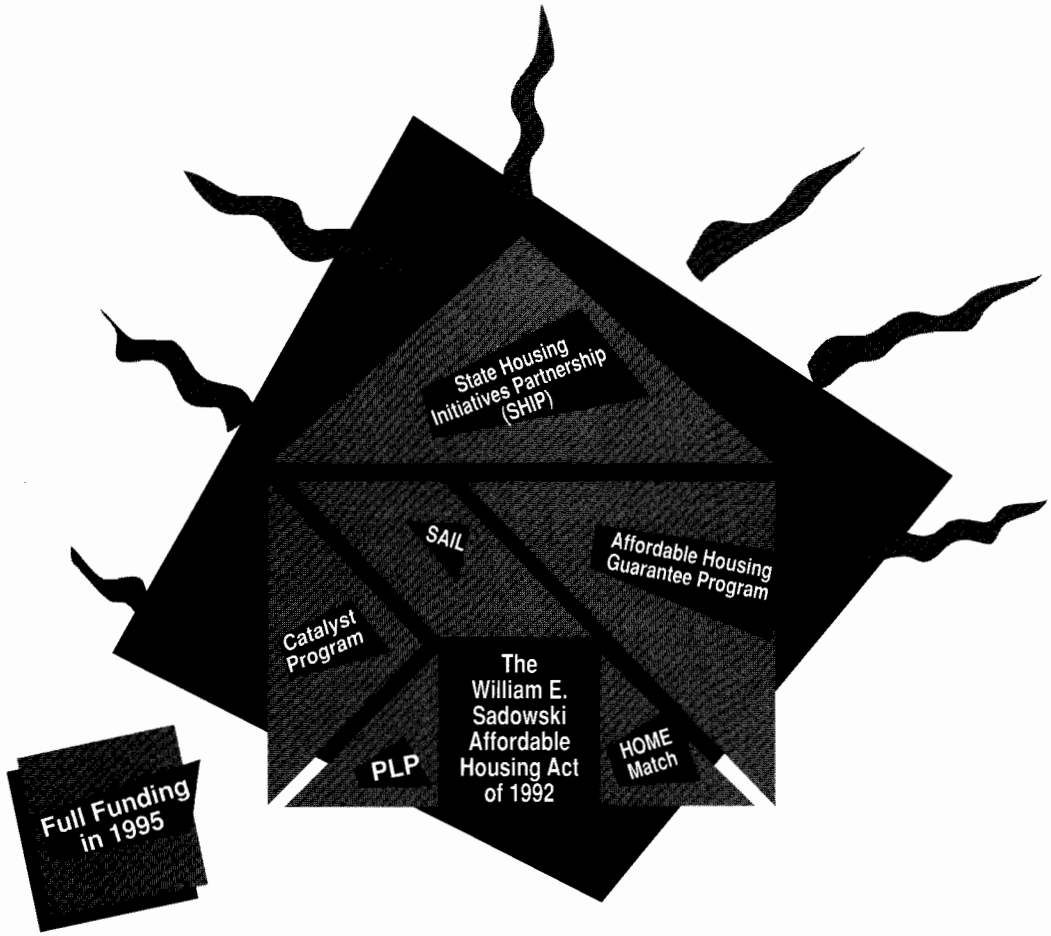
Bringing the Pieces Together

THE AFFORDABLE HOUSING STUDY COMMISSION

FINAL REPORT

DECEMBER • 1994



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THE AFFORDABLE HOUSING STUDY COMMISSION

FINAL REPORT

DECEMBER • 1994

Printed on recycled paper

BULLETIN TO THE GOVERNOR AND FLORIDA LEGISLATURE

The Affordable Housing Study Commission's highest priority for the 1995 Legislative Session is the full funding and implementation of the William E. Sadowski Affordable Housing Act of 1992.

The following report contains sixteen recommendations which the Affordable Housing Study Commission believes will improve Florida's capacity to provide affordable housing to low-income Floridians. The Commission's fundamental goal in this report, however, is to encourage your vigorous support of the full funding and implementation of the William E. Sadowski Affordable Housing Act of 1992. The appropriation of these additional revenues during the 1995 Session and beyond is essential to continue Florida's commitment to address its need for affordable housing.

THE AFFORDABLE HOUSING STUDY COMMISSION 1994 MEMBERSHIP

The Affordable Housing Study Commission was established by the Florida Legislature in 1986 in Section 420.609, *Florida Statutes*. The Commission is comprised of 21 members who are appointed by the Governor to serve four-year staggered terms. The legislative mandates for the Commission direct it to examine, review, and evaluate new and existing affordable housing programs, as well as recommend solutions to meet future housing demands.

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Citizen of the state

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MISSION STATEMENT OF THE AFFORDABLE HOUSING STUDY COMMISSION

The Affordable Housing Study Commission recommends improvements to public policy to stimulate community development and revitalization and to promote the production, preservation and maintenance of safe, decent, and affordable housing for all Floridians.

Strategies for Accomplishing the Mission

The Affordable Housing Study Commission implements its mission through the following strategies:

- encouraging public-private partnerships and governmental coordination;
- identifying opportunities to streamline state, regional, and local regulations affecting the affordability of housing;
- advocating development strategies which comprehensively address the housing, economic and social needs of individuals;
- advocating the provision of increased technical and financial resources;
- promoting research on affordable housing issues; and
- educating the public and government officials to understand and appreciate the benefits of affordable housing.

COMMISSION GUIDELINES FOR FLORIDA'S AFFORDABLE HOUSING PROGRAMS

Overview

In its *1987 Final Report*, the Affordable Housing Study Commission established comprehensive guidelines to assist in the planning and review of state-sponsored affordable housing programs. In addition to the original six guidelines established in 1987, the 1992 Commission adopted guideline number 7.

Guidelines

1. The private sector should be the primary delivery vehicle for housing, with state and local incentives put in place to encourage the development of affordable housing.
2. State money should be heavily leveraged.
3. State money should be spent on housing production, not program administration.
4. State money should be used, whenever possible, as loans, not grants.
5. Local government should provide some incentives and financial assistance, with State aid available for those that do.
6. State housing programs should maximize opportunities for people to live in mixed income developments or socio-economically diverse neighborhoods, and further, the State should oppose the negative impacts of the NIMBY syndrome.
7. State money should give priority to the affordable housing needs of very low- and low-income persons, and special needs populations who would be considered very low- or low-income after their income is adjusted for their special needs costs. [Added in 1992]

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EXECUTIVE SUMMARY

Florida has made considerable progress in providing more affordable housing for thousands of low-income Floridians. Beginning in 1987, with the Legislature's enactment of the State Apartment Incentive Loan (SAIL) program, and culminating with the passage of the William E. Sadowski Affordable Housing Act of 1992, the State of Florida has undertaken a vigorous effort to ease problems of housing availability and affordability. The Governor and the 1995 Legislature must continue to improve Florida's efforts to combat affordable housing shortfalls and to provide all Floridians with access to safe, sanitary, and affordable places to live.

This *1994 Final Report* of the Affordable Housing Study Commission focuses on the goal of assuring that Florida maintains its commitment to the production, preservation and maintenance of affordable housing. Toward this end, the report contains 16 recommendations in priority order. These are:

To access the tremendous potential of the William E. Sadowski Affordable Housing Act of 1992, the Commission recommends that:

1. The Governor and the 1995 Legislature appropriate the full level of funding, as committed in the William E. Sadowski Affordable Housing Act of 1992, to the State and Local Housing Trust Funds.
2. The Department of Community Affairs focus on partnership development and creative leveraging of funds through the direct technical assistance to be provided under the Catalyst program.

To build diverse, attractive and vibrant communities in deteriorating neighborhoods, the Commission recommends that:

3. The Governor and Legislature engage local governments, regional planning councils, and community leaders in an active partnership with residents of low-income communities to develop strategic policies and plans to reverse patterns of deterioration in existing neighborhoods.
4. The Legislature redesign the Community Development Corporation Support and Assistance Program (CDCSAP) to create the Innovative Neighborhood Vitality and Economic Strategies (INVEST) program and appropriate the $3.1 million requested by the Department of Community Affairs for the CDCSAP program to support this new initiative that will competitively award funds to community-based development organizations based on their performance.
5. The Legislature should reinstate the Community Development Corporation Deferred Loan Payment Program, authorized in Section 290.037, *Florida Statutes*, for eligible business assistance, revolving loan funds, and to finance commercial developments.
6. The state should establish a flexible and adequate source of capacity building and technical assistance to address the needs of community-based development organizations at every stage of development.

To improve the utilization of existing state housing and economic development funds for neighborhood revitalization, the Commission recommends that:

7. The Department of Community Affairs, the Florida Housing Finance Agency, and the Department of Commerce assist community-based nonprofit organizations, especially those meeting the community-based development organization definition, to access the resources of other state housing and economic development programs.

8. The Florida Housing Finance Agency set-aside 15% of the annual State Apartment Incentive Loan Program (SAIL) allocation for community development corporations and other nonprofit housing development organizations.

9. The Florida Housing Finance Agency revise its practice of applying the 10% set-aside for nonprofit organizations under the Low-Income Housing Tax Credit (LIHTC) Program to enhance opportunities for the allocation of credits to nonprofits.

To reinvigorate its attack on the problems of homelessness, the Commission encourages the State of Florida to:

10. Move quickly to plan and implement program changes in response to impending federal legislation to consolidate McKinney Act homeless initiatives.

11. Amend Section 212.0306, *Florida Statutes*, to give all counties the authority to levy the local option tax on sales of food and beverages to provide funding for local homeless programs that are now in place in Dade County.

To continue efforts to expand assisted living options available to Florida's growing population of frail elderly poor, the Commission asks the Legislature to:

12. Expand the Assisted Living Medicaid Waiver and continue the program with additional funds.

13. Increase Optional State Supplementation (OSS) program funding to cover the actual cost of adult congregate living facilities (ACLFs) services to increase the use of ACLFs as alternatives to costly nursing home and institutional care.

To use ad valorem tax policy to promote affordable housing production and maintenance, the Commission recommends that:

14. The Legislature ensure through statutory amendment that affordable housing which is subject to enforceable rent restrictions be subject to ad valorem taxation that reflects the decrease in market value of the property due to the rent restrictions.

To enhance coordination with, and the effectiveness of, the Shimberg Center for Affordable Housing at the University of Florida, the Commission recommends that:

15. The Shimberg Center, in close consultation with the Affordable Housing Study Commission and the Department of Community Affairs, should undertake a planning effort to define the Center's mission and goals, and outline a specific work plan.

16. The Legislature amend Section 420.609, *Florida Statutes*, to designate the Dean of the College of Architecture of the University of Florida, as an *ex officio* member of the Affordable Housing Study Commission.

CHAPTER 1

FULLY FUND AND IMPLEMENT THE *WILLIAM E. SADOWSKI AFFORDABLE HOUSING ACT OF 1992*

The Affordable Housing Study Commission's highest priority for the 1995 legislative session is the full implementation of the William E. Sadowski Affordable Housing Act of 1992. This landmark legislation provides the first consistent source of state revenue dedicated to state and local programs to build affordable housing. Twelve years ago, Florida ranked near the bottom nationally in its funding commitment to affordable housing. Now, with the availability of a dedicated source of revenue from the doc stamp tax on recorded deeds, Florida has become a national leader in affordable housing production.

When the William E. Sadowski Affordable Housing Act was first implemented, the documentary (doc) stamp tax on deeds increased on August 1, 1992, from 60 cents per $100 to 70 cents per $100, and the funds were appropriated to affordable housing. Another provision of the act transfers an additional 10 cents per $100 (percent equivalent) of existing doc stamp revenues from general revenue to housing, effective July 1, 1995. The monies generated for housing from the first dime are divided equally between the state and local governments. The monies generated from the second transfer of funds will be split with 12.5% going to the state and 87.5% to local governments. The net effect is a distribution of 31% of the monies to the state and 69% to local governments.[1] The annual investment with the transfer of this additional revenue in FY 95-96 is expected to reach $119 million.

This additional funding for affordable housing is not a new tax, but a redirection of revenues already committed. Once the Sadowski Act Funds are transferred and fully appropriated, these added revenues will more than double the amount of funds distributed to local governments under the State Housing Initiatives Partnership (SHIP) Program.

Assuring this transfer of existing revenues and the appropriation of the resulting funds to SHIP and other state housing programs is critical to the production of needed housing units. Since its adoption in 1992, Sadowski Act funds have provided housing for an estimated 16,714 very low, low and moderate-income Floridians. Not only will the commitment of transferred revenues result in more housing being available to those that need it, this investment will generate important job growth and a ripple effect of economic benefits that will further stimulate and support Florida's construction, real estate and skilled trade industries.

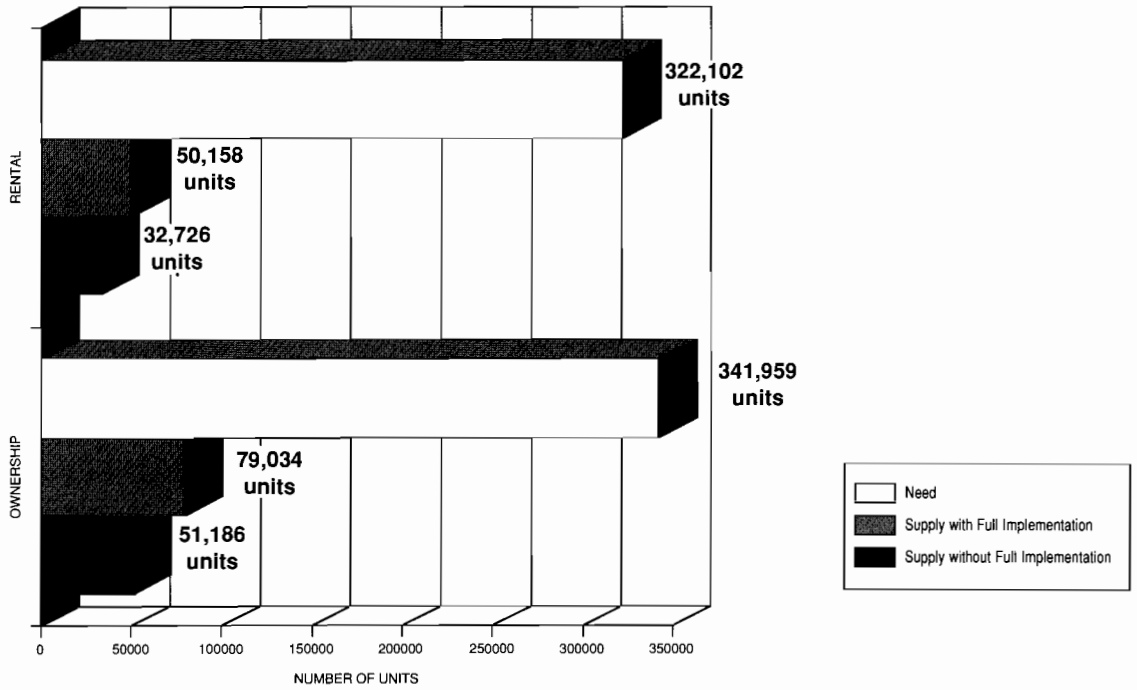
Using state resources to leverage federal and private sector investment has proven to be an effective method of financing affordable housing. Since its inception in 1981 through December 1993, Florida Housing Finance Agency (FHFA) bonds and program funds provided affordable housing for more than 265,000 Floridians.[2] This is due in part to the commitment to highly leverage state funds. While each program produces different results, the overall goal for Sadowski Act funds is to sustain a 4:1 leveraging ratio. In other words, for every dollar of state resources committed, the state expects that an additional four private dollars will be committed as well.

The task of meeting Florida's affordable housing needs is far from complete, however, as illustrated in the chart below. According to market studies conducted by the FHFA in 1991 and 1992:

1 Excerpt from The William E. Sadowski Affordable Housing Act. *Environmental and Urban Issues.* (Fall 1992) by Jaimie Ross, Esq.

2 State of Florida, Department of Community Affairs' June 1994 publication, *Building Partnerships for a Sustainable Florida, Proposed 1994-1999 Agency Strategic Plan.* p.25.

Figure 1
AFFORDABLE HOUSING IN 2000



- the projected need for affordable rental housing units for very low-income families will reach 322,102 by the year 2000.[3]
- the projected need for affordable homeownership units for low and moderate-income Floridians will reach 341,959 units by the year 2000.[4]

In contrast, the Department of Community Affairs (DCA) and the FHFA project, based on historic production levels and assuming full funding under the Sadowski Act, that:

- by the year 2000, production programs will result in 79,034 ownership units, and 50,158 rental units.[5] *Production at these levels would meet 23% of the need for ownership housing units and 15.5% of the need for rental housing units.*
- if the additional expected revenues are not appropriated in 1995, production is expected to reach roughly two-thirds of that amount.[6]

ISSUE A. Fully Fund the William E. Sadowski Affordable Housing Act of 1992

The William E. Sadowski Affordable Housing Act sets forth the formula and manner of distribution of the doc stamp revenues for affordable housing. The 1995 Legislature needs only to appropriate the additional funds to live up to its 1992 commitment.

It is also appropriate that local governments will inherit a larger role with the release of the transferred funds now that their programs have been designed and are underway. The initial allocation was split evenly between locally administered SHIP programs and state housing programs. Beginning in state fiscal year 1995, the revenue gained from the increase in dedicated doc stamp revenues will be distributed 12.5% to the state and 87.5% to local governments. Additionally, Dade County, previously not included in Sadowski Act funding, will begin receiving SHIP funds in 1995.

RECOMMENDATION #1: The Legislature should appropriate the full level of funding previously authorized to the Housing Trust Funds, pursuant to the William E. Sadowski Affordable Housing Act of 1992.

[3] Reinhold P. Wolff Economic Research, Inc. (June 1991). *Statewide Low-Income Rental Housing Market Study*, Table 27, "Forecast of Need for Affordable Very Low Income Rental Units 1995-2000."

[4] Reinhold P. Wolff Economic Research, Inc. (October 1992). *Need for Low and Moderate Income Affordable Ownership Housing in Florida*. p.ii.

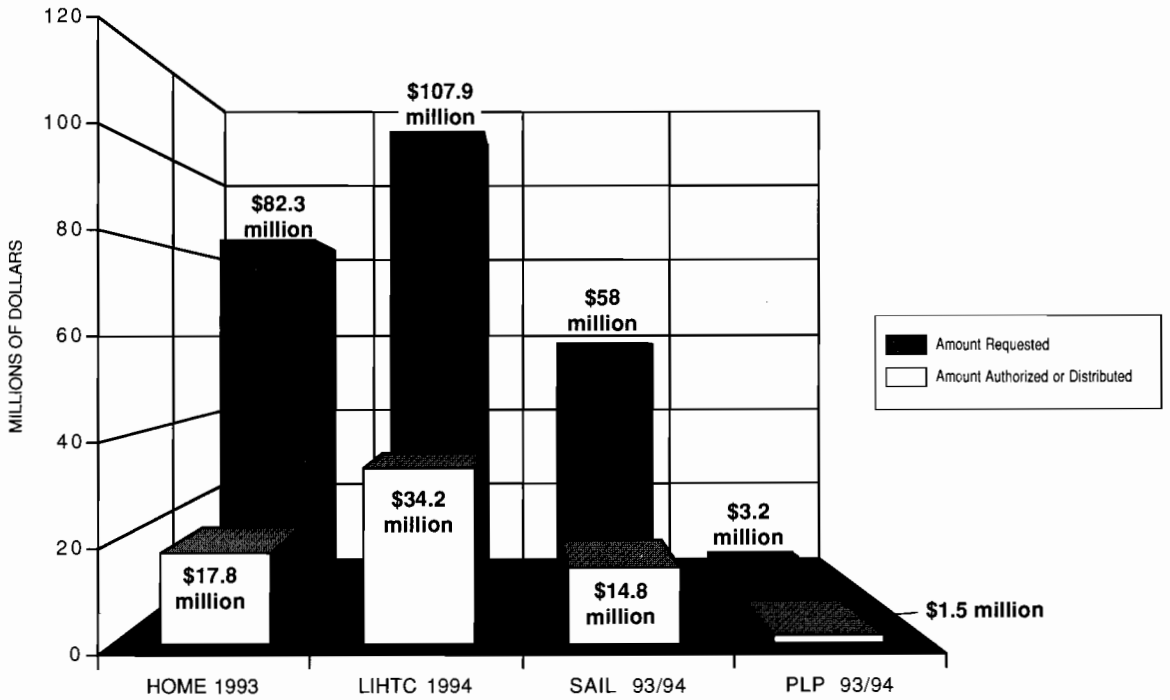
[5] Op.cit., *Building Partnerships for a Sustainable Florida, Proposed 1994-1999 Agency Strategic Plan.*

[6] The estimated supply *without full implementation of the Sadowski Act in 1995* is based on *Building Partnerships for a Sustainable Florida, Proposed 1994-1999 Agency Strategic Plan*, Table II.B, "Anticipated Unit Production by Program." These figures were adjusted by the Florida Housing Finance Agency, to reflect estimates of unit production assuming current level funding. The gross estimate of units to be produced by the year 2000 — 83,912 units — was divided between rental and homeownership using the same proportions applied to the estimated supply assuming full implementation of the Sadowski Act in 1995 (61% ownership units, 39% rental units.)

Comments:

1. Full implementation of the Sadowski Act of 1992 will secure Florida's place among the nation's leaders in the production of affordable housing. The practical realities of implementing a program of such magnitude obviously present challenges. The Affordable Housing Study Commission, as part of its 1995 work plan, intends to review and evaluate programs implemented under the Sadowski Act to make recommendations to the Governor and Legislature on program refinements.
2. ***Even with full funding of the Sadowski Act, a very wide gap between supply and demand will remain.*** The Commission recognizes that, even with full funding, Florida will fail to meet the needs of at least 77% of households needing homeownership opportunities and 84.5% of needed low-income rental housing.
3. The initial Sadowski Act doc stamp funding is only sufficient to offset the additional demand for housing and slightly impact the base shortage of units. With the shift of revenues in 1995, additional housing production can begin to truly address the state's acute shortage of affordable housing.[7]
4. The demand for affordable housing and the exceptional response of for-profit and nonprofit developers to the HOME Investment Partnerships, Low-Income Housing Tax Credit (LIHTC) program, State Apartment Incentive Loan (SAIL) Program, and the Predevelopment Loan Program (PLP) was demonstrated in the oversubscription levels of applicants for the state housing assistance programs. Figure 2 above, illustrates oversubscription levels in the latest application rounds.
5. Sadowski Act funding allows Florida to utilize its full allocation of federal tax credits and capture additional credits from the national pool.

Figure 2
STATE HOUSING PROGRAMS: OVERSUBSCRIPTION LEVELS



Source: Florida Housing Finance Agency, 1994.

ISSUE B. Assist local governments to improve SHIP programs through effective partnership development and creative leveraging

The Sadowski Act programs significantly impact the availability of affordable housing in Florida. Each program fills a gap in the state's housing delivery system.

Fundamental building blocks for these programs are three strategic philosophies: using state dollars for maximum leveraging,

[7] Letter dated August 29, 1994 to Governor Lawton Chiles from Thomas N. Tompkins, Chairman, Florida Housing Finance Agency Board of Directors.

replicating local innovations, and expanding SHIP's impact. For example, innovations have included partnerships developed between local lenders, real estate professionals, nonprofit organizations and local governments, resulting in a higher leveraging of dollars and the greater use of existing federal and state resources and housing assistance programs. Lending consortiums have formed among local banks, mortgage lenders, nonprofit providers, and SHIP administrators. The Commission acknowledges and vigorously supports these strategies as critical components of a successful effort.

Without healthy local partnerships, housing providers are limited to small-scale, short-term projects. The Commission supports expanding state-sponsored technical assistance to further the development of local partnerships. This expanded support should help local governments to leverage the sustained commitment and valuable expertise of their community's housing consumers, mortgage lenders, real estate attorneys, builders, planners, engineers and others.

The Affordable Housing Catalyst Program, administered by DCA, is charged with carrying out Florida's commitment to fostering effective local housing partnerships. The Catalyst program is a technical assistance program created by the Sadowski Act. The program is staffed by two professionals and relies on contracts with consultants rather than internal DCA staff to provide technical assistance. The Catalyst Program consultants work with local communities to offer: one-on-one consulting, workshops, technical assistance manuals, peer-to-peer support, and information sharing on successful projects.

Perhaps the most effective assistance provided by the Catalyst program is the opportunity to learn from other communities. Working with many jurisdictions lets the Catalyst staff see trends and identify trouble areas early on. For example, Catalyst consultants spent much of the first year guiding communities through the development of their local Housing Assistance Plan (HAP), the first requirement for receiving SHIP funds. The Catalyst consultants' direct experience and knowledge help many Florida counties benefit from the thinking and actions of other similar communities. Now that the HAPs have been approved, Catalyst consultants are spending much of their field time working with communities to develop specific financing mechanisms.

RECOMMENDATION # 2: The Department of Community Affairs should focus its training, through direct technical assistance under the Catalyst Program, on partnership development and creative leveraging of funds.

Comments:

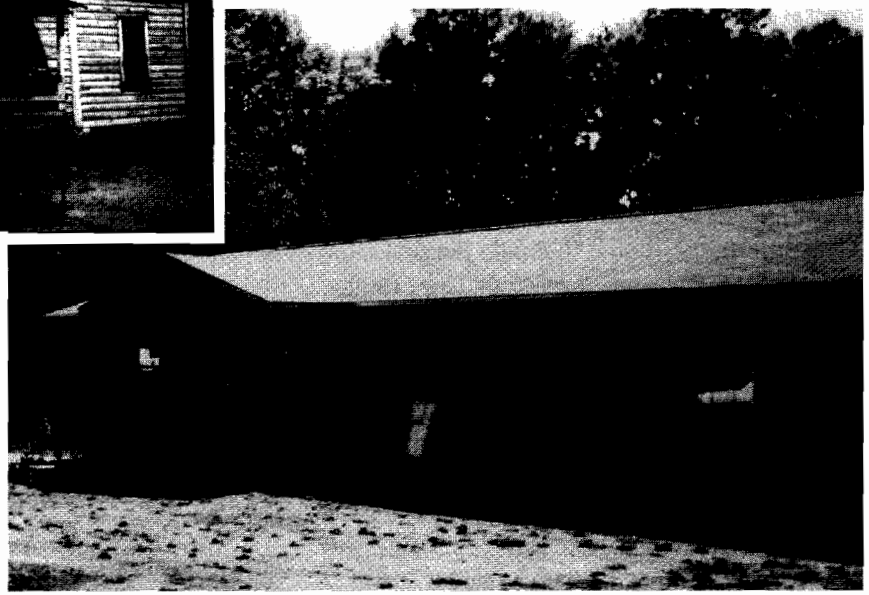
1. Even with the opportunity offered by technical assistance programs such as the Catalyst Program, there is a much greater need for local technical assistance than is currently being provided. While workshops and written materials are being used very effectively to educate local housing staff about common issues, much more needs to be done to build local capacity.
2. As local SHIP programs mature and staff become more sophisticated in their knowledge of how to carry out effective housing strategies, the requests for assistance will become more project specific. Technical assistance will necessarily shift focus away from the broadly applied approach (i.e., training manuals and workshops) toward more intensive on-site and direct one-on-one consulting.

ISSUE C. Highlight SHIP successes to replicate effective methods and expand the program's impact

The Commission collected numerous stories of success when it surveyed SHIP administrators on the program's first full year of implementation (refer to Appendix A on the Commission's "year in review"). Several county profiles were selected to highlight program startups throughout the state and to illustrate creative methods of leveraging SHIP dollars and financing projects of significant impact. For a complete listing of SHIP activities by individual county and entitlement areas, refer to the summary matrix on pages 20-23.

GADSDEN COUNTY: A Model of Partnership Development

The rural county of Gadsden has been uniquely successful in implementing its SHIP program because of an early decision to form strong, broad-based community partnerships with private lenders, federal funding agents, officials from every locality in the county, and



SHIP and Farmers Home Administration funds have been used to help Mr. Beauchamp and Ms. Brewer move their nine-person household from the structure shown above to a new five-bedroom home in the city of Quincy, shown on the right.

nonprofit affordable housing and service providers. For example:

- A plan was devised with the Farmers Home Administration (FmHA), the county's major housing lender, to blend SHIP and FmHA funds for both new construction and emergency repair projects. In new home construction, SHIP dollars pay closing or land acquisition costs to reduce the amount of FmHA financing. In the first year of SHIP, 24 new homes were constructed for very low and low-income families and 17 emergency home repair grants were awarded, primarily to the elderly.[8]
- The City of Quincy donated land to the Youthbuild program to build a 1400 square foot home which sold for approximately $45,000. Youthbuild is a community-based program of youth leadership and skill training for disadvantaged young people between the ages of 16 and 24. SHIP dollars allow students to learn valuable construction and applied educational skills in building homes for low-income families.
- The County Extension Office, which offers instruction and counseling in homeownership, is colocated with the FmHA, thus making it possible to create a convenient, one-stop affordable homebuyers' center by placing all application, counseling and financial services in one location.

MARTIN COUNTY: A Model of Community-based Neighborhood Revitalization

Martin County has received national recognition in its SHIP-financed project to revitalize a very low-income neighborhood in Indiantown. Indiantown Non-Profit Housing, Inc., with funding support from Martin County, the Consortium for Affordable Home Finance, the Federal Home Loan Bank of Atlanta, and the Martin County Lending Consortium, has built 19 homes for very low and low-income families since 1992. This development, conducted in three phases known as the Booker Park Scatter Site Infill Project, was one of six projects nationwide to receive the 1994 Maxwell Award of Excellence for its creative and cooperative approach to financing affordable housing opportunities.

- A lead lender commits financing for a construction loan (e.g. Barnett, First Federal, and Fidelity Federal) on a lot selected for infill development. The

[8] The Farmers Home Administration (FmHA) offers a direct rural housing program that can be used for home repair or to construct new dwellings for very low and low-income households and a guaranteed rural housing program for moderate income households. Florida FmHA finances modestly designed, affordable housing for normal terms of 33 years with interest rates subsidized as low as 1% depending on the income of the applicant.

homebuyer then closes on the loan, including lot and dwelling, prior to construction providing only a $500 downpayment. In the third phase of the project, SHIP funds were blended with Federal Home Loan Bank subsidies to fill in the remaining financing gap.

- SHIP funds provide $8,800 per unit in 0% forgivable mortgages amortized over 7 years, while the Federal Home Loan Bank provides $11,000 per unit, to ensure long-term affordability instituted through a 15-year deed restriction. All this results in an average 30-year mortgage of approximately $41,000 and monthly payments of about $336 for principal, interest, taxes and insurance (PITI.)

LEE COUNTY:
Innovative Approaches to Serving the Special Needs Populations

Lee County targeted a portion of its SHIP dollars to address the severe housing and care needs of three special needs populations—farmworkers, runaway youth, and the developmentally disabled.

- The program found that for the 12,000 farmworkers in Lee County and the surrounding areas, only 900 units of farmworker housing are available. A nonprofit organization was established to administer the development of 200 rental units of farmworker housing and provide the farmworkers with added social services and education. The project is being funded with a combination of FmHA and SHIP dollars, and the County is providing technical assistance.
- The county committed $34,000 in SHIP funds toward the total project cost of $800,000 to construct a 14-bed home for runaway youth.
- A commitment of $39,000 in SHIP funds will help to establish a group home for six developmentally disabled individuals. A nonprofit organization is purchasing a single-family home that is in need of rehabilitation and retrofitting. The total project cost is $100,000.

CITRUS COUNTY:
Creative leveraging of SHIP funds

When SHIP funds were made available to Citrus County, housing efforts were well underway. The County commissioned a study which revealed nearly 4,000 substandard units — almost four times the number reported by the U.S. Census. The County established a housing division and implemented several new programs.

- A portion of Citrus County's SHIP funds are used to pay the present value on the interest of loans made to the homebuyers purchasing of homes built by nonprofit developers. The two nonprofit developers participating rely heavily on donated material and volunteers and the purchase price of the homes average $30,000. With the County's assistance in securing a no-interest loan, the family purchasing this home will incur payments of $84 per month (principal only).
- The SHIP Program also supports a *First-Time Home Buyer's Program.* SHIP funds pay the difference between actual downpayment and closing costs and 3% of the purchase price. This assistance comes in the form of a no-interest, due-upon-sale loan. Fannie Mae has approved the County's second mortgage, which means that the participating lenders can sell these loans on the secondary market thereby allowing small, local lenders to participate. As of September 1994, 72 loans have closed for a total mortgage amount of approximately $3,565,498 million, leveraged with only $243,915 of SHIP funds.

MONROE COUNTY/KEY WEST:
Making Housing Affordable in the most "Difficult to Develop" Communities

For a variety of reasons, including regulations needed to protect the area's unique ecosystsem and a strict code for hurricane protection, Monroe County is the most expensive place to build a home in Florida. The median cost of a home in 1993 was $151,200. The cost of building a 1,100 square foot home averages between $110,000 and $120,000. Compounding this situation, Monroe County's principal industry is tourism; an industry with notoriously low-paying jobs. Approximately 50% of the residents of Monroe County are employed in the hospitality or tourist-related industries. It therefore takes an enormous degree of subsidy to make a home in Monroe County affordable.

SHIP funds have been a critical component for providing affordable housing in Monroe

County. Local government staff have also found that key to their success are the partnerships that they have developed with the local bankers, realtors, and builders, as well as the FHFA.

- SHIP funds were used by Monroe County and the City of Key West as match, and to leverage $2.2 million in HOME money. Because conventional interest rates were rising, the county and city accessed the Mortgage Revenue Bond Program at the FHFA to obtain low interest loans for first-time homebuyers. These programs were supplemented by the FHFA's Homeownership Assistance Program to provide $2,500 to each homebuyer for closing costs. SHIP money was also used for 3%, deferred payment due-on-sale loans, to provide first-time homeownership opportunities to Monroe County residents.
- Monroe County and Key West now have over 400 active first-time homebuyer applicants in some stage of leading to first-time homeownership. Over 65% of the first-time homebuyers have monthly PITI payments that are less expensive than the rent they were previously paying.

SARASOTA COUNTY:
Combining Historic Preservation with Affordable Housing

As part of an ongoing effort to restore a once vital historic downtown neighborhood, Sarasota County has dedicated a portion of its SHIP funds to the rehabilitation of a dilapidated structure that has been a magnet for crime and illegal drug activity. The structure is an historic Mediterranean-style building located in one of Sarasota's oldest neighborhoods. Most of the houses in the area were built during the late teens and early 1920's. The area was predominantly middle class until the 1960's when development moved away from the downtown. The neighborhood is in the process of reclamation, with mostly single family homes.

- Sarasota County is using a portion of the SHIP money together with other public and private dollars to rehabilitate the downtown neighborhood with single family homes, and reverse the deterioration which has resulted from disinvestment.
- The county's use of SHIP funds directly supports the work of a local nonprofit housing provider, responsible for construction, property management, and tenant counseling. The vision of the local nonprofit is that the rehabilitated historic structure will provide rental opportunities at rates which will allow the tenants to save enough money to move into homeownership within the improved downtown community.
- As tenants in the rehabilitated historic building move into homeownership, additional safe and affordable rental housing will be available to provide housing for those who may be homeless or presently living in substandard housing.

STATE HOUSING INITIATIVES PARTNERSHIP (SHIP) PROGRAM

SHIP Strategies, Allocation and Units Produced for Fiscal Years 1992-95

		HOMEOWNER										RENTAL					
LOCAL ENTITIES / **COUNTIES**	**Total Allocation**	Purchase Assistance	Rehab.	Emergency Repairs	New Construction	Land/Home Acquisition	Loan Guarantee	Homeowner Counseling	Impact Fee, etc.	Predevelopment	Weatherization	Rental: New Construction	Rental: Rehab.	Rental Deposits	Special Needs Housing	Other	Total # of Units
Alachua	$ 508,966	•	•	•	•	•		•	•						•		202
Baker	$ 750,000	•	•	•	•			•									60
Bay	$ 587,132	•	•		•	•		•	•							•	137
Bradford	$ 750,000	•	•	•	•			•									156
Brevard	$ 907,960	•	•	•	•	•		•									90
Broward	*See Interlocal*																
Calhoun	$ 750,000		•														45
Charlotte	*See Interlocal*																
Citrus	$ 750,000	•	•														163
Clay	$ 757,000	•	•	•	•												125
Collier	*See Interlocal*																
Columbia	$ 750,000	•		•	•												138
DeSoto	$ 750,000	•		•	•			•									169
Dixie	$ 750,000	•	•	•	•			•									101
Duval	$2,461,889	•	•	•	•	•							•	•			934
Escambia	*See Interlocal*																
Flagler	$ 750,000	•	•	•	•												93
Franklin	$ 750,000	•	•	•	•			•									101
Gadsden	$ 750,000	•	•	•		•		•									103
Gilchrist	$ 750,000	•		•	•			•				•	•				39
Glades	$ 750,000	•		•	•	•		•	•		•				•		69
Gulf	$ 750,000	•	•		•			•									110
Hamilton	$ 750,000	•	•		•												73
Hardee	$ 750,000	•	•	•	•	•		•									83
Hendry	$ 750,000	•	•	•	•			•			•						207
Hernando	$ 753,000	•	•	•	•						•						181
Highlands	$ 750,000	•	•		•										•		177
Hillsborough	$1,974,174		•	•	•	•	•					•	•				754

LOCAL ENTITIES / COUNTIES	Total Allocation	HOMEOWNER										RENTAL					Total # of Units
		Purchase Assistance	Rehab.	Emergency Repairs	New Construction	Land/Home Acquisition	Loan Guarantee	Homeowner Counseling	Impact Fee, etc.	Predevelopment	Weatherization	Rental: New Construction	Rental: Rehab.	Rental Deposits	Special Needs Housing	Other	
Holmes	$ 750,000		•	•													73
Indian River	$ 750,000	•	•		•	•			•				•				112
Jackson	$ 750,000	•	•	•	•			•									97
Jefferson	$ 750,000	•		•	•		•	•								•	83
Lafayette	$ 750,000	•	•	•	•												129
Lake	$ 889,356	•	•	•	•	•			•		•						174
Lee	$ 935,096	•			•	•						•	•		•		244
Leon	$ 363,818	•	•	•							•						64
Levy	$ 750,000	•		•	•												138
Liberty	$ 750,000	•	•	•	•			•			•						114
Madison	$ 750,000	•	•	•	•			•			•						96
Manatee	$ 836549	•	•	•	•			•	•								131
Marion	$ 813,361	•	•	•	•			•	•								145
Martin	$ 750,000	•	•		•	•		•	•			•					171
Monroe	$ 750,000	•	•	•	•								•			•	60
Nassau	$ 750,000	•	•	•	•			•				•					64
Okaloosa	*See Interlocal*																
Okeechobee	$ 750,000	•	•		•			•									48
Orange	$1,926,996	•	•		•	•				•							298
Osceola	$ 778,800	•	•	•	•										•		208
Palm Beach	$2,465,009	•	•		•	•			•				•		•	•	390
Pasco	$1,266,673	•	•	•	•				•								266
Pinellas	$1,562,236	•	•		•	•											88
Polk	$1,277,769	•	•	•	•						•	•					480
Putnam	$ 750,000	•	•		•		•	•	•		•						238
St. Johns	$ 750,000	•	•	•	•			•	•		•						159
St. Lucie	*See Interlocal*																
Santa Rosa	$ 750,000	•	•	•	•												67
Sarasota	*See Interlocal*																
Seminole	$1,313,232	•	•		•							•					251
Sumter	$ 750,000	•	•	•	•			•			•						153

LOCAL ENTITIES / COUNTIES	Total Allocation	HOMEOWNER										RENTAL					Total # of Units
		Purchase Assistance	Rehab.	Emergency Repairs	New Construction	Land/Home Acquisition	Loan Guarantee	Homeowner Counseling	Impact Fee, etc.	Predevelopment	Weatherization	Rental: New Construction	Rental: Rehab.	Rental Deposits	Special Needs Housing	Other	
Suwannee	$ 750,000	•	•	•	•						•						112
Taylor	$ 750,000	•	•	•	•			•									159
Union	$ 750,000	•		•	•												114
Volusia	$ 1,295,754		•	•	•				•				•				128
Wakulla	$ 750,000	•	•	•	•						•						194
Walton	$ 750,000	•	•	•													122
Washington	$ 750,000	•	•		•			•							•		73
CITIES																	
Boca Raton	$ 217,177	•	•		•	•			•								30
Bradenton	$ 221,269	•	•		•												65
Cape Coral	$ 327,631	•	•	•	•			•							•		69
Clearwater	$ 343,279	•	•		•												86
Cocoa	$ 70,107			•													14
Coral Springs	*See Interlocal*																
Daytona Bch	$ 250,795	•	•		•	•											105
Delray Bch	$ 165,121	•	•		•	•			•								23
Ft. Lauderdale	$ 484,835	•	•		•	•				•			•				113
Ft. Myers	$ 185,865				•												12
Ft. Pierce	$ 203,309	•	•														15
Ft. Walton Bch.	*See Interlocal*																
Gainesville	$ 452,232	•	•	•	•			•	•						•		180
Hollywood	$ 403,667	•	•	•													83
Lakeland	$ 283,555	•	•	•	•	•	•	•									84
Largo	$ 227,317	•	•			•										•	32
Melbourne	$ 247,030		•	•	•				•								60
Naples	*See Interlocal*																
Ocala	$ 207,643	•			•			•	•								21
Orlando	$ 601,010	•	•		•	•											87
Palm Bay	$ 264,923	•	•		•	•		•	•		•		•				58
Panama City	$ 216,268	•	•	•	•	•		•	•							•	49
Pembroke Pines	*See Interlocal*																

LOCAL ENTITIES CITIES	Total Allocation	HOMEOWNER										RENTAL					Total # of Units
		Purchase Assistance	Rehab.	Emergency Repairs	New Construction	Land/Home Acquisition	Loan Guarantee	Homeowner Counseling	Impact Fee, etc.	Predevelopment	Weatherization	Rental: New Construction	Rental: Rehab.	Rental Deposits	Special Needs Housing	Other	
Pensacola	*See Interlocal*																
Pompano Bch	$ 238,267	•	•		•	•			•				•				77
Plantation	*See Interlocal*																
Port St. Lucie	*See Interlocal*																
Punta Gorda	*See Interlocal*																
Sarasota	*See Interlocal*																
Sunrise	*See Interlocal*																
St. Petersburg	$ 819,165	•	•	•	•		•				•						351
Tallahassee	$ 643,325	•	•	•	•												228
Tampa	$ 967,498	•	•	•	•	•	•									•	325
Titusville	$ 158,640		•														11
West Palm Bch	$ 232,043	•	•		•												40
Winter Haven	$ 97,569	•	•			•											17
INTERLOCAL AGREEMENTS																	
Broward Co.: Coral Springs Pembroke Pines Plantation Sunrise	$3,128,668	•	•		•				•	•	•	•	•		•		457
Escambia Co.: Pensacola	$1,200,075	•	•		•								•		•		121
Collier Co.: Naples	$ 908,845	•	•	•	•				•				•				137
Charlotte Co.: Punta Gorda	$ 770,130	•	•	•	•	•									•		179
Okaloosa Co.: Ft. Walton Bch.	$ 855,350	•	•	•	•			•				•					78
Port St. Lucie: St. Lucie Co.	$ 676,072	•	•	•				•									76
Sarasota Co.: Sarasota	$1,256,580	•	•										•				196

CHAPTER 2

BUILD DIVERSE, VIBRANT AND SUCCESSFUL COMMUNITIES

The Commission sees the potential of using the dedicated revenue of the William E. Sadowski Affordable Housing Act of 1992 to assist localities in revitalizing economically distressed areas. Strong local partnerships are forming in every county and major city, each with a commitment to match the state's investment in affordable housing. The in-flow of a consistent source of funds to distressed inner-city or rural areas can be an important stimulus for other private investments. Florida's best known example is the Mayor's Challenge Fund with the City of Tampa. Through the combined efforts of private lenders, nonprofit agencies and city officials, the City is leveraging, on average, $4.00 in private financing for every $1.00 in public support.

In a tour of East Tampa and Tampa Heights (see description in Appendix A), the Commission saw the successful results of the City of Tampa's revitalization strategy which concentrates its affordable housing resources in blighted neighborhoods. After years of rehabilitating the existing housing stock, giving attention to its historic preservation, and constructing affordable housing compatible with this style, private investors are now filling in blocks with market-rate housing where private (unsubsidized) homes have not been built in over twenty years. Property values are rising, tax revenues are increasing, and the expansion of private investments promises even greater future growth.

Other counties are initiating similar revitalization projects with the resources available through the Sadowski Act. This is seen in the SHIP highlights in Chapter 1 which describe Martin County's commitment to restore single family residences in the blighted areas of Indiantown and Lee County's efforts to upgrade single family homes to provide farmworkers with decent and affordable housing.

ISSUE A. Develop a New State Strategy for Community Revitalization

The Affordable Housing Study Commission is studying the question: How effectively do state policies promote the development of diverse, vibrant and attractive communities? Experience in community development has shown that successfully revitalizing low-income communities requires a combination of strategies. It is imperative for Florida to assess the impact of all intervening circumstances which limit the economic growth and potential of an area. It is not enough to secure new sources of investments or build additional units of affordable housing. In order to mitigate the effects of years of economic disinvestment, "community" must be restored, socially and economically, where it seldom now exists.

Florida has reason to explore new strategies to assist its poor. The standard of living for most very low- and low-income Floridians fell or remained stagnant throughout the decade of the 1980s, even though the state's economy grew and out-paced most other states both in terms of its absolute growth and its rate of growth[9]. The poor are becoming increasingly polarized from those of wealth and segregated from the economic life of American society. They are trapped in older inner-city neighborhoods overlooked in the revival of urban centers during the late 1970s and 1980s or in abandoned rural towns.

This is borne out in Florida's profile of residents from the most distressed neighborhoods. They consist largely of the very young and the very old. A disproportionate number of families living in poverty are headed by single

[9] C. T. West, "Just How Productive are Florida Workers?" *Florida Trend*, 31 (8), December, 1988, pp. 15-16.

parents with children under the age of five. In some low-income neighborhoods, 45% of the families with young children are poor.

State government and its policymakers need to become full and active partners in local revitalization initiatives. A critical underlying problem in poor communities is the absence of economic activity. Here, the state can, by means of regulatory policies and investment strategies, redirect its resources to stimulate economic growth, create new jobs, and generate confidence among private investors to reinvest in these communities. These are issues the Commission will continue to investigate as evidenced in Chapter 3.

RECOMMENDATION # 3: The Governor and Florida Legislature should engage local governments, regional planning councils, and community-leaders in an active partnership with residents of low-income communities to develop strategic policies and plans that will reverse patterns of deterioration in existing neighborhoods.

Comments:

1. Local governments, in partnership with the private and nonprofit sectors, are the most active players in community economic development. State leadership is lacking. The Governor and Legislature should aggressively support communities in the revitalization of low-income neighborhoods with an appropriate combination of technical assistance and dedicated resources. This should be seen as an essential investment strategy—one that empowers local residents to become self-reliant and reverse the effects of rising crime, drug use, and juvenile delinquency.
2. The state should target redevelopment resources to areas that are identified by local governments. Other public and private investments can be encouraged by combining federal, state and local resources in a comprehensive way to: improve the physical infrastructure, create jobs with risk capital and business development assistance, build affordable housing, provide literacy training, upgrade skills through job training, and ensure the provision of a full complement of preventative health and social services. It is recommended that the state target those areas in the coming year that participated in the U.S. Department of Housing and Urban Development (HUD)-sponsored competition for funding Empowerment Zones and Enterprise Communities during federal Fiscal Year 1993-1994.
3. State economic development programs must be results-based. Funding should be tied to the achievement of visible benefits to the community. For example, it is generally acknowledged that the state's centerpiece for neighborhood revitalization, the Community Development Corporation Support and Assistance Program, was created in response to the Liberty City civil unrest of 1980. As a result, the program's orientation is one of crisis intervention with little attention given to improving an agency's capacity to sustain, expand and accomplish revitalization efforts over time.

ISSUE B. Support community-based, nonprofit organizations as developers of affordable housing and community economic enterprises

In its *1993 Final Report*, the Commission stated that if the state is to achieve its mission of preserving and improving the economic vitality of low-income neighborhoods, it must strengthen the capacity of community development corporations (CDCs). CDCs have contributed substantially to the production of affordable housing in areas where most private developers are unwilling to build. Unfortunately, few CDCs have the resources or expertise to develop entire neighborhoods or spur growth in their community's economy. Today's economic challenges demand that the state, local governments and the private sector partner with community-based organizations in building the technical and financial capacities needed to revitalize poor neighborhoods.

To investigate the State's role in supporting community-based nonprofit organizations, a task force consisting of six Commissioners involved in affordable housing and community development in Florida's low-income neighborhoods was formed. Collectively, these Commissioners brought 70 years of experience in the administration of community-based organizations into the framing of their recommendations. After reviewing the fourteen-year history of the CDC Support and Assistance Program, the Commission's task force, concluded that current levels and methods of support are grossly inadequate. Simply taking into account the complexities of financing and managing a single affordable housing or

business venture in the 1990s, it is clear that entirely new approaches to assisting nonprofit organizations engaged in development projects are needed.

Significant declines in resources for commercial and business enterprises have forced CDCs to shift their emphasis to the development of affordable housing. All twelve of the CDCs funded today through the CDC Support and Assistance Program are involved in the construction of single-family or multifamily units, or the rehabilitation and conversion of existing structures for apartment rentals. Affordable housing construction is a vital first step in a neighborhood's revitalization. Concentrating on this activity alone, however, is not likely to provide the CDC with the additional revenues needed to lessen dependence on state grants. This is also a finding in the Auditor General's report which states that the lack of sufficient funding and technical assistance, particularly in the management of commercial development, limits CDCs from meeting the original program goals pertaining to financial self-sufficiency.[10]

A New State Program of Support and Technical Assistance for Community-Based Development Organizations

The following narrative outlines the elements proposed for 1995 legislation to broaden the state's concept of community economic development and to redesign the Community Development Corporation Support and Assistance Program, pursuant to Section 290.034, Florida Statutes, to create the INVEST program. The specific design of this proposal is discussed in detail in Appendix B of this report.

Of foremost importance to the success of a state-assisted program of community economic development is improving the environment for community-based organizations. Private-public partnerships must be fostered with local governments and private businesses. State policies can help shape the orientations needed to sustain such long-term partnerships in redevelopment. Although a stated intent of the CDC Support and Assistance Program, the state has failed to persuade local governments to share in the cost of adequately supporting organizations with a combination of financial resources, technical assistance and capacity building.

A developmental approach is recommended to equip nonprofit developers with the skills required at every stage of a low-income community's revitalization. The following three categories of assistance are identified as essential to the program's success:

1. organizational development for newly formed and emerging community-based development organizations (CBDOs);
2. administrative grants and technical assistance for community-based development organizations and CDCs interested in becoming developers of affordable housing and/or business ventures; and
3. technical assistance in the expansion of mature CBDOs, including one-on-one assistance in methods of financing and structuring new housing or business development programs.

An integral part of this developmental approach is the establishment of criteria to assess the progress of an organization as it moves along this continuum of technical assistance and capacity building. In collaboration with other funding agencies, realistic performance standards or benchmarks need to be delineated for development projects with similar objectives or outcomes.

RECOMMENDATION # 4: The Legislature should redesign the Community Development Corporation Support and Assistance Program (CDCSAP) to create the Innovative Neighborhood Vitality and Economic Strategies program (INVEST) and appropriate $3.1 million requested by the Department of Community Affairs for the CDCSAP program to support this new initiative which will competitively award funds to community-based development organizations based on their performance.

Comments:

1. Essential components of this redesign are: (1) provide through a nonprofit technical assistance provider training, technical assistance, and capacity-building to assist in the early formation of CBDOs, (2) award 12-month administrative grants of $50,000 for up to 3 years to new and emerging organizations (which can be combined with project incentives funds in the second and third year of funding), and

[10] State of Florida Office of the Auditor General (January 24, 1994). *Performance Audit of the Community Development Corporation Support and Assistance Program.* p. iii.

(3) encourage the development of high-impact development projects by initiating an annual system of granting performance-based incentives to mature CBDOs. Funding decisions should be based on the merits of individual projects submitted under one or several categories of: affordable housing, business assistance/business development loans, and commercial development.

2. Historic cutbacks in sources of federal support have limited the ability of Florida's twelve state funded CDCs and other community housing development organizations (CHDOs) to leverage needed resources in financing community development projects. These agencies need a dedicated revenue source to ensure stable funding and the provision of training and technical assistance to build agency capacities over time to implement a progression of community economic development projects.

3. In 1991, the U.S. Department of Housing and Urban Development initiated a nationwide affordable housing and rehabilitative construction program, known as the HOME Investments Partnership Program. It stipulates that 15% of a participating jurisdictions (PJs) funds must be set-side for CHDOs. Florida was successful in obligating the CHDO set-asides in all but one of its PJ. Without this additional training and technical assistance, it is likely in subsequent years federal dollars will be lost as a result of the limited capacities of the state's CHDOs.

4. If not replaced, the CDC Support and Assistance Program should be thoroughly revised and its rules and procedures streamlined. The application and administrative procedures are unduly cumbersome. They fail to reward high-performance CDCs or sanction ineffective and unproductive agencies.

RECOMMENDATION # 5: The Legislature should reinstate the Community Development Corporation Deferred Payment Loan Program, authorized in Section 290.037 of the *Florida Statutes*, for eligible business assistance, revolving loan funds, and to finance commercial developments.

Comments:

1. A Community Development Support and Assistance Trust Fund was established in 1981 to make deferred payment loans to CDCs to assist in business startups and expansions as a means of creating jobs and business ownership opportunities for residents of economically distressed areas. Many CDCs established revolving loan funds in partnership with local banks whereby loans of up to $75,000 would be available to new and expanding businesses. Once a CDC developed and financed the loan (utilizing CDCSAP funding), it was sold to a commercial lending institution which then provided loan servicing and other day-to-day banking services. This process assists businesses in developing banking relationships and assists banks in meeting their obligations under the Community Reinvestment Act. A total of $3,115,300 has been loaned to CDCs for guaranty or revolving loan programs. These loans have created an estimated 500 new jobs for area residents.[11]

2. The CDC deferred loan program also authorized direct loans of up to $250,000 for larger business financing (usually commercial development activities) where the CDC could demonstrate substantial leverage of non-state funds. Since the program's initiation in 1981-82, a total of $3,619,800 in direct loans has been made available. There has been no allocation for CDC loans—direct or guaranty—in over two years.

3. Because the repayment rate for direct loans has not been as substantial as it has been for guarantee loans, the 1994 Auditor General's performance audit recommends that DCA resume appropriating funds for guaranty and revolving loans to the exclusion of direct loans. The Commission agrees with this shift in program emphasis, however, the CDC deferred loan program is virtually the only source of funding for commercial rehabilitation and new construction financing for small businesses located in economically distressed communities. It is suggested that direct loans be permitted on a more limited basis to finance commercial developments.

[11] The CDC deferred loan program allows two types of loans: direct loans up to $250,000 and guaranty loans up to $75,000 that must be purchased at face value by a commercial lending institution. The financial reports are taken from the Auditor General's report and reflect the program's status as of June 1993.

RECOMMENDATION # 6: The state should establish a flexible and adequate source of capacity building and technical assistance (outside of DCA staff support) to address the needs of community-based development organizations at every stage of development.

Comments:

1. Florida is experiencing a resurgence of new and emerging CDCs much like the rest of the nation. At least 60 CDCs are known to exist in Florida. In fact, a recently completed University of Florida doctoral dissertation identified over 100 nonprofit agencies interested in becoming developers in distressed communities.[12] To correct conditions of blight and poverty and build visible symbols of renewal, the capacities of the organizational boards and staff must be developed.
2. Most of these CDC newcomers are providers of affordable housing. In a national study of *Housing Delivery Systems in Distressed Urban Neighborhoods*, it was reported that although a small number of CDCs produce the greatest share of units (i.e., 10% of CDCs sponsored nearly one-half of all units in 1991), "youthful CDCs appear able to develop large-scale production capacity quickly" and are, on average, keeping up with the housing production of older counterparts."[13]
3. Organizations with years of experience in successful project development warrant training and technical assistance in developing the know-how to secure the necessary financing or staff expertise in a particular venture (i.e., commercial development, industrial park or multifamily rental unit construction). It was a finding in the Auditor General's report that one reason why CDCs have resorted to affordable housing ventures, besides the availability of funding, is that training and technical assistance in housing is available.[14] It is stated that commercial projects can require large capital investments and complex financing and business plans that can be beyond the capabilities of CDCs. [15]

ISSUE C. Link state housing production and economic development programs with strategies to revitalize low-income neighborhoods

The success of any community development venture is subject to the availability of project financing. This is especially true for the INVEST program which would provide nonprofits with performance-based incentive grants to hire dedicated project staff and/or secure the needed technical assistance. These dollars should be flexibly spent to build the agency's capacity to administer a project identified by community residents and local governments as essential to a neighborhood's revitalization. It is not intended to finance the actual cost of the project. It is important that state and local governments supply the gap financing necessary to make projects feasible. Because CBDOs locate developments in areas where profits are marginal, it is difficult to build income reserves sufficient to support their next projects. Consequently, nonprofit agencies cannot afford many predevelopment costs that other developers supply as a matter of course. Their ability to hire additional staff or pay for feasibility studies on income-producing ventures is limited. As competition for state financed loans and services continues to escalate, fewer nonprofits will be in a position to compete.

RECOMMENDATION # 7: The Department of Community Affairs, the Florida Housing Finance Agency, and the Department of Commerce should assist community-based nonprofit organizations, especially those meeting the CBDO definition, to access the resources of other state housing and economic development programs.

Comments:

1. State agency staff should actively seek other federal, state and local sources of venture capital. As lead agency in the administration of the INVEST program, DCA must develop in-house staff capacities to serve as ombudsman for the CBDOs and other nonprofit developers in distressed communities.

12 Thomas Lieu (1994) unpublished dissertation entitled, Community-based Housing Development Organizations in Florida's Urban Communities.

13 Christopher Walker (1993). *Nonprofit Housing Development: Status, Trends, and Prospects, Housing Policy Debate*, vol. 4, issue 3, p. 376.

14 The Department of Community Affairs contracts with the Miami-Dade Community College to instruct housing providers on general affordable housing production and financing techniques, known as the AHOME program. In addition, consultants offer workshops and on-site technical assistance to agencies receiving state and local funding under the William E. Sadowski Affordable Housing Act of 1992.

15 Op. cit., Auditor General's Report. p. 29.

2. DCA should initiate rule changes to affordable housing and economic development programs that it administers to serve as dedicated sources of project funding for the INVEST program. Three programs that can easily support a community-based development strategy are: the Predevelopment Loan Program, the Small Cities Community Development Block Grant, and the CHDO set-aside under the federal HOME program.

3. The Catalyst program can also be a source of technical assistance and training for CBDOs interested in becoming developers of affordable housing.

RECOMMENDATION # 8: The Florida Housing Finance Agency should set-aside 15% of the annual State Apartment Incentive Loan Program allocation for community development corporations and other nonprofit housing development organizations (which are not-for-profit controlled and maintain no less than 51% ownership of the general partner in any project submitted for Florida Housing Finance Agency financing).

Comments:

1. Nonprofit housing developers have historically been competitive for SAIL loans, however, this state-run program is gaining in popularity, in part, as a result of the increased activity among private developers for the LIHTC (see narrative below) allocations. A successful recipient of a SAIL loan is guaranteed to receive the amount of tax credits requested in the SAIL application.

2. In response to the Commission's recommendation that a 15% SAIL set-aside be established for nonprofits, the FHFA staff reviewed the extent to which nonprofit developers have been funded and has questioned the need to have a set-aside at this time. For the past six funding cycles (excluding the Hurricane Andrew recovery cycle), the number and proportion of nonprofits funded exceeded 15%. For example, in the 1994 SAIL cycle, nonprofits received 41% of the funds, and 16% in the 1993 cycle. There was no breakdown as to how many of the nonprofit developers were community-based organizations or other nonprofit entities in which at least 51% of the control was by the nonprofit.[16]

3. By dedicating a portion of SAIL funds to community-based nonprofit organizations, the program's purpose is expanded to support local neighborhood revitalization. Building attractive rental housing for low-income and very low-income Floridians works to restore economic vitality to these neighborhoods. It also strengthens the capacity of community-based nonprofits to construct and manage developments of significance, thus positively impacting target areas and generating an adequate income stream to sustain the organization.

RECOMMENDATION # 9: The Florida Housing Finance Agency should revise its practice of applying the 10% set-aside for nonprofit organizations under the Low-Income Housing Tax Credit (LIHTC) program by first scoring all applications, including nonprofits, for the 90% LIHTC tax credit allocations and then apply the 10% set-aside to nonprofit applications that meet the threshold.

Comments:

1. Nonprofit organizations that rank among the highest scoring LIHTC applications should not take credits away from lower scoring nonprofit proposals by being included in the 10% nonprofit set-aside. The FHFA should administratively score and rank all tax credit applications and then apply the 10% set-aside to lower ranked nonprofits that may not otherwise receive tax credit allocations. This procedure should maximize the number of nonprofits receiving tax credits without adjusting the federal 10% set-aside.

2. Competition for the federal tax credits is escalating, thus making it more difficult for nonprofit organizations who typically have smaller, less capitalized projects and lack the financing to cover predevelopment costs themselves. Especially now that Congress has extended the LIHTC program indefinitely, more for-profit developers are applying.

3. Tax credits can be a deciding factor in making the "figures" work for a nonprofit proposal attempting to provide the most affordable housing in the least desirable areas. This revision in the practice of

[16] Memorandum dated November 1, 1994 from Susan J. Leigh, FHFA Executive Director, to Cliff Hardy, Chairman of the Affordable Housing Study Commission, and L. Benjamin Starrett, Staff Director

applying the nonprofit set-aside can be done without a rule change and without jeopardizing the state's ability to fully allocate the credits. If awards to the eligible nonprofit organizations do not use up all of the 10% set-aside of tax credits, the credits can be allocated to the next ranked for-profit applicants.

4. Similar to the FHFA's question regarding the need for a 15% SAIL set-aside for nonprofits (refer to Recommendation # 8 above), the agency's staff points out that it has historically exceeded the 10% requirement under the LIHTC Program. Again, the Commission's intent in recommending a change in the FHFA's practice of applying the LIHTC set-aside is to encourage the participation of nonprofits (especially those that are community-based nonprofit agencies) in what is becoming an increasingly more competitive process.

ISSUE D. Combine federal funds and local resources to assist Florida's homeless in securing permanent housing

The plight of the homeless has become one of the nation's most visible social problems during the last few years. On any given day in 1994, over 46,000 people were homeless in Florida, according to Department of Health and Rehabilitative Services (HRS) estimates, and this population is increasing at an average rate of 15% per year. Slightly less than 17%—or 7,500—of these individuals are sheltered at any point in time because of the severe lack of shelter spaces. Seven of Florida's largest counties (Dade, Broward, Palm Beach, Orange, Hillsborough, Pinellas and Duval) have 23% of the shelter beds. Over half of Florida's counties provide no emergency shelter to the homeless.

A 1993 survey of Florida's local homeless coalitions reported that the major causes of homelessness in Florida are:

- A chronic shortage of housing that is both suitable and affordable.
- Unemployment, low wages, and lack of job skills.
- Poverty, with its range of debilitating consequences for the human condition.
- Alcoholism, drug abuse and mental illness.
- Family disintegration, including divorce, desertion, illegitimacy, teen pregnancy, domestic violence and runaway youth.
- Migration and immigration of persons to Florida without means of self-support.
- Lack of resources to prevent and alleviate homeless conditions.
- School failure and illiteracy.
- Victims of AIDS.
- Jail or prison release.
- Lack of public transportation.
- Lack of affordable child day care.
- Free will.

Clearly, the needs of the homeless cannot solely be satisfied by providing adequate and affordable housing. The Commission believes that homelessness is a result, not a cause, and that housing represents but one strategy to deal with the homeless problems. If Florida is to reduce its homeless population, it is essential that shelter programs be linked with access to the proper social services and other programs that can promote self-sufficiency and self-reliance.

The Commission is encouraged by the Clinton administration's decision to make homelessness its first legislative priority in the Housing Choice and Community Investment Act. If the legislation passes, which the Commission hopes will occur in early 1995, it will address a long-standing concern of the Commission which is that the primary vehicle for homeless support, the McKinney Act, disburses limited funds to four separate agencies. The Department of Housing and Urban Development's major housing bill consolidates McKinney Act programs and gives local governments the power to design and implement comprehensive strategies to meet local homeless needs. Moreover, the amounts authorized in the pending legislation would

more than double funding directed to the homeless and other persons at risk of becoming homeless. It is estimated that $55 million will be distributed directly to 21 entitlement communities and $11 million will be reserved at the state level for disbursement (at least 80%) to nonentitlement areas.

It is critically important that Florida be prepared to initiate the programs crafted in the McKinney Act consolidation. A new approach to service delivery is incorporated in the framing of this Act. Communities must implement a continuum of care approach which has been inspired by the experiences of thousands of not-for-profit providers across the nation as the best method for moving the homeless from the streets and existing shelters into stable long-term housing, if not their own homes. The implementation of this comprehensive approach will entail the cooperation, coordination and innovation of diverse agencies and government officials that in many communities have never met on the issue of homelessness.

Florida can take pride in several communities that have already mastered this plan. The City of Orlando and Metro-Dade County are to be complimented on their local efforts to eradicate homelessness, but for other communities the requirements of McKinney Act consolidation will be immense. Florida must take advantage of the potential offered by this federal initiative and adopt its own local and state innovations to work toward the elimination of homelessness.

RECOMMENDATION # 10: The State of Florida should step up its attack on the problems of homelessness. The Department of Community Affairs, in cooperation with the Department of Health and Rehabilitative Services, should move quickly to prepare and implement program changes in response to federal legislation to consolidate McKinney Act homeless initiatives.

Comments:

1. On September 21, 1994, the Governor's Office designated DCA as the state's lead agency in implementing the McKinney Act consolidation plan. A task force of representatives with HRS, the Department of Education, and the Department of Labor and Employment Security is being established to assist in the planning and implementation of continuum of care models throughout the state.
2. The McKinney Act consolidation requires states to establish an advisory board to assist the Governor with making policies and plans. It is the Commission's desire that in every aspect possible local nonprofit providers of services to the homeless be included in the decision making at the state and local level.
3. Local governments will need assistance in implementing the administrative provisions of the McKinney Act consolidation and in developing the continuum of care model. The state should extend what technical assistance it can provide to entitlement communities along with those areas most likely to receive the state's portion of monies to be allocated under the McKinney Act consolidation.

RECOMMENDATION # 11: The Legislature should amend Section 212.0306, Florida Statutes, to give all counties the authority to levy the local option tax on sales of food and beverages to provide funding for local homeless programs that are now in place in Dade County.

Comments:

1. The 1993 Legislature gave this local option tax to Dade County in Chapter 93-233, *Laws of Florida*. This authority allowed Dade County to collect a tax rate of one percent on sales of food, beverages, and alcoholic beverages sold for on-premises consumption in establishments licensed by the state to sell alcoholic beverages that have gross annual sales in excess of $400,000 per year, except for hotels and motels. It is estimated that this tax will raise about $7 million annually in Dade County. Smaller revenues should be expected in most other counties.
2. The tax should remain a local option so each county commission can determine for itself the appropriateness of using this revenue source to address its homeless needs.
3. Counties considering this funding source should work closely with the affected industries up front to build a partnership that will support the assessment, collection, and use of these revenues.

CHAPTER 3

ADDITIONAL OPPORTUNITIES TO IMPROVE THE PRODUCTION, PRESERVATION AND MAINTENANCE OF AFFORDABLE HOUSING

When the Affordable Housing Study Commission looks to the future, it is clear there is much left to be accomplished. The issues discussed below represent areas of continued interest to the Commission and probable 1995 research priorities. The issues are:

A. Promoting enhanced alternative in-home and assisted living options for Florida's growing population of low-income frail elderly.

B. Reviewing the implementation of the William E. Sadowski Affordable Housing Act of 1992 and identifying opportunities to improve the legislation, related administrative rules, and the design and operation of state and local programs.

C. Assessing the success of the state in meeting the affordable housing needs of very low-, low-income and special needs populations.

D. Continuing to examine the state's growth management policies and land use regulations to remove barriers to the production, preservation and maintenance of affordable housing.

E. Using ad valorem tax policy to promote affordable housing production and maintenance.

F. Enhancing coordination with, and the effectiveness of, the Shimberg Center for Affordable Housing at the University of Florida.

ISSUE A. Promote enhanced alternative in-home and assisted living options for Florida's growing population of low-income frail elderly

One of the fastest growing segments of Florida's population is the elderly.

- Florida's elder population currently comprises over 3.3 million persons over the age of 60, and of that number, one-third (approximately 1 million) are over the age of 75.[17]
- The distribution of the older population is changing dramatically. The largest proportional increases from 1980 to 1990 among all age groups were the groups of 75-79, 80-84, and 85+. These groups had increases of 74%, 70%, and 77% respectively. These age groups are also the most likely to have the greatest needs both in terms of housing and services.[18]
- Further, a large segment of the very low-income (50% or below of the median family income) are elderly — over 354,000 homeowner households and 156,000 renter households.
- For over 221,000 of these households, housing costs consume more than 50% of their household income.[19]
- According to the findings of the 1991 Report, *Aging 2000*: of individuals 60 years or older, 27% are likely to be moderately or severely impaired, over 50% receive an income of less than $14,000 annually, and nearly 34% live alone.[20]

Addressing the need for safe and affordable housing as well as needed services for Florida's

[17] Munroe, Donna J. et. al. (June 1991). *Aging 2000*. Florida International University.

[18] Ibid.

[19] State of Florida, Department of Community Affairs' publication *Affordable Housing in Florida 1994*. Table 1.6, "Housing Assistance Needs of Low-and Moderate-Income Households." p.10.

[20] Op. Cit., *Aging 2000*.

growing elderly population must become a priority for state action. Not only does Florida have a larger proportion of elder citizens than most other states; but one out of every five Floridians is over the age of 60.

The issues surrounding the housing and care of the elderly, particularly the poor frail elderly, are complex, in part because they cross between two very different disciplines—housing and supportive services—each with its own set of definitions and unique language. These programs have developed over the years with little integration of planning or funding. The state is just now beginning to document the extent of the problems of this population. The *Aging 2000* report, published in 1991, was the first large-scale attempt to quantify current and projected need of both the individual and service delivery systems.[21]

The principal barrier to meeting housing needs of the elderly is financial. Waiting lists for services are long and those who are currently receiving some level of service are often still underserved. The reimbursement rates for congregate care facilities are well under the actual costs, and are inadequate for even basic community care.

Supportive service options are available through a statewide network of state agency and community-based organizations. They offer programs ranging from in-home services for the elderly who are functional but limited in their ability to meet all their own needs to extensive care for those who can no longer live independently. Programs such as adult congregate living facilities (ACLFs) and adult family care homes offer the elderly a continued sense of self-sufficiency and are, at the same time, a cost-effective alternative to institutional residential care.

The Medicaid Waiver, Home and Community-based Services program, for example, provides a variety of in-home services to the frail, functionally impaired elderly. During Fiscal Year 1993-94 this program served 7,175 persons. Had the program been fully funded during that period, the program would have served 11,400 eligible individuals, according to the Department of Elder Affairs (DOEA). Even this figure, however, represents but a small portion of those in need.

The Alzheimer's Disease Respite program provides an even more graphic example. Current funding meets *less than 1%* of the existing need. Respite programs are available in only 38 of Florida's 67 counties and, on average, provide less than three hours of respite care per week for individuals providing care for sufferers of Alzheimer's Disease or other related memory disorders.

To initiate the Commission's investigation into the problems associated with delivering housing and care to the poor frail elderly, the Chairman of the Commission created an eleven-member Task Force on the Housing and Care of Frail Elderly (see the list of members in Appendix C). The task force was charged to assist the Commission to understand the magnitude of the housing and care needs of the poor frail elderly and move the policy debate forward on enhancing cost-effective "assisted living" alternatives which will delay the entry of frail elderly into full-time institutional care facilities or nursing homes.

The Commission intends to further address this issue in 1995, and will work to provide the following: 1) description of the existing and projected needs of this population; 2) a description of policy options and recommendations to address the needs; and 3) a plan of action for implementing the recommendations. The Commission's overall intent is to frame a comprehensive and long-range policy that addresses both the housing and care needs of the elderly.

In addition, the Commission continues to support initiatives from both DOEA and HRS that are intended to improve the quality and availability of services to the elderly as currently designed.

RECOMMENDATION # 12: The Legislature should expand the Assisted Living Medicaid Waiver and continue the program with additional funds.

Comment:

1. The Department of Elder Affairs has requested that the 1995 Legislature provide $13,064,560 in new funding for Medicaid Waiver Services for the 1994-95 fiscal year.

2. As was stated in the Commission's *1993 Final Report*, under a comprehensive assessment review and evaluation for long-term care services, referred to as CARES, approximately 1,500 persons are found each year to meet Intermediate I and II nursing home levels of care due to physical and mental disabilities. They do not,

[21] Op. Cit., *Aging 2000.*

however, have medical problems severe enough to require nursing home placement. Due to the low payment made to ACLFs for care of state-supported clients ($575 per month plus the $43 per month personal needs allowance), facilities cannot afford to provide the services this population needs. The alternative unfortunately is to have the frail elderly go without care and then be placed in nursing home care at younger ages. Cost of nursing home care typically runs three times higher than the average cost of an ACLF facility.

3. In 1993, the Commission supported DOEA's Medicaid waiver request for 1,500 ACLF residents. The Assisted Living Medicaid Waiver was adopted by the 1994 Legislature in order to provide the frail elderly with additional supervision and personal care, without which they would be institutionalized.

4. During the 1994 Session, the Legislature appropriated $2,281,022 from the Federal Trust and General Revenue for the implementation of the waiver beginning in January of 1995. Because of the small amount finally appropriated, DOEA only expects to serve 224 residents statewide for a twelve-month period, or through December of 1995. This is based on a projected expenditure of $850 per client, per month.

5. At the time of printing, implementation of the waiver is pending final approval by the Federal Health Care Financing Administration. State funds are matched by federal funds at a 45%/55% split.

RECOMMENDATION # 13: The Legislature should increase the Optional State Supplementation program funding to cover the actual cost of adult congregate living facilities services and index the allocation to accommodate increases in federal cost-of-living allowances.

Comments:

1. The Commission noted in 1993 that to meet expected increases in the Optional State Supplementation (OSS) caseload and actual costs of ACLF services and personal needs of residents, program funding should be nearly doubled. By paying for the actual cost of care, HRS should be able to upgrade the care and facilities of ACLFs that provide minimal care as well as attract ACLFs offering higher quality care to accept OSS participants. DOEA estimates that if OSS program funding were increased, and, as a result the OSS caseload grows as projected, the cost avoidance in fiscal year 1994-95 alone could have been as much as $125 million. (See recommendations #24 and #25 in the *1993 Final Report.*)

ISSUE B. Review the implementation of the William E. Sadowski Affordable Housing Act of 1992 and identify opportunities to improve the legislation, related administrative rules, and the design and operation of state and local housing production programs

Among the priorities for the Commission's 1995 research agenda is a review of the effectiveness of SHIP and other state-funded housing production and assistance programs. The Sadowski Act puts in place a comprehensive and multi-faceted state affordable housing strategy and the FHFA has done a laudable job of implementing those strategies. There are areas for improvement, however, some of which have been addressed in earlier Affordable Housing Study Commission reports (see Chapter One of the *1992 Final Report* and recommendations #34 through #39 in the *1993 Final Report.*)

The Commission intends to review issues such as: the effectiveness of current set-asides; streamlining the appeals and underwriting processes for housing loan applications; program processes which may be causing procedural delays; and the ongoing need for technical assistance that supports the implementation of local housing programs. As referenced earlier in this report, the Commission will also undertake a broad review of how the state might more effectively meet multiple affordable housing priorities through existing programs.

ISSUE C. Assess the success of the state in meeting the affordable housing needs of very low, low-income and special needs populations

The state housing programs implemented under the Sadowski Act of 1992 are now entering their third year of operation. As the programs mature and service providers and end-users become more sophisticated in their project development to better meet program guidelines, greater attention needs to be given to the results of current selection and scoring processes to understand the policies that are being implemented either intentionally or unintentionally and assure that these results are consistent with the desired impacts. A specific area of interest is the extent to which current scoring processes are furthering progress toward mixed-income projects and neighborhoods or whether they are encouraging concentrations of lower-income residents in single projects or areas.

As an example of a trend that merits review, a preliminary assessment was conducted this year of developers that have successfully applied for financing under the SAIL or Low-Income Housing Tax Credit programs for the past two or more years. Of the nine for-profit developers who have received loans or tax credits, seven (or 77%) have, in the most recent funding cycles, reduced the proportion of units set-aside for very low-income persons. This trend is not apparent among the few nonprofit organizations that have been similarly successful in receiving financial awards. These findings are certainly not conclusive. They illustrate enough of a pattern, however, to warrant an additional assessment of the FHFA's scoring and selection processes. It is expected that the examination in this area may assist the Commission to assess whether the state's interest is best furthered by highly leveraging funds to produce as many units as possible, by providing deeper subsidies to produce units that are more affordable to lower income households, or in striking a middle course between these two strategies.

The Commission intends to undertake a complete review of the SAIL, LIHTC, and HOME programs and make specific recommendations to improve or enhance existing selection mechanisms. For additional discussion on this issue, please refer to Chapter 3, Issue D in the *1993 Final Report*.

ISSUE D. Continue to examine the state's growth management policies and land use regulations to remove barriers to the production, preservation and maintenance of affordable housing

The Commission recognizes the fundamental role that government regulation plays in the cost of land development and its impact on the state's climate for the production of affordable housing. The *1993 Final Report* devoted its first chapter to this issue and provided eight recommendations for actions that would assist in reducing regulatory costs to housing providers. As a result of the Commission's interest in promoting regulatory reform to stimulate the production of affordable housing, a comprehensive staff paper was developed in 1994 that discusses planning and regulatory actions affecting the cost of housing and options for addressing barriers these actions may create. Because of a lack of time to undertake a thorough discussion of the paper, the Commission has not endorsed any of the policy options it presents and will instead continue to examine its array of policy options and others as part of its 1995 work plan.

ISSUE E. Using ad valorem tax policy to promote affordable housing production and maintenance

As in 1993, the Commission continues to support the provision of ad valorem tax relief to developers of rental housing that is affordable to very low and low-income persons.

With few exceptions, affordable rental housing developments that are supported by public funds for housing construction or that are required by government to set aside units for rental at below-market rates are subject to ad valorem taxation as though they are rented at full market rates. This is due, in part, to the broad discretion given to individual property appraisers in considering the criteria for determining just value prescribed by statute, and in part to statutory limitations on charitable or public purpose exemptions.

Statutory provisions related to ad valorem assessment and exemption and their interpretation by property appraisers conflict with statutory policies directing state and local government to provide incentives to stimulate private enterprise to build and rehabilitate affordable housing. Developers of affordable rental housing report that ad valorem taxes are the single biggest item

in affordable rental housing operating budgets. In rent-restricted developments, government sets maximum rental rates based on percentages of median income. Thus, owners cannot raise rental rates to cover additional expenses and ad valorem tax increases cannot be passed on to renters. Providing ad valorem tax relief for affordable rental housing that is supported by public investment or that is subject to public restrictions on rental income would create a valuable incentive to private enterprise to produce affordable housing and help it operate successfully.

RECOMMENDATION # 14: The Legislature should ensure through statutory amendment that affordable housing which is subject to enforceable rent restrictions be subject to ad valorem taxation that reflects the decrease in market value of the property due to the rent restrictions.

Comments:

1. This recommendation, similar in intent to one contained in the Commission's *1993 Final Report*, furthers the legislative mandate for establishing public-private partnerships for the provision of affordable housing.
2. The Commission believes that the benefits of providing the incentive of ad valorem tax relief to developers of affordable housing outweighs the reduction in local governments' revenue streams or any potential disincentive effects.

ISSUE F. Enhance coordination with and the effectiveness of the Shimberg Center for Affordable Housing at the University of Florida

The University of Florida's Shimberg Center for Affordable Housing was created by the Florida Legislature in 1988. The legislation established a multidisciplinary center within the State University System that would coordinate and focus the resources of the colleges and universities on the problem of delivering affordable housing in Florida.

The mission of the Shimberg Center for Affordable Housing as contained in Section 240.5111, *Florida Statutes*, is to:

- conduct research related to the problems and solutions associated with housing affordability in the state for families below the median level to disseminate widely the results of such research to appropriate public and private audiences;
- provide public services to local, regional, and state agencies by helping them create regulatory climates that are amenable to the production of affordable housing;
- conduct special research related to fire safety;
- provide a focus for teaching new technology and skills relating to affordable housing in Florida;
- develop a base of information and financial support from the private sector for the activities of the Center; and
- develop prototypes of both multifamily and single-family units.

During the six years since its creation, the Shimberg Center has adopted a broad research agenda. It has tackled such diverse issues as evaluating solar window film performance to discussing policy related to NIMBYism (Not in My Back Yard) and the role of "Park Model" manufactured housing units. The Affordable Housing Study Commission and DCA both have statutory responsibilities to contribute to the development of Shimberg Center's work agenda. In both 1992 and 1993 the Affordable Housing Study Commission recommended areas of future study for the Center, several of which have been addressed in part or in whole by the staff and students.

The Commission believes in the Center's mission and is confident that, with the establishment of a long-range vision and specific work plan, the Center can effectively meet its applied research challenge. To strengthen communications between the Center staff and the Commission, a task force of five Commissioners has been appointed. This task force will attempt to define more clearly the relationship of the Commission to the Shimberg Center and to identify projects that are both relevant and practical given the mission of the Center.

RECOMMENDATION # 15: Over the coming year the Shimberg Center, in close consultation with the Affordable Housing Study Commission and the Department of Community Affairs, should undertake a planning effort to define the Center's mission and goals, and develop a specific work plan.

Comments:

1. The Shimberg Center, in conjunction with the College of Architecture, is currently reviewing its mission and developing a five-year strategic plan. Creating a one-year work plan for the Center should be an integral part of that effort.
2. The process to create the workplan should include defining the Center's relationship with the Affordable Housing Study Commission and DCA. The Shimberg Center, by statute, must respond to the needs of several organizations. With limited staff resources, the Center would benefit by clarifying and prioritizing those needs.

RECOMMENDATION # 16: The Legislature should amend Section 420.609, *Florida Statutes*, to designate the Dean of the College of Architecture of the University of Florida, as an ex officio member of the Affordable Housing Study Commission.

Comments:

1. The Commission believes that the applied research on affordable housing production in Florida conducted by the Shimberg Center would help to inform and thereby improve the Commission's deliberation; therefore, ensuring the participation of the University of Florida's Dean of the College of Architecture on the Commission will make formal what has been an informal relationship.
2. Recommending the expansion of the Commission's membership to include the Shimberg Center is consistent with the legislative desire for these two organizations to work together, as witnessed by the enabling legislation of both organizations.

APPENDIX A

THE YEAR IN REVIEW

At the Commission's March 28, 1994 organizational meeting, the members prepared a 1994 work plan that included the following issues of study:

- determine the benefit of state revenues and assistance to local governments in implementing the State Housing Initiatives Partnership (SHIP) program to ensure its continued success, replicate local innovations, and ensure the appropriation of the second dime;
- assess the state's emphasis on leveraging public dollars to produce the greatest number of affordable housing units and put provisions in place to target housing resources to households with special needs or very low- incomes;
- recommend state policies to promote the development of diverse, attractive neighborhoods and communities; and,
- Florida and identify innovations to meet projected housing or housing-related needs.

The Commission met in May, June, September and October of this year to study these issues and develop recommendations. The members chose to submit the annual report in advance of the December 31 statutory reporting date in an effort to influence deliberations on 1995 appropriations related to the William E. Sadowski Affordable Housing Act of 1992 and to promote the other legislative initiatives proposed or endorsed in this *1994 Final Report*.

Survey of SHIP Administrators

This year, the Commission felt that in order to document the success of the State Housing Initiatives Partnership program in this first full year of implementation, it would need to know what successful strategies or actions have been established as a result of SHIP funding. A statewide survey was sent from the Commission Chairman to every SHIP administrator asking for stories of interest.

Nearly a third of the 101 participating cities and counties responded. Besides collecting descriptions of exemplary projects and achievements, several optional questions tried to uncover any problems encountered or solutions rendered. Additional information on the status and opportunities provided with the release of SHIP funds was obtained through interviews with the Housing Finance Agency staff, the principal consultant on the state's catalyst contract to provide SHIP training and technical assistance, and with staff from the Florida Housing Coalition and 1000 Friends of Florida.

Tours of Innovative Programs

When possible, tours of affordable housing developments were conducted in conjunction with regularly scheduled meetings. Beginning with its October 1993 meeting in Miami, the Commission has participated in four field trips that involved making on-site visits to ten projects. A brief description of each is provided.

Greater Miami

The first tour focused on affordable housing developments in the Greater Miami area. Commission members in October 1993 had the opportunity to see three multifamily rental properties that participate in the state's housing assistance programs.

Lakeview Apartments is a SAIL-funded joint venture between Greater Miami Neighborhoods and the Urban League of Greater Miami. The project involved the construction of 40 multifamily rental units for a total cost of $3,470,111. State funding under SAIL contributed $1,555,000 resulting in a leveraging ratio of $2.23 of private to $1 of state support.

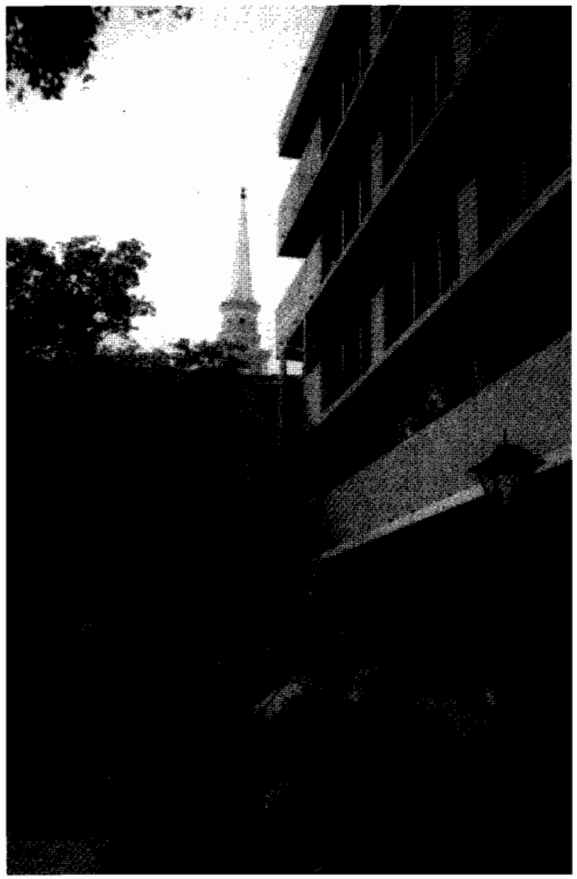
Edison Terraces II is part of a 2.6 acre infill development in Liberty City. The other projects which occupy this site are Edison Gardens I and II, and Edison Terraces. After 30 years this project will be converted into condominium ownership, and the residing tenants will be given a $200 credit per year of residence toward the downpayment. The total project cost of this 60-unit complex was $4,163,000 with $1,925,978 provided through HOME and the LIHTC programs for a leverage ratio of $2.16 to 1.

Rio Towers is an 82-unit facility located in Little Havana. It is the first elderly project financed in part by Metro-Dade County's Surtax Program, and is the first elderly housing developed in this neighborhood in 10 years. Rio Towers consists of a renovated vacant school and the construction of an adjacent five-story building. Its traditional Latin design includes courtyards, balconies and hanging flowers, which makes its appearance consistent with other nearby buildings.

A particularly unique aspect of this project is the commercial day care center located on the ground floor. The day care center provides jobs and a foster grandparent program that benefits both the elderly residents and the children attending the day care.

Tampa/St. Petersburg

The Commission's May meeting coincided with Secretary Linda Loomis Shelley's tour of the Jordan Park Computer Learning Center (CLC), an innovative concept of computer-based learning sponsored by the Public Housing Authority of the City of St. Petersburg. This enabled the Commission to visit the CLC and another site in Pinellas County before touring sites in the City of Tampa.



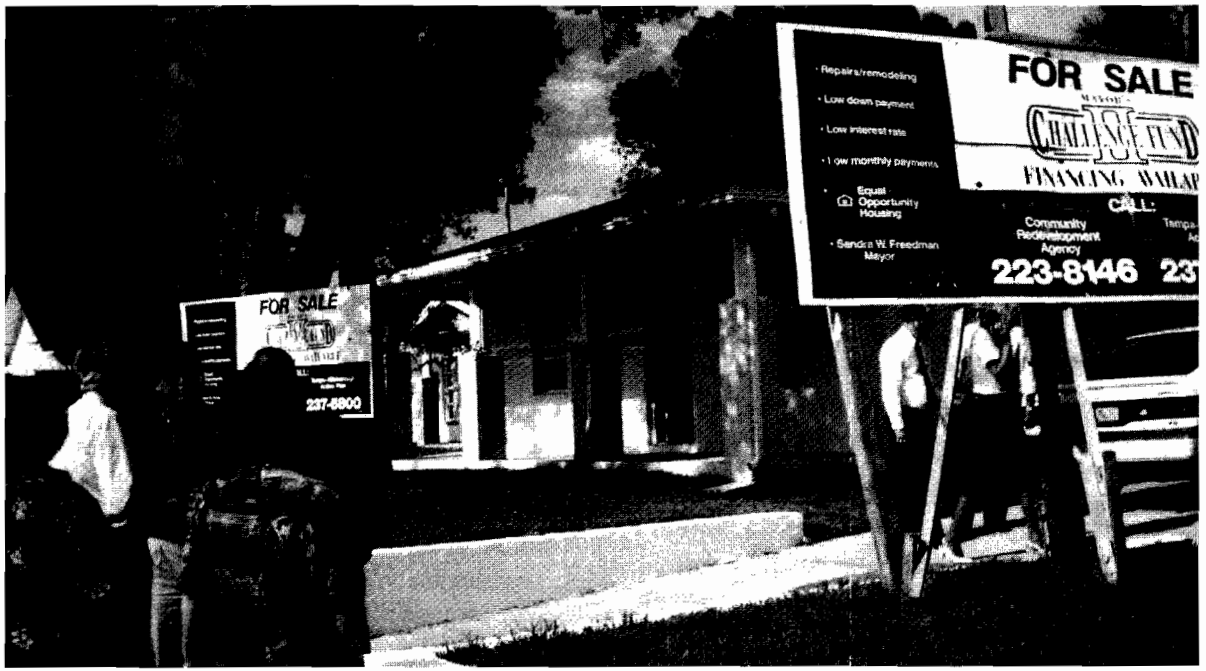
Rio Towers in Miami provides much needed elder housing and is an excellent illustration that affordable housing can be attractive and complement the surrounding neighborhood.

Jordan Park Computer Learning Center is a pilot site for a nationally acclaimed drug prevention strategy which uses computer-based curriculum "instructional gaming" to involve students in after-school, weekend and summer activities in this public housing development. The Housing Authority of the City of St. Petersburg initially established the computer aided learning center with funds from a $250,000 HUD Drug Elimination Grant. Jordan Park is the largest housing development in Pinellas County, serving 449 apartments and approximately 1400 young residents. Youth between ages 8 to 18 are assisted by computer coaches in a multitude of educational games and group activities to improve their communication, reading, math, and fact processing skills.

Bayou of Pinellas was formerly a Suite Motel that was converted into 54 one-bedroom apartments to provide specialized housing for households with one or more deaf members. Development costs were secured through Resolution Trust Corporation financing ($850,000) with assistance from the Pinellas County Community Development Acquisition Grant Program ($180,000) and a 3% Rehabilitation Loan ($407,500). Owner equity in the project was $40,000. Several other buildings are located on-site including the restaurant that is operated under a separate lease agreement. This facility provides income to Friends of the Deaf Service Center, Inc. which owns and manages the property.

Metropolitan Ministries is a non-denominational, non-profit organization that provides a full range of shelter and counseling services to

The City of Tampa Mayor's Challenge Fund is revitalizing neighborhoods throughout the city. Commissioners had the opportunity to tour new construction and rehabilitation projects in Tampa Heights, East Tampa and Ybor City.



homeless individuals and families. Founded by a group of 13 downtown churches, Metropolitan Ministries has been in operation since 1972 and is governed by a volunteer Board of Directors. It operates seven programs intended to move persons along a continuum of care including such services as: emergency shelter; transitional family assistance including counseling, case management, referrals, substance abuse programs, assistance in finding rental housing; and a variety of other follow-up and outreach services to supply food, clothing, furniture and household items, and public showers.

City of Tampa

The City of Tampa proclaimed 1993-94 the "Year of the Neighborhood" to celebrate successes in reclaiming some of its poorest inner-city neighborhoods. The key to the City's revitalization strategy has been an eight-year commitment to developing affordable housing. In appreciation of these efforts, the Commission held its May and June meetings in Tampa to participate in two tours hosted by the City to demonstrate the impact of the Mayor's Challenge Fund Housing Partnership. They visited developments in Tampa Heights, East Tampa and Ybor City.

Tampa Heights is a historic neighborhood that is being restored with the involvement of many agencies. Tampa Preservation, Inc. (TPI), a non-profit organization committed to historic preservation, is the lead developer in the renovation of this neighborhood's older homes. TPI assisted in the sale of the renovated homes by other non-profit groups such as Tampa United Methodist Centers, Inc. (TUMC), Tampa-Hillsborough Action Plan, Inc. (THAP), and the Prison Crusade. The City transferred over 30 lots to TPI for construction of new affordable housing. These new homes are designed to be sensitive to this historic neighborhood, while remaining practical and affordable. The renewed interest in this neighborhood has inspired private citizens to rehabilitate existing homes. Many have turned to the City and received Challenge Fund assistance to complete their renovations.

East Tampa is undertaking a major revitalization effort, jointly sponsored by the City of Tampa, Challenge Fund lenders, the Hillsborough County School Board, the State of Florida, Hillsborough County, and the Tampa Housing Authority. The citizens of East Tampa play the leading role through neighborhood based non-profit organizations and community groups. Rehabilitated houses around the Ponce de Leon public housing complex provide public housing residents the

opportunity for homeownership in their neighborhood. Over 70 homes are being rehabilitated; 65 new homes are being constructed. The East Tampa Initiative uses two non-profit corporations as housing developers and general contractors. These include TUMC and THAP. Two other non-profits, Prison Crusade and the COACH Foundation, process the accompanying loans. These organizations are located in the neighborhood and are well acquainted with the needs of the area. They employ for-profit subcontractors to carry out the construction work and they sponsor training programs for minority tradesmen and minority contractors.

Ybor City is currently under redevelopment. In particular, the Rental Rehabilitation Program has funded commercial/residential mixed use in the turn-of-the-century brick buildings along Ybor's main streets. City funds have also been spent for improvements and maintenance projects. The goal from the beginning has been to forge lasting community partnerships. The results speak for themselves: over 40 housing units have been rehabilitated which, in turn, have served to establish a growing residential market; from 1990-93 58 new businesses have moved into Ybor City and occupy rehabilitated commercial space.

Fort Lauderdale

At the Commission's September meeting in Fort Lauderdale, Broward County officials hosted a tour of two neighborhoods targeted for current and future redevelopment.

Dorsey Heights is a revitalized neighborhood offering new 3- and 4-bedroom homes to low and very low-income families. In an area known locally as *skid row*, the City of Fort Lauderdale implemented an aggressive program to acquire and demolish substandard commercial structures and convert the lots to residential. Working with a local minority builder, new moderately priced single-family homes are being constructed. Of the 35 lots, construction is pending or has been completed on all but six. Several of these homes were partially financed through the Broward County Single Family Second Mortgage Program. This program provides for a below-market second mortgage using SHIP funds to be blended with a first mortgage from a participating lender.

Summer Lake Project is an affordable housing development located in a high cost, newly developed subdivision in Fort Lauderdale. A local developer has been a driving force behind this effort, believing that, through creative partnerships, it is possible to "operate a profitable business while providing quality housing for individuals who might otherwise be overlooked." Nearly 90 percent of the low-income families purchasing the newly constructed homes are first time homeowners who were previously unable to qualify for mortgage financing or were priced out of the housing market. All have been able to utilize low-interest financing either through the banking institutions directly, or the Housing Finance Authority of Broward County lending programs, made possible through the use of SHIP funds.

APPENDIX B

PROPOSED STATE PROGRAM FOR SUPPORT AND TECHNICAL ASSISTANCE FOR COMMUNITY-BASED DEVELOPMENT ORGANIZATIONS

The Commission recommends replacing the CDC Support and Assistance Program with a program that will provide community-based development organizations (CBDOs) with the skills and resources needed to assist distressed neighborhoods through every stage of redevelopment. The methods proposed in the delivery of training and technical assistance would be distinctly different. A combination of CBDOs, whether new and emerging or long-established, would be assisted by a nonprofit technical assistance provider under contract with the state. This training and technical assistance provider would be responsible for tailoring curriculum to the needs of the low-income communities and the capacities of individual CBDO agency boards and staff. It would work developmentally with the CBDOs, forging strong relationships with local public and private partners, to carry out any combination of redevelopment efforts.

An integral part of this developmental approach would be the establishment of criteria to assess the progress of an agency as it moves along a continuum of technical assistance and capacity building. New and emerging agencies would receive on-site technical assistance and administrative grants for up to three years.

Beyond assistance in capacity building and venture development, state support of experienced CBDOs would be in the form of loans and incentives for specific projects. CBDOs would then compete for the incentive funding based on the feasibility and merits of proposed ventures. In collaboration with other local funding agencies, realistic performance standards or benchmarks would be delineated for real estate developments or business ventures with similar objectives or outcomes.

In areas of Florida where community-based organizations have had access to national and local community development networks and technical assistance, the benefits of this assistance are visibly evident. For example, five neighborhood housing services groups are affiliated with the National Neighborhood Reinvestment Corporation. The greater Miami area and, more recently, neighborhoods of West Palm Beach are served by the Local Initiatives Support Corporation (LISC), an national intermediary agency supported by the Ford Foundation. LISC provides technical assistance and project financing to a number of CDCs. Other Miami CDCs have also been assisted by Greater Miami Neighborhoods, a local intermediary providing assistance and financing for affordable housing developments.

Three categories of technical assistance and capacity building are seen to be essential. They are:

- organizational development for newly formed and emerging CBDOs;
- administrative grants and technical assistance for community-based organizations interested in becoming developers of affordable housing or commercial/business projects; and
- technical assistance for developments undertaken by mature organizations, including one-on-one assistance in methods of financing and structuring new housing or business developments.

The elements of the Commission's proposed state assistance program are discussed below. Once established in legislation, which the Commission hopes will happen in the 1995 legislative session, a CBDO would be assisted from its earliest stage of formation and throughout its development to contribute to the successful redevelopment of distressed neighborhoods.

Definition of a Community–Based Development Corporation

A CBDO, as envisioned by the Commission, would be a definition unique to nonprofit agencies in Florida that are involved in or interested in becoming real estate and business developers within economically distressed neighborhoods. To qualify, an agency must either meet the state's definition of a CDC (amended as follows), or HUD's definition of a community housing development organization (CHDO) with the added mission of developing and/or managing commercial and business enterprises.

A community–based development organization would be:

1. a nonprofit organization, applying for federal tax exempt status under section 501(c)(3) of the Internal Revenue Code;
2. accountable to low–income residents and maintain a board membership that is 51% elected residents or stakeholders (i.e., persons working in the target community or owners of an area business); and
3. identified with a geographical area, however, the size of the target area would be expanded to allow for multi–county jurisdictions.

Organizational Development for New and Emerging CBDOs

In an agency's early formation, the technical assistance provider would assist an agency to assess the needs of its targeted community, determine the feasibility of an initial venture, and form local relationships supportive of the CBDO's plans. To be eligible, an agency would have to meet the CBDO definition, be established for less than five years, and not have undertaken an affordable housing, commercial or business assistance project. Competition for a CBDO's selection as a new and emerging organization would also include a review of the board's commitment to perform extensive outreach to a cross-section of residents within the target area. In this early stage of organizational development, agencies would complete training in the fundamentals of nonprofit administration and venture management, including board and staff training on agency formation, community needs assessments, and ways to select development activities that are appropriate to an agency's goals and the defined needs of the community.

Contract deliverables would be more process oriented than product oriented in the first year of organizational development. The board would be expected to perform extensive outreach to a cross-section of residents within its target area as well as demonstrate a willingness and ability to implement community-wide projects in service to low-income residents. An example of a required product would be the preparation of a community plan of redevelopment. The technical assistance provider would lead the new agencies through a strategic process of community assessment, mission clarification, and the development of a multi-year organizational plan.

Administrative grants and assistance for established CBDOs

Established CBDOs that have been operating for less than five years would be eligible to compete for annual administrative grants. Grants of $50,000, combined with on-site technical assistance, would be available for up to three consecutive years of funding. Once an agency successfully completes a first year of administration grant support, it would be entitled to a second $50,000 administration grant, continued technical assistance, and incentive awards of between $25,000 and $50,000 for up to two years for an approved business, commercial, or affordable housing development project.

A CBDO funded in the second year would be expected to implement their approved venture and initiate activities intended to move the agency toward the goal of earning project income, service fees, and other resources to supplement the existing venture or capitalize predevelopment costs for another project.

Qualification for funding would depend on the nature of the organization, the scope of services, and the feasibility of the project(s). Eligible activities would include at least one of the first three core projects (#1, #2, or #3 listed below) and any or all of the remaining activities.

1. multifamily residential, commercial and/or industrial development projects;
2. affordable housing for home ownership or single-family occupancy;
3. small business development and technical assistance;
4. creation and retention of jobs and training opportunities;

5. education and literacy;
6. crime prevention;
7. youth development and community-service volunteer projects;
8. public service and infrastructure activities which are directly related to other eligible activities; and
9. ongoing outreach and organizational development activities which directly relate to the CBO's general mission.

State Incentives for Distressed Neighborhood Enterprise Developments

Once a CBDO receives three years of financial assistance and training, they would be considered *mature* organizations. Under this category, state assistance is limited to project-specific incentives and loans under the state's CBDO deferred loan program. The loan program would be administered separately in the same manner as the CDC Support and Assistance Program. Annual, competitive commitments of up to $400,000 per CDC should be made available in guaranty and revolving loan funds (with a maximum guaranty loan amount of $75,000 per business). Exceptions should be made for funding direct loans (up to $250,000) to commercial developments that are highly leveraged.

Community economic development incentives, ranging between $25,000 and $50,000, would be available to support added staffing and the higher costs of technical assistance that is project based. Multiple applications could be submitted for incentive funding, but not to exceed three projects in a single year. These flexible incentive awards could be obtained under any of the following three categories of:

- Affordable Housing Development
- Commercial Development, or
- Business Development/Assistance

To compete for incentive funding under any of these modules, mature CBDOs would need to prequalify by meeting certain organizational objectives, attending specific training, or supplying deliverables such as those required in the first or second year of administrative grant funding. As long as a CBDO meets its contract obligations and successfully implements its ventures, CBDOs would be eligible to compete for community economic development incentives. Funding decisions would be based solely on the merits of the project. Should a CBDO choose to undertake a project requiring three years to implement, they may be excluded from annual competition and receive continuous funding as long as all contract deliverables and requirements are met.

APPENDIX C

TASK FORCE ON THE HOUSING AND CARE OF FLORIDA'S LOW-INCOME FRAIL ELDERLY

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APPENDIX D

ACKNOWLEDGEMENTS

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ANITA TEJON RODRIGUEZ-TEJERA
East Little Havana Community Development Corporation

LORENZO SIMMONS
Tacolcy Economic Development Corporation

AGUSTIN DOMINGUEZ
Greater Miami Neighborhoods

CLAIRE RALEY
Local Initiatives Support Coalition

STOCKTON WHITTEN
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KENNY DAVIS
Davis Financial Corporation

CHASZ PARKER
Metropolitan Ministries

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City of Tampa

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JERRY CONNER
Friends of the Deaf Service Center

RAY PRICE
Housing Authority of St. Petersburg

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STEPHEN GOLANT, PH.D.
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MARIE COWART, PH.D.
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The Commission gratefully acknowledges the participation of members of the public who attended Commission meetings and provided comment on the proceedings.

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APPENDIX E

ACRONYMS AND GLOSSARY OF TERMS

ACRONYMS

ACLF	Adult Congregate Living Facility
AHOME	Affordable Housing Training and Technical Assistance Program
AIDS	Acquired Immune Deficiency Syndrome
CBDO	Community-based Development Organization
CDC	Community Development Corporation
CDCSAP	Community Development Corporation Support and Assistance Program
CHDO	Community Housing Development Organization
CLC	Computer-assisted Learning Center
DCA	Florida Department of Community Affairs
DOEA	Florida Department of Elder Affairs
FHFA	Florida Housing Finance Agency
FmHA	Farmers Home Administration
HAP	Housing Assistance Plan, or Homeownership Assistance Program
HCD	Division of Housing and Community Development, Department of Community Affairs
HOME	HOME Investment Partnership Program
HRS	Florida Department of Health and Rehabilitative Services
HUD	U.S. Department of Housing and Urban Development
INVEST	Innovative Neighborhood Vitality and Economic Strategies Program
LIHTC	Low-Income Housing Tax Credit Program
NIMBY	"Not in My Back Yard"
OSS	Optional State Supplementation Program
PITI	Principal, interest, taxes and insurance
PJ	Participating Jurisdiction
PLP	Predevelopment Loan Program
RTC	Resolution Trust Corporation
SAIL	State Apartment Incentive Loan Program
SHIP	State Housing Initiatives Partnership Program
TPI	Tampa Preservation, Inc.
TUMC	Tampa United Methodist Centers, Inc.
THAP	Tampa-Hillsborough Action Plan, Inc.

GLOSSARY OF TERMS

"Adult" refers to a person of the age of 18 years or older.

"Affordable" means that monthly rents or monthly mortgage payments including taxes, insurance, and utilities do no exceed 30 percent of that amount which represents the percentage of the median adjusted gross annual income for very low, low-, and moderate-income persons as defined below. [420.0004(3), *F.S.*]

"Community-based organization" or "nonprofit organization" means a private corporation organized under chapter 617 to assist in the provision of housing and related services on a not-for-profit basis and which is acceptable to federal and state agencies and financial institutions as a sponsor of low-income housing. [420.0004(5), *F.S.*]

"Low-income persons" means one or more persons or a family, the total annual adjusted gross household income of which does not exceed 80 percent of the median annual adjusted gross income for households within the state, or 80 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater. [420.0004(9), *F.S.*]

"Moderate-income persons" means one or more persons or a family, the total annual adjusted gross household income of which is less than 120 percent of the median annual adjusted gross income for households within the state, or 120 percent of the median annual adjusted gross income for households within the MSA, or, if not within an MSA, within the county in which the person or family resides, whichever is greater. [420.0004 (10), *F.S.*]

"Substandard" means:

(a) Any unit lacking complete plumbing or sanitary facilities for the exclusive use of the occupants;

(b) A unit which is in violation of one or more major sections of an applicable housing code and where such violation poses a serious threat to the health of the occupant; or

(c) A unit that has been declared unfit for human habitation but that could be rehabilitated for less than 50 percent of the property value. [420.0004 (12), *F.S.*]

"Very low-income persons" means one or more persons or a family, not including students, the total annual adjusted gross household income of which does not exceed 50 percent of the median annual adjusted gross income for households within the state, or 50 percent of the median annual adjusted gross income for households within the MSA or, if not within an MSA, within the county in which the person or family resides, whichever is greater. [420.0004 (14), *F.S.*]

APPENDIX F

RECOMMENDATIONS CROSS REFERENCED TO RESPONSIBLE AGENCY AND SUMMARY OF RECOMMENDATIONS

Responsible Agency	Commission Recommendation Number															
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Governor			•							•						
Legislature	•		•	•	•	•				•	•	•	•	•		•
Department of Community Affairs	•	•		•	•	•	•			•					•	
Florida Housing Finance Agency	•	•					•	•	•							
Department of Health and Rehabilitative Services									•			•				
Department of Elder Affairs												•	•			
Regional Planning Councils			•													
Local Government	•		•	•							•			•		
Shimberg Center for Affordable Housing																
Department of Commerce							•							•		

SUMMARY OF RECOMMENDATIONS

RECOMMENDATION # 1:

The Legislature should appropriate the full level of funding previously authorized to the Housing Trust Funds, pursuant to the William E. Sadowski Affordable Housing Act of 1992.

RECOMMENDATION # 2:

The Department of Community Affairs should focus its training, through direct technical assistance under the Catalyst Program, on partnership development and creative leveraging of funds.

RECOMMENDATION # 3:

The Governor and Florida Legislature should engage local governments, regional planning councils, and community-leaders in an active partnership with residents of low-income communities to develop strategic policies and plans that will reverse patterns of deterioration in existing neighborhoods.

RECOMMENDATION # 4:

The Legislature should redesign the Community Development Corporation Support and Assistance Program (CDCSAP) to create the Innovative Neighborhood Vitality and Economic Strategies (INVEST) program and appropriate $3.1 million requested by the Department of Community Affairs for the CDCSAP program to support this new initiative which will competitively award funds to community-based development organizations based on their performance.

RECOMMENDATION # 5:
The Legislature should reinstate the Community Development Corporation deferred payment loan program, authorized in Section 290.037, *Florida Statutes*, for eligible business assistance, revolving loan funds, and to finance commercial developments.

RECOMMENDATION # 6:
The state should establish a flexible and adequate source of capacity building and technical assistance (outside of Department of Community Affairs staff support) to address the needs of community-based development organizations at every stage of development.

RECOMMENDATION # 7:
The Department of Community Affairs, the Florida Housing Finance Agency, and the Department of Commerce should assist community-based nonprofit organizations, especially those meeting the community-based development organization definition, to access the resources of other state housing and economic development programs.

RECOMMENDATION # 8:
The Florida Housing Finance Agency should set aside 15% of the annual State Apartment Incentive Loan Program allocation for community development corporations and other nonprofit housing development organizations (which are not-for-profit controlled and maintain no less than 51% ownership of the general partner in any project submitted for FHFA financing).

RECOMMENDATION # 9:
The Florida Housing Finance Agency should revise its practice of applying the 10% set-aside for nonprofit organizations under the Low-Income Housing Tax Credit Program by first scoring all applications, including nonprofits, for the 90% LIHTC tax credit allocations and then apply the 10% set-aside to nonprofit applications that meet the threshold.

RECOMMENDATION # 10:
The State of Florida should step up its attack on the problems of homelessness. The Department of Community Affairs, in cooperation with the Department of Health and Rehabilitative Services, should move quickly to prepare and implement program changes in response to federal legislation to consolidate McKinney Act homeless initiatives.

RECOMMENDATION # 11:
The Legislature should amend Section 212.0306, *Florida Statutes*, to give all counties the authority to levy the local option tax on sales of food and beverages to provide funding for local homeless programs that are now in place in Dade County.

RECOMMENDATION # 12:
The Legislature should expand the Assisted Living Medicaid Waiver and continue the program with additional funds.

RECOMMENDATION # 13:
The Legislature should increase the Optional State Supplementation program funding to cover the actual cost of adult congregate living facilities services and index the allocation to accommodate increases in federal cost-of-living allowances.

RECOMMENDATION # 14:
The Legislature should ensure through statutory amendment that affordable housing which is subject to enforceable rent restrictions be subject to ad valorem taxation that reflects the decrease in market value of the property due to the rent restrictions.

RECOMMENDATION # 15:
Over the coming year the Shimberg Center, in close consultation with the Affordable Housing Study Commission and the Department of Community Affairs, should undertake a planning effort to define the Center's mission, goals, and develop a specific work plan.

RECOMMENDATION # 16:
The Legislature should amend Section 420.609, Florida Statutes, to designate the Dean of the College of Architecture of the University of Florida, as an *ex officio* member of the Affordable Housing Study Commission.

The Affordable Housing Study Commission

Clifford B. Hardy, Chairman

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