### BEFORE THE FLORIDA HOUSING FINANCE CORPORATION

ST. ANDREW TOWERS I, LTD.,

Petitioner,

FHFC Case No. 2017-038BP FHFC Case No. 2017-178C

VS.

RFA 2016-116

FLORIDA HOUSING FINANCE CORPORATION,

Respondent.

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### FORMAL WRITTEN PROTEST AND PETITION FOR ADMINISTRATIVE HEARING

Petitioner St. Andrew Towers I, Ltd. ("Petitioner" or "St. Andrew") files this Formal Written Protest and Petition for Administrative Hearing ("Petition") pursuant to section 120.57(3), Florida Statutes, and rules 67-60.009 and 28-110.004, Florida Administrative Code. As explained further below, the sole purpose of this petition is to request that St. Andrew be deemed eligible for funding in RFA 2016-116 in the event that St. Elizabeth Gardens Apartments, Ltd. ("St. Elizabeth"), an unsuccessful Applicant in Request for Applications 2015-111, is successful in its appeal currently pending in the First District Court of Appeal. (Case No. 1D16-5326). St. Elizabeth has been preliminary selected for funding in this RFA (2016-116). However, if St. Elizabeth wins its pending appeal, it would be eligible for an allocation of Housing Credits from a separate source of funds. Thus, St. Elizabeth would no longer need an allocation of Housing Credits from RFA 2016-116, and would request the right to withdraw from RFA 2016-116 without incurring any withdrawal disincentive penalty. If that occurs, St. Andrew would be eligible for funding pursuant to the Funding Selection Order in RFA 2016-116.

### I. Parties

- 1. Petitioner is a legally formed entity qualified to do business in Florida that applied for an allocation of Housing Credits pursuant to the RFA. For purposes of this proceeding, Petitioner's address, telephone number, and email address are those of its undersigned counsel.
- 2. Florida Housing is the agency affected by this Petition. Florida Housing's address is 227 North Bronough Street, Suite 5000, Tallahassee, Florida 32301. Florida Housing's file number for Petitioner's application is 2016-283C.

### II. Notice

3. Petitioner received notice of Florida Housing's intended action to award funding pursuant to the RFA on May 5, 2017, when Florida Housing's Board of Directors approved the recommendation of its Review Committee, which previously had recommended certain applicants for an allocation of Housing Credits. A copy of the notice posted on the Florida Housing website concerning the Board action is attached as **Exhibit A**. Petitioner timely filed a Notice of Intent to Protest, with attachments, on Wednesday May 10, 2017. A copy of the notice is attached as **Exhibit B**.

### III. Background

4. Florida Housing is a public corporation created by section 420.504, Florida Statutes, to administer the governmental function of awarding various types of funding for affordable housing in Florida. One of the programs administered by Florida Housing is the federal low-income housing tax credit program, which is governed by section 420.5099, Florida Statutes. Florida Housing is designated as the housing credit agency for the State of Florida within the meaning of Section 42(h)(7)(A) of the Internal Revenue Code. § 420.5099, Fla. Stat. Housing Credits (also known as tax credits) are a dollar-for-dollar offset to federal income tax liability.

Developers who receive an allocation of Housing Credits usually sell the Housing Credits to a syndicator that in turn sells them to investors seeking shelter from federal income taxes. Florida Housing issues both competitive Housing Credits (at issue in this RFA) and non-competitive Housing Credits. Rr. 67-48.002(20) and (82), Fla. Admin. Code.

- 5. Florida Housing has the responsibility and authority to establish procedures for allocating and distributing various types of funding for affordable housing, including Housing Credits. In accordance with that authority, Florida Housing has adopted chapter 67-60, Florida Administrative Code, which governs the competitive solicitation process for several programs, including the Housing Credit program. R. 67-60.001(2), Fla. Admin. Code. Other administrative rule chapters relevant to Florida Housing's selection process in connection with this RFA are chapter 67-48, which governs competitive affordable multifamily rental housing programs; and chapter 67-53, governing compliance procedures. Applicants for an allocation of Housing Credits pursuant to RFA 2016-116 are required to comply with provisions of the RFA and each of the administrative rule chapters referenced in this paragraph. *See* RFA, p. 6 (§ Three F.3).
- 6. On December 16, 2016, Florida Housing issued the RFA, which seeks applications from developers that commit to preserve existing affordable multifamily housing developments for the demographic categories of Families, the Elderly, and Persons with a Disability. RFA, p. 2 (§ One). Florida Housing anticipated offering an estimated \$6,628,500 in Housing Credits through RFA 2016-116. *Id*.
- 7. The RFA outlines a detailed process for selecting developments for an allocation of Housing Credits. *See generally* RFA, pp. 7-58. The RFA's Funding Goals are detailed on pages 55 and 56, and its Application Sorting Order is described on page 56. The

RFA included two specific funding goals identifying types of developments sought to be funded. The first funding goal was for an RD<sup>1</sup> 515-assisted Development in a Medium or Small County, regardless of the Demographic group (Family or Elderly) that the Applicant proposed to serve. The second funding goal was to fund a Family Demographic development that was not RD-assisted.

- 8. All eligible Applications were sorted first by total number of points. For applications with tie scores, the RFA sets forth a series of tie breakers:
  - a. First, by Age of Development, with Developments built in 1986 or earlier receiving a preference over relatively newer developments.
  - b. Second, if necessary, by a Rental Assistance ("RA") preference. Applicants are assigned an RA level based on the percentage of units that receive rental assistance through either a U.S Department of Housing and Urban Development or U.S. Department of Agriculture Rural Development (RD) program. Applicants with an RA level at 1, 2, or 3 (meaning at least 75% of the units receive rental assistance) receive the preference.
  - c. Third, by a Concrete Construction Funding Preference, with developments incorporating certain specified concrete or masonry structural elements receiving the preference.
  - d. Fourth, by a Per Unit Construction Funding Preference, with applicants proposing at least \$32,500 in Actual Construction Costs per unit receiving the preference.
  - e. Fifth, by a Leveraging Classification that favors applicants who require a lower amount in housing credits per units than other applicants. Generally, the least

<sup>&</sup>quot;RD" is a reference to the Department of Agriculture's Rural Development program.

expensive 80% of eligible applicants (Group "A") receive a preference over the most expensive 20% (Group "B").

- f. Sixth, by an Applicant's specific RA level, with Level 1 applicants receiving the most preference and Level 6 the least.
- g. Seventh, by a Florida Job Creation Preference, which estimates the number of jobs created per \$1 million of housing credit equity investment the development will receive, based on formulas contained in the RFA, with applicants achieving a Job Creation score of at least 4.0 receiving the preference.
- h. Eighth, by lottery number, with the lowest (smallest) lottery number receiving preference.
- 9. Florida Housing employs a "Funding Test" to be used in the selection of applications for funding in this RFA. The "Funding Test" requires that the amount of Housing Credits remaining (not allocated) when a particular application is being considered for selection must be enough to fully fund that applicant's Housing Credit request amount; partial funding will not be given. RFA, p. 57 (§ Five B.3.)
- 10. In selecting among eligible applicants for funding, Florida Housing also applies a "County Award Tally." The County Award Tally is designed to prevent a disproportionate concentration of funded developments in any one county. Generally, before a second application can be funded in any given county, all other counties which are represented by an eligible applicant must receive an award of funding, subject to the Funding Test. RFA, p. 57 (§ Five B.4.)

- 11. The RFA sets forth a Funding Selection Order for eligible applicants. RFA, p. 57 (§ Five B.5.) That funding selection, subject in all cases to the Funding Tests and the County Award Tally, is as follows:
  - a. One RD 515 Development (in any Demographic Category) in a Medium or Small County;
  - b. One Non-RD 515 Development in the Family Demographic Category (in any sized County);
  - c. The highest ranked Non-RD 515 Application (or Applications) with the Demographic of Elderly or Person with Disability; and
  - d. If funding remains after all eligible Non-RD 515 applicants are funded, then the highest ranked RD 515 applicant in the Elderly Demographic (or, if none, then the highest ranked RD 515 applicant in the Family Demographic).
- 12. On May 5, 2017, the Florida Housing Board of Directors approved seven Applicants for an award of Housing Credits pursuant to RFA 2016-116. The Applicants selected were:
  - 2017-194C, Woodcliff Apartments (Lake County) for the RD 515 Development in a Medium or Small County Goal;
  - 2017-191C, Shull Manor Apartments (Brevard County) for the Non-RD 515
     Development Family Demographic Goal;
  - 2017-180C, Marian Towers (Miami-Dade County), for the Non-RD 515

    Development Applications with the Elderly or Persons with a Disability

    Demographic;

- 2017-181C, St. Elizabeth Gardens (Broward County), for the Non-RD 515
   Development Applications with the Elderly or Persons with a Disability
   Demographic;
- 2017-190C, Chipola Apartments (Jackson County), for the Non-RD 515
   Development Applications with the Elderly or Persons with a Disability
   Demographic;
- 2017-179C, Jacksonville Townhouse Apartments (Duval County), for the Non-RD
   515 Development Applications with the Elderly or Persons with a Disability
   Demographic; and
- 2017-182C, Lake Point Plaza Apartments (Miami-Dade County), for the Non-RD 515 Development Applications with the Elderly or Persons with a Disability Demographic.

### IV. Substantial Interests Affected

13. St. Andrew submitted an application to acquire and preserve a 219-unit high-rise development serving the elderly in Broward County. Although determined by Florida Housing to be eligible for funding, St. Andrew was not selected for an allocation of Housing Credits based on the RFA's Funding Selection Order. St. Elizabeth, which was selected for funding in RFA 2016-116, is also located in Broward County. St. Elizabeth proposes to acquire and preserve a 151-unit mid-rise development serving the elderly. St. Andrew and St. Elizabeth are both associated with the same developers, Catholic Health Services and Atlantic-Pacific Communities.

- 14. St. Elizabeth also was an Applicant for funding in Florida Housing's RFA 2015-111 for the Preservation of Existing Affordable Multifamily Developments.<sup>2</sup> St. Elizabeth was not selected for funding in connection with RFA 2015-111, but challenged that determination through a petition that was ultimately litigated at the Division of Administrative Hearings ('DOAH") in Case No. 16-4132BID. St. Elizabeth was unsuccessful in that proceeding, and Florida Housing ultimately entered a Final Order selecting a number of Applicants for an allocation of Housing Credits in connection with RFA 2015-111, but not St. Elizabeth. An appeal was filed by St. Elizabeth at the First District Court of Appeal. Briefing has been completed, and the Court denied St. Elizabeth's request for oral argument on April 26, 2017. No opinion has been issued.
- 15. If St. Elizabeth wins its appeal at the First District Court of Appeal, it would be eligible for funding through a future annual allocation of Housing Credits from the federal government to the State of Florida, based on past practices of Florida Housing. Thus, if St. Elizabeth is successful on appeal, St. Elizabeth should be permitted to withdraw from RFA 2016-116 without being subject to the RFA's Application Withdrawal Disincentive, the RFA's Development Experience Withdrawal Disincentive, or any other penalty. *See* RFA, Exhibit C, pp. 108; RFA, p. 11 (§ Four A.4.a.(3)(b)).
- 16. If St. Elizabeth withdraws from RFA 2016-116 because it is entitled to funding from another source, St. Andrew would become the highest ranked, eligible Non-RD 515 Development with the Elderly Demographic that meets the Funding Test and the County Award Tally.

St. Elizabeth's applications in connection with RFA 2015-11 and RFA 2016-116 are identical in all material respects.

### V. Disputed Issues of Material Fact and Law

- 17. Disputed issues of material fact and law include, but may not be limited to:
- a. Whether St. Elizabeth would be permitted to withdraw without penalty from RFA 2016-116 if it is successful in its appeal at the First District Court of Appeal in Case No. 1D16-5326; and
- b. Whether St. Andrew would be entitled to an allocation of Housing Credits in connection with RFA 2016-116 if St. Elizabeth is permitted to withdraw.

### VI. Statement of Ultimate Facts

If St. Elizabeth wins its appeal in Case No. 1D16-5326 at the First District Court of Appeal, it would be entitled to funding from a future allocation of Housing Credits. St. Elizabeth should then be permitted to withdraw without penalty from RFA 2016-116. St. Andrew would then be selected for funding as the highest ranked, eligible Non-RD 515 Development with the Elderly Demographic that meets the Funding Test and the County Award Tally.

### VII. Right to Amend

St. Andrew reserves the right to amend this petition if additional disputed issues of material fact or law become known during the course of discovery in this proceeding.

### VIII. Statutes and Rules that Entitle Petitioner to Relief

Statutes and rules entitling Petitioner to Relief are Part V of chapter 420, Florida Statutes; sections 120.569 and 120.57, Florida Statutes; Chapters 67-48, 67-60, 67-53, and rules 28-106 and 28-110, Florida Administrative Code.

### IX. Demand for Relief

St. Andrew requests that Florida Housing schedule the conference required by section 120.57(3)(d), Florida Statutes, and that St. Andrew be allowed to participate. If this matter

cannot be resolved at that conference, St. Andrew requests that this petition be forwarded to the Division of Administrative Hearings for the assignment of an Administrative Law Judge to conduct an administrative hearing.

Respectfully submitted this 22nd day of May, 2017.

Donna E. Blanton

Florida Bar No. 948500

Radey Law Firm

301 South Bronough, Suite 200

Homa E. Blanton

Tallahassee, Florida 32301

(850) 425-6654

(850) 425-6694 (facsimile)

dblanton@radeylaw.com

### **CERTIFICATE OF SERVICE**

I CERTIFY that the original of this Formal Written Protest and Petition for Administrative Hearing was filed by hand-delivery with Kate Flemming, Agency Clerk, and that a copy was provided by hand-delivery to Hugh Brown, General Counsel, Florida Housing Finance Corporation, 227 North Bronough Street, Suite 5000, Tallahassee, Florida 32301, on this 22nd day of May, 2017.

Donna E. Blanton

Houna E. Blanton

# RFA 2016-116 - Recommendations

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Application Number	Name of Development	County	County	County Name of Contact Size Person	Name of Developer	Demo	HC Request Amount	RD 515?	Total Points	Age of Development Funding	RA Level 1, 2, or 3 Funding		Per Unit Construction Funding	Leveraging RA Classification Level	RA	Florida Job Creation	Lottery
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2017-181C	St. Elizabeth Gardens Broward	Broward	٦	Elizabeth Wong	St. Elizabeth Gardens Development, LLC	Е	1,124,111	z	23	٨	٨	Y	٨	A	1	Å	4
2017-190C	2017-190C Chipola Apartments	Jackson	s	Brianne E Heffner	Southport Development, Inc. a WA corporation, doing business in FL as Southport Development Services, Inc.	ш	476,000	z	23	<b>&gt;</b>	<b>*</b>	>-	>	Ą	1	*	10
2017-179C	Jacksonville Townhouse Apartments	Duval	1	Brianne E Heffner	Southport Development, Inc. Brianne E Heffne a WA corporation, doing business in FL as Southport Development Services, Inc.	ш	1,660,000	z	23	>	>	>	<b>&gt;</b>	4	1	*	11
2017-182C	Lake Point Plaza	Miami-Dade	٦	Lewis V Swezy	Lewis V Swezy; RS Development Com	ш	731,735	z	23	>	>	>	<b>Y</b>	۷	1	>	7

On May 5, 2017, the Board of Directors of Florida Housing Finance Corporation approved the Review Committee's motion and staff recommendation to select the above Applications for funding and invite the Applicant to enter credit underwriting.

Any unsuccessful Applicant may file a notice of protest and a formal written protest in accordance with Section 120.57(3), Fla. Stat., Rule Chapter 28-110, F.A.C., and Rule 67-60.009, F.A.C. Failure to file a protest within the time prescribed in Section 120.57(3), Fla. Stat., shall constitute a waiver of proceedings under Chapter 120, Fla. Stat.





PHONE (850) 425-6654 FAX (850) 425-6694 WEB WWW.RADEYLAW.COM

MAIL POST OFFICE BOX 10967 | TALLAHASSEE, FL 32302 OFFICE 301 SOUTH BRONOUGH ST. | STE. 200 | TALLAHASSEE, FL 32301

May 10, 2017

Via Hand Delivery

Kate Flemming, Corporation Clerk Florida Housing Finance Corporation 227 North Bronough Street, Suite 5000 Tallahassee, Florida 32301

Re: Notice of Intent to Protest, RFA 2016-116 Proposed Funding Selections

Dear Ms. Flemming:

Pursuant to section 120.57(3), Florida Statutes, and rules 28-110.003 and 67-60.009, Florida Administrative Code, Applicant 2017-178C, St. Andrew Towers I, Ltd., files this Notice of Intent to Protest the proposed funding selections adopted by the Florida Housing Finance Corporation ("FHFC") Board of Directors on May 5, 2017, concerning Request for Applications 2016-116. A copy of the Board's proposed awards of funding (Exhibit A) and proposed scoring, eligibility, and ineligibility determinations (Exhibit B), as posted on the FHFC website, are attached to this notice. A formal written protest petition will be filed within 10 days of this notice, as required by law.

Sincerely,

Donna E. Blanton

DEB/ldm Attachments



## RFA 2016-116 - Recommendations

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Any unsuccessful Applicant may file a notice of protest and a formal written protest in accordance with Section 120.57(3), Fla. Stat., Rule Chapter 28-110, F.A.C., and Rule 67-60.009, F.A.C. Failure to file a protest within the time prescribed in Section 120.57(3), Fla. Stat., shall constitute a waiver of proteedings under Chapter 120, Fla. Stat. On May 5, 2017, the Board of Directors of Florida Housing Finance Corporation approved the Review Committee's motion and staff recommendation to select the above Applications for funding and invite the Applicant to enter credit underwriting.



### RFA 2016-116 - All Applications

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Application	Name of Development	Солиц	County Size	Name of Contact Person	Name of Developer	Demo.	HC Request	Engible For Funding?	RD 5157	Total Points	Age of Development Funding Preference	RA Level 1, 2, or 3 Funding Preference	Concrete Funding Preference	Per Unit Construction Funding Preference	Total Corp Funding Per Set-Aside	Leveraging Classification	RA Level	Florida Job Creation Preference	Lottery
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2017-170	2017-177C Hogan Creek	Davai	4	kesesh Chambers	Library Initiatives Development, LLC	4	3,550,000		2	1									

Cn May 5, 2017, the Board of Directors of Florida Housing Finance Corporation apparance the Review Committer's motion to adopt the storing results above.
Any unsuccessful Applicant may file a notice of protest and a formal written protest in accordance with Section 120.57(3), Fia. Stat., Rule Charter 120.10, Fia.C., and Rule 67-60.009, Fia.C., Failure to file a protest within the time prescribed in Section 120.57(3), Fia. Stat., shall constitute a waiver of proceedings under Charter 120, Fia.Stat., Fia.C., and Rule Charter 120, Fia.C., Failure to file a protest within the time prescribed in Section 120.57(3), Fia. Stat., shall constitute a waiver of proceedings under Charter 120, Fia.Stat., Fia.C., Fi

