



City of Pensacola

Affordable Housing Advisory Committee

Agenda

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

September 3, 2024, 9:00 AM

Vince Whibbs Conference Room, 1st Floor,
City Hall

The meeting can be watched via live stream at cityofpensacola.com/video.

CALL TO ORDER

ROLL CALL

PROOF OF PUBLICATION

APPROVAL OF MINUTES

1. 24-826 *Approval of Minutes Regular Meeting dated August 8, 2024*
Attachments: DRAFT_AHAC Meeting Minutes 08-08-24

PRESENTATIONS

ACTION ITEMS

DISCUSSION ITEMS

2. 24-827 ESCAMBIA COUNTY
AFFORDABLE HOUSING INCENTIVE PLAN REVIEW
Recommendation:
Sponsors:
Attachments: 2023 County Affordable Housing Incentive Plan Review Report
3. 24-828 CITY OF PENSACOLA
2023 AFFORDABLE HOUSING INCENTIVE PLAN REVIEW REPORT
Recommendation:
Sponsors:
Attachments: 2023 City Affordable Housing Incentive Plan Review Report

PUBLIC COMMENT

ANNOUNCEMENT/WRITTEN COMMUNICATION

ADJOURNMENT

The City of Pensacola adheres to the Americans with Disabilities Act and will make reasonable accommodations for access to city services, programs, and activities. Please call 850-436-5640 (or TDD 850-435-1666) for further information. Requests must be made at least 48 hours in advance of the event in order to allow the city time to provide the requested services.

ESCAMBIA-PENSACOLA AFFORDABLE HOUSING ADVISORY COMMITTEE

MEETING MINUTES

August 8, 2024

The Escambia-Pensacola Affordable Housing Advisory Committee (AHAC) held a regularly scheduled monthly meeting in the 4th Floor Training Room of the Escambia County Ernie Lee Magaha Building, 221 Palafox Place, Pensacola, Florida on August 8, 2024, at 9:00 AM.

Committee members present: Crystal Scott, Ed Brown, Laura Gilmore, Deborah Mays, Brenton Goodman, Maya Moss.

Committee members absent: Paul Ritz (excused), Commissioner Luman May, Lauren Green, Councilman Delarian Wiggins, Renee Wilhoit.

Staff members present: Meredith Reeves, City of Pensacola Housing Department; Tracy Pickens, City of Pensacola Housing Department; Tim Evans, Escambia County Neighborhood Enterprise Division (NED); Garrett Griffin, NED; Lisa Harrell, NED; Clara Long, NED; Horace Jones, Escambia County Development Services (ECDS); Andrew Holmer, ECDS; Caleb MacCartee, ECDS; Audrey Washington, Escambia County Commissioner District 3 office.

Call to Order and Roll Call

Chairman Crystal Scott called the meeting to order at 9:02am recognizing that there was a quorum and then asked everyone at the table to introduce themselves.

Proof of Publication

Meredith Reeves (City of Pensacola) confirmed publication compliance.

Approval of Minutes

Ed Brown entered a motion to approve Meeting Minutes from June's meeting. Deborah Mays seconded the motion. Motion carried unanimously.

Attendance

Meredith Reeves asked Chair Crystal Scott to address the excused absence of Paul Ritz at this meeting. Chair Scott requested a motion to approve the absence of Paul Ritz. Laura Gilmore entered the motion and Deborah May seconded the motion. Paul Ritz's absence was approved unanimously.

Presentations

Escambia County Development Services Department came to today's meeting to host an agreed upon Questions & Answers session. Horace Jones took the lead in this session as representative of Escambia County.

At the request of Crystal Scott, Meredith Reeves provided attendees with an overview of AHAC and its purpose.

In his opening remarks Horace stated that he will not comment on Appendix Q because at this time Escambia County has not adopted Appendix Q, which permits an altered building code that allows for smaller construction. Horace Jones explained that this is a code matter, and it has not been adopted by the Board.

Laura Gilmore inquired about a number of topics including: tiny houses, RV parks, LDC and ADU. Horace Jones responded that the policies are approved by the Board and implemented by County staff as stated. Horace requested several times that if people are having problems or questions to please come to the office so that someone can help them, inform them, and educate them.

Public member John Ellis inquired about tracking inquiries that have problems/issues. Caleb MacCartee responded that their department does everything possible to assist citizens to start and complete projects; including permits and medical exceptions.

Brenton Goodman inquired as to what issues are most problematic with building code. Horace Jones reiterated that he cannot respond to building codes.

Crystal Scott inquired about what tools are being utilized to educate the public. Escambia County Development Services team responded: website, video, and assistance at their front desk. Horace Jones again encouraged people to please come to the office for assistance.

Discussion

Garett Griffin gave an update on County housing projects. Garrett explained that NED had recently completed three demo and one replacement houses and had conducted ribbon-cutting ceremonies for the friends and families of the clients. Garrett explained that these ceremonies were very well received by both the clients and the staff that was invited out. Garrett also mentioned that there were dozens of rehab projects under construction and processing.

Discussion ensued regarding projection for SHIP Purchase Assistance funding. It was explained that staff anticipated that fewer families would be assisted with the raising of the assistance limits. These are the limits that were discussed in past meetings and agreed to among both City and County staff. It was discussed that the increased assistance was successful in helping lower income families to achieve homeownership and that the funds had been exhausted. It was acknowledged that the funding for the next allocation for October had already been exhausted as well and that rehab funds fronted the money to keep the purchase assistance program up and running for as long as possible. It was acknowledged by staff that nearly \$1.3 million dollars had been spent on purchase assistance, far higher than in previous years and nearly triple what was originally allocated - \$450,000. Garrett Griffin will provide the SHIP Annual Report once it is compiled in September.

Public Comment

Sam Young, Pensacola Habitat for Humanity, inquired as to the cost of a demo and rebuild. Garrett Griffin stated the cost is usually just under \$200,000; about \$195,000. Sam Young stated that he could build for less and then inquired as to whether any money comes back to the County. It was explained that the funds are encumbered on the property for a 15-year period and that the terms must be met for

that time, or the funds would have to be paid back—the same mechanism in place for purchase assistance.

Sam Young further questioned the effectiveness of using \$200,000 to assist a single family when multiple families could potentially benefit from purchase assistance. County staff explained that there are families on the rebuild waiting list who have been waiting for several years and are entitled to the same level of support as homebuyers. When concerns were raised about possible overcommitment of resources, the County clarified that three homes were funded directly by the State Housing Initiatives Partnership (SHIP) program, totaling less than \$600,000, while over 50% of the SHIP allocation was used for purchase assistance. Clara Long added that homebuyers often have access to additional resources and funding opportunities, which is not always the case for individuals on very low fixed incomes.

Announcements

Crystal Scott announced the next meeting will be September 3rd, right after Labor Day holiday.

Adjournment

Chair Crystal Scott adjourned the meeting at 10:34 a.m.

Submitted by Kristin Wilson

ESCAMBIA COUNTY
AFFORDABLE HOUSING INCENTIVE PLAN REVIEW
BY
ESCAMBIA/PENSACOLA AFFORDABLE HOUSING ADVISORY COMMITTEE

1. BACKGROUND

The Sadowski Affordable Housing Act as approved by the Florida Legislature and codified as Chapter 420 of the Florida Statutes requires the development of an Affordable Housing Incentive Plan by all local governments electing to participate in the housing production and preservation initiatives authorized by the Act, including but not limited to the local use of SHIP funds in support of affordable housing activities. The Escambia-Pensacola Affordable Housing Advisory Committee (AHAC), established by resolution of the governing bodies of the City of Pensacola and Escambia County, and representing citizens as well as the housing industry and local government reviewed the implementation of the Affordable Housing Incentive Plan Strategies and provided these recommended changes for the Board of County Commissioner's consideration and adoption.

2. PURPOSE

The purpose of the Incentive Plan Report is to set out the deliberations and recommendations for monetary and non-monetary incentives targeting regulatory reform with respect to affordable housing including the evaluation of the established policies, procedures, ordinances, land development regulations and the comprehensive plan. All recommendations should encourage or facilitate the development and preservation of affordable housing (rental as well as ownership opportunities) while protecting the ability of property to appreciate in value. The Plan encompasses the specific committee action of the 2023 AHAC, all of which were then subsequently voted upon and approved at a Public Hearing on November 7, 2023. This Plan Report details existing County housing related policies/procedures to be undertaken by the County in support of affordable housing.

3. AFFORDABLE HOUSING INCENTIVES

INCENTIVE A: THE PROCESSING OF APPROVALS OF DEVELOPMENT ORDERS OR PERMITS, AS DEFINED IN S. 163.3164(7) AND (8), FOR AFFORDABLE HOUSING PROJECTS IS EXPEDITED TO A GREATER DEGREE THAN OTHER PROJECTS.

Discussion: Escambia County is continually reassessing the permitting function to improve permit processing efficiency and reduce the time required for issuing residential permits. This process incorporates specific actions that will enhance expedited processing for documented affordable housing developments/projects planned within the County. The Development Services and Building Services Departments will take the actions necessary to expedite and/or avoid delay of affordable housing developments which incorporate financing from Federal, State or community-based affordable housing

programs or initiatives. Such developments will receive review priority in accordance with provisions of the Housing Element of the Escambia County Comprehensive Plan.

The current permitting review process for single family homes or duplexes in established/platted, properly zoned subdivisions shall be generally retained as this process provides a permit issuance time of less than 4 days. In the event the permit approval time should reach a level in excess of 7 days in the future, affordable housing permit applications will be given specific priority.

Recommendation: The committee recommends that the County continue with its efficient level of permitting operations and maintain its commitment to preserve the primacy of affordable housing permits should a backlog of permits develop.

INCENTIVE B: THE MODIFICATION OF IMPACT FEE REQUIREMENTS, INCLUDING REDUCTION OF WAIVER OF FEES AND ALTERNATIVE METHODS OF FEE PAYMENT FOR AFFORDABLE HOUSING.

Discussion: The County does not have impact fee requirements. Emerald Coast Utilities Authority (ECUA), the primary local water and sewer provider in the urban area of the County, does assess impact fees. The County has worked with ECUA regarding waivers and allowances for lower income residents or with affordable housing developments and will continue to do so.

Recommendation: The incentive is being implemented in accordance with the plan and no changes are recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE C: THE ALLOWANCE OF FLEXIBILITY IN DENSITY LEVELS FOR AFFORDABLE HOUSING.

Discussion: The existing land use regulations do not currently provide for increased density. It was noted that the County must abide by 2023 Florida Senate Bill 102 and its' accompanying laws related to this topic.

Recommendation: The incentive is being implemented in accordance with the current land use plan. The AHAC recognizes that most zoning codes allow for a builder to petition for a variance to specific issues within the code and encourage the consideration of density flexibility on a case by case basis, with a preference given for affordable housing development.

INCENTIVE D: THE RESERVATION OF INFRASTRUCTURE CAPACITY FOR HOUSING FOR VERY-LOW-INCOME PERSONS, LOW-INCOME PERSONS AND MODERATE- INCOME PERSONS.

Discussion: Infrastructure Capacity is not an issue for development of affordable housing within the larger urban area of the county as water, sewer (in most areas), electricity, and roadways are more than adequate for concurrency. Additionally, all areas within the

County Community redevelopment areas are exempt from traffic concurrency. These areas are often the focus of housing redevelopment.

Recommendation: This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE E: THE ALLOWANCE FOR AFFORDABLE ACCESSORY RESIDENTIAL UNITS IN RESIDENTIAL ZONING DISTRICTS.

Discussion: Accessory dwellings are allowed by City and County Codes and are used frequently in both jurisdictions. There was much discussion about the County's potential adoption of Appendix Q which would allow for smaller units to be constructed.

Recommendation: The committee recommends that the County adopt FL Building Code Appendix Q exclusively for Accessory Dwelling Units rather than all properties in general.

INCENTIVE F: THE REDUCTION OF PARKING AND SETBACK REQUIREMENTS FOR AFFORDABLE HOUSING.

Discussion: Currently, the County may grant a reduction in the parking requirements through its Planned Urban Development (PUD) process. Affordable housing is typically given consideration (along with site design and features) when reviewing PUDs for approval. The PUD process has been used often for residential developments with affordable set-asides and/or mixed income/mixed use developments.

Recommendation: The AHAC recognizes that most zoning codes allow for a builder to petition for a variance to specific issues within the code and encourage the consideration of flexibility with regard to this issue on a case by case basis, with a preference given for affordable housing development.

INCENTIVE G: THE ALLOWANCE OF FLEXIBLE LOT CONFIGURATIONS, INCLUDING ZERO-LOT-LINE CONFIGURATIONS.

Discussion: The County land development code provides for the use of zero-lot-line configurations in development of residential housing. Any variation requested should be first brought to the County Planning and Zoning Office.

Recommendation: The AHAC recognizes that most zoning codes allow for a builder to petition for a variance to specific issues within the code and encourage the consideration of flexibility with regard to this issue on a case by case basis, with a preference given for affordable housing development.

INCENTIVE H: THE MODIFICATION OF STREET REQUIREMENTS FOR AFFORDABLE HOUSING.

Discussion: The County provides allowances for modification of street, curb and gutter, and sidewalk requirements within residential developments through its PUD process.

Recommendation: The AHAC recognizes that most zoning codes allow for a builder to petition for a variance to specific issues within the code and encourage the consideration of flexibility with regard to this issue on a case by case basis, with a preference given for affordable housing development.

INCENTIVE I: THE ESTABLISHMENT OF A PROCESS BY WHICH A LOCAL GOVERNMENT CONSIDERS, BEFORE ADOPTION, POLICIES, PROCEDURES, ORDINANCES, REGULATIONS, OR PLAN PROVISIONS THAT INCREASE THE COST OF HOUSING.

Discussion: The review process is in place in both jurisdictions. Review information and comments are provided by private builders, affordable housing organizations, or municipal development staff during a review and comment period to be taken into consideration by jurisdictional policy makers.

Recommendation: This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE J: THE PREPARATION OF A PRINTED INVENTORY OF LOCALLY OWNED PUBLIC LANDS SUITABLE FOR AFFORDABLE HOUSING DEVELOPMENT.

Discussion: While the County is in compliance with both the Statutory requirement associated with Incentive J and the requirement established under 2023 Florida Senate Bill 102, further discussion took place about updating this list on a more frequent basis. Discussion considered whether there was potential for process improvement and ease of getting lots into the hands of interested developers.

Recommendation: The committee recommends that the County's Surplus Property inventory list be updated and made available to the public on an annual basis.

INCENTIVE K: THE SUPPORT OF DEVELOPMENT NEAR TRANSPORTATION HUBS AND MAJOR EMPLOYMENT CENTERS AND MIXED-USE DEVELOPMENTS.

Discussion: Development regulations of both jurisdictions strongly support and encourage the location of affordable housing, including a priority for mixed use/mixed income, housing near transit stops/interchanges, and employment/educational centers (urban areas).

Recommendation: This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

CITY OF PENSACOLA
2023 AFFORDABLE HOUSING INCENTIVE PLAN REVIEW REPORT
ESCAMBIA/PENSACOLA AFFORDABLE HOUSING ADVISORY COMMITTEE

1. BACKGROUND

The Sadowski Affordable Housing Act as approved by the Florida Legislature and codified as Chapter 420 of the Florida Statutes requires the development of an Affordable Housing Incentive Plan by all local governments electing to participate in the housing production and preservation initiatives authorized by the Act. Pensacola City Council, jointly with Escambia County Board of County Commissioners, appointed the members to serve on the Escambia-Pensacola Affordable Housing Advisory Committee (AHAC). The Escambia-Pensacola AHAC reviewed the implementation of the Affordable Housing Incentive Plan and determined the incentives are being implemented in accordance with the plan.

2. PURPOSE

The purpose of the Incentive Plan is to set out the deliberations and recommendations for monetary and non-monetary incentives targeting regulatory reform with respect to affordable housing including the evaluation of the established policies, procedures, ordinances, land development regulations and the comprehensive plan. All recommendations should encourage or facilitate affordable housing while protecting the ability of the property to appreciate in value. The Plan encompasses the specific recommendations of the AHAC all of which were voted upon and approved at a Public Hearing on November 7, 2023. This Plan details existing City Housing related policies/procedures to be undertaken by the City in support of affordable housing.

3. AFFORDABLE HOUSING INCENTIVES

INCENTIVE A: THE PROCESSING OF APPROVALS OF DEVELOPMENT ORDERS OR PERMITS, AS DEFINED IN S. 163.3164(7) AND (8), FOR AFFORDABLE HOUSING PROJECTS IS EXPEDITED TO A GREATER DEGREE THAN OTHER PROJECTS.

Discussion:

The City Inspection Services Department utilizes an online application process allowing for both convenience and safety. The City Housing Department, in cooperation with the Development Services Department, offers affordable housing developers an opportunity to apply for expedited permitting. The application is available on the City of Pensacola Housing, Development Services, One-Stop Development, and Planning Department webpages. Affordable housing documentation is required to fast track the permitting application.

Recommendation:

The incentive is being implemented in accordance with the plan. The AHAC will review the incentive on an annual basis.

INCENTIVE B: THE MODIFICATION OF IMPACT FEE REQUIREMENTS, INCLUDING REDUCTION OR WAIVER OF FEES AND ALTERNATIVE METHODS OF FEE PAYMENT FOR AFFORDABLE HOUSING.

Discussion:

The City does not have impact-fee requirements. To support the creation and preserve sustainable affordable housing, the Comprehensive plan supports offering incentives for infill development, one of which is the liens waiver policy for affordable housing.

Recommendation:

This incentive is being implemented in accordance with the plan. The AHAC will review the incentive on an annual basis. Review and update the City's lien waiver policy for affordable housing.

INCENTIVE C: THE ALLOWANCE OF FLEXIBILITY IN DENSITIES FOR AFFORDABLE HOUSING.

Discussion:

The City of Pensacola Comprehensive Plan and Land Development code allow flexibility in development density for residential developments. This is generally coordinated through predevelopment review meetings with developers through the Special Planned Development (SPD) process. Section 12-3-109 of the Land Development code specifically permits a residential bonus of not more than 25% or a density transfer of up to 50% of a donor site for new affordable housing construction projects.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis. Review the density bonus offering in conjunction with the City's LDC Assessment to encourage wider spread use for development of affordable housing. Support building height bonuses for affordable housing.

INCENTIVE D: THE RESERVATION OF INFRASTRUCTURE CAPACITY FOR HOUSING FOR VERY-LOW INCOME PERSONS, LOW-INCOME PERSONS, AND MODERATE-INCOME PERSONS.

Discussion:

Infrastructure capacity is not an issue for development of affordable housing within the urban area of the City as water, sewer, electricity, and roadways are more than adequate for concurrency. Additionally, all areas within the City's Community Redevelopment Areas are exempt from traffic concurrency.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review on an annual basis.

INCENTIVE E: THE ALLOWANCE OF AFFORDABLE ACCESSORY RESIDENTIAL UNITS IN RESIDENTIAL ZONING DISTRICTS.

Discussion:

Accessory dwellings are allowed in the City of Pensacola Comprehensive Plan and Land Development Code.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE F: THE REDUCTION OF PARKING AND SETBACK REQUIREMENTS FOR AFFORDABLE HOUSING.

Discussion:

The City may grant flexibility in setbacks through its Special Planned Development (SPD) process. Parking variances of up to 10% may be granted administratively by Development Services staff for developments that demonstrate unique circumstances.

Recommendation:

Continue the allowance of parking variances of up to 10% for developments that demonstrate unique circumstances, particularly for affordable housing developments. The AHAC will review the incentive on an annual basis.

INCENTIVE G: THE ALLOWANCE OF FLEXIBLE LOT CONFIGURATIONS, INCLUDING ZERO-LOT-LINE CONFIGURATIONS FOR AFFORDABLE HOUSING.

Discussion:

The City Land Development Code allows for administrative waivers for flexible lot configuration and provides for the use of zero-lot-line configurations in development of residential housing.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE H: THE MODIFICATION OF STREET REQUIREMENTS FOR AFFORDABLE HOUSING.

Discussion:

The SPD process provides a means for a developer to present modifications for street design. Pensacola City Council adopted by Resolution No. 29-12 in support of the complete street design concept.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE I: THE ESTABLISHMENT OF A PROCESS BY WHICH A LOCAL GOVERNMENT CONSIDERS, BEFORE ADOPTION, POLICIES, PROCEDURES, ORDINANCES, REGULATIONS, OR PLAN PROVISIONS THAT INCREASE THE COST OF HOUSING.

Discussion:

The review process is in place within the City. Review information and comments are provided by planning staff with input, as needed, by housing and community development staff for consideration by the policy makers.

Recommendation:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE J: THE PREPARATION OF A PRINTED INVENTORY OF LOCALLY OWNED PUBLIC LANDS SUITABLE FOR AFFORDABLE HOUSING DEVELOPMENT.

Discussion:

In accordance with F.S. 166.0451(1), as amended by the Live Local Act, on September 14, 2023 City Council adopted an updated inventory list by October 1, 2023 through Resolution 2023-059. Review and update policies related to the disposition of properties for affordable housing to provide a clear process for disposition of properties.

Recommendation:

This incentive is being implemented in accordance with the plan. The AHAC will review the incentive on an annual basis.

INCENTIVE K: THE SUPPORT OF DEVELOPMENT NEAR TRANSPORTATION HUBS AND MAJOR EMPLOYMENT CENTERS AND MIXED-USE DEVELOPMENTS.

Discussion:

Development regulations support and encourage the location of affordable housing, including a priority for mixed use/mixed income, housing near transit stops/interchanges and employment/educational centers.

Recommendations:

This incentive is being implemented in accordance with the plan and no changes were recommended. The AHAC will review the incentive on an annual basis.

INCENTIVE L: OTHER AFFORDABLE HOUSING STRATEGIES IDENTIFIED BY THE AFFORDABLE HOUSING ADVISORY COMMITTEE.

Recommendations:

1. Provide a definition of “affordable housing” in the Land Development code, so affordable housing incentives provided by the City clearly identify targeted households.
2. Review ways that the City can encourage missing middle housing.
3. Review the feasibility of enacting a property tax exemption for properties with at least 50 units and dedicating at least 20% of the units for extremely low or very-low income households as allowed under the Live Local Act.