



City of Pensacola

Affordable Housing Advisory Committee

Agenda

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

October 1, 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. 24-948 APPROVAL OF MINUTES: REGULAR MEETING DATED SEPTEMBER 3, 2024

Attachments: AHAC Meeting Minutes_09.03.24.REVISED

PRESENTATIONS

ACTION ITEMS

2. 24-949 2024 CITY OF PENSACOLA DRAFT AFFORDABLE HOUSING INCENTIVE PLAN REVIEW REPORT

Recommendation:

Sponsors:

Attachments: City of Pensacola 2024 Affordable Housing Incentive Plan Review Report DRAFT

3. 24-951 2024 ESCAMBIA COUNTY DRAFT AFFORDABLE HOUSING INCENTIVE PLAN REVIEW REPORT

Recommendation:

Sponsors:

Attachments: Escambia County 2024 Affordable Housing Incentive Plan Report DRAFT

DISCUSSION ITEMS

**4. 24-952 INCENTIVE PLAN REVIEW REPORT PUBLIC HEARING
REQUIREMENTS**

Recommendation:

Sponsors:

Attachments: None

PUBLIC COMMENT

ANNOUNCEMENT/WRITTEN COMMUNICATION

ADJOURNMENT

5. 24-953 NEXT MEETING: NOVEMBER 12, 2024 AT 9 A.M.

Attachments: None

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

September 3, 2024

The Escambia-Pensacola Affordable Housing Advisory Committee (AHAC) held a regularly scheduled monthly meeting in the Vince Whibbs Conference Room of Pensacola City Hall, 222 West Main Street, Pensacola, Florida on Tuesday, September 3, 2024, at 9:00 AM.

Committee members present: Crystal Scott, Ed Brown, Laura Gilmore, Deborah Mays, Paul Ritz and Brenton Goodman.

Committee members absent: County Commissioner Lumon May (excused), Maya Moss (excused), Renee Wilhoit, Lauren Green, and City Councilman Delarian Wiggins

Staff members present: Meredith Reeves, City of Pensacola Housing Department; Tracy Pickens, City of Pensacola Housing Department; Garrett Griffin, Escambia County Neighborhood Enterprise Division (NED); Lisa Harrell, NED; Kristin Wilson, NED; Audrey Washington, Escambia County District 3 Office; Wes Hall, EC Assistant County Administrator.

Call to Order and Roll Call

Chairman Crystal Scott called the meeting to order at 9:00 am recognizing that there was a quorum.

Proof of Publication

Proof of publication was noted by the City and County staff; postings on both City and County websites.

Roll Call

Crystal Scott announced the resignation of Lauren Green. CS elaborated that Lauren Green indicated she wanted to focus on homelessness as many of the students where she works (Global Learning Academy) are homeless. Renee Wilhoit's slot on the committee was discussed.

Garrett Griffin will send letters out to these committee members in the coming weeks notifying them that their seats will be open to new members; these postings will be open for 2 weeks.

Approval of Minutes

Meeting Minutes from the August meeting were reviewed, and Laura Gilmore requested an amendment be included. The amendment is: Escambia County Planning and Zoning will track permits that were not able to be approved and include why the permits were not able to be approved. Paul Ritz motioned to approve with the amendment. Brenton Goodman seconded the motion, and it passed unanimously.

Presentations

No Presentations

Action Items

No Action Items

Discussion

1. ESCAMBIA COUNTY INCENTIVE PLAN

Discussion opened with topic of the Escambia County Affordable Housing Incentive Plan Review. Chair Scott stated this will have to be added to the October 1st agenda in order for it to be an action item (including voting).

Chair Scott discussed the Florida Housing Coalition's Annual Conference. She discussed Jacksonville, FL utilizing a land trust that has first access to city property for affordable housing. Chair Scott mentioned she would personally like to see something about community land trust in the LHAP. Paul Ritz pointed out Incentive J. Discussion ensued on Incentive J including the following edits for Recommendation #2:

Recommendation #2: The committee recommends that County ~~staff~~ (replace: "Administration") ~~explore~~ (replace: "adopt a") disposition policy (add: "that includes the") options ~~that include the option to~~ donate ~~approved surplus~~ land to established Community Land Trusts.

Discussion ensued regarding whether County has issue with building codes, which are State regulations, or County Administration. The County Commission would have to approve Appendix Q for it to be adopted.

Laura Gilmore inquired what the City did to adopt Appendix Q. Paul Ritz explained that a County Commissioner must choose to "champion the cause". Paul Ritz suggests not starting in all Escambia County to not get universal pushback; suggests getting started with accessory units and not tiny home communities. Laura Gilmore asked about acreage requirements for ADU's and square footage requirements.

2. CITY INCENTIVE PLAN

Discussion ensued regarding adding definition of affordable housing in land codes. Parking reduction might be needed to be included with exceptions for ADU's and whether locations are close to transit.

In discussion of providing more density flexibility in the City's Incentive Plan, the committee recommended that 30% of total units be set aside for affordable housing in developments seeking this flexibility (Incentive C), with a split of 10% of total units for households at or below 120% AMI and 20 % of total units for households at or below 80% AMI.

Announcements

Chair Scott made following announcements:

- Habitat Gala on Nov 14th.
- Family Promise is seeking Board Members.

Council on Aging decided not to go for the AARP grant because their tiny homes did not meet current building codes. Staff Clarification: County staff reached out to the leadership at the Council on Aging to confirm this information. It was noted that there was not a missed opportunity to apply for this grant this year. County staff requested that if future opportunities arise, the Council on Aging should reach out directly to NED. This will enable NED to assist in facilitating discussions with Planning and Zoning to explore potential solutions.

- Asked about expiration dates for rental development properties utilizing funds for SHIP, HOME tax credits.

Public Comment

Leslie Yandle (JUST of Pensacola) asked what is affordable housing? JUST has done studies and found that in affordable rentals the biggest need is with <80's.

Adjournment

Committee Member Crystal Scott adjourned the meeting at 10:13 a.m.

Submitted by Kristin Wilson

CITY OF PENSACOLA
2024~~3~~ 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 ~~XX~~7, 202~~3~~4. 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 residential density bonus offering in conjunction with the City's LDC Assessment to encourage wider spread use for development of affordable housing. The current residential density bonus as written is underutilized for affordable housing development. The AHAC encourages incorporation of target income levels for this incentive as well as specific affordability periods and a clearly defined minimum percentage of units. Since this incentive must currently be approved by the Planning Board, the provision of more specific goals and guidelines will aid developers by outlining what the City wants to see and what may be approved. Additionally, revision of this section of the LDC with specific guidelines that could be approved by staff without going to the Planning Board could expedite affordable housing development. 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.~~ The AHAC discussed allowing for parking variances for ADUs in cases where the unit is within ¼ of public transit route and where the primary unit meets current parking requirements. The AHAC also supports the reduction of parking requirements for elderly rental developments.

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, with City update of the inventory in 2023. The AHAC encourages an update of the current property disposition policy for affordable housing, and to specifically include considerations for disposition to community land trusts or other shared equity models that promote long term affordability. 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.~~
- ~~3.2. 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.~~

**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 and Interlocal Agreement 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 2024 AHAC, all of which were then subsequently voted upon and approved at a Public Hearing on [October XX, 2024](#). 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. There was further discussion that took place regarding the size limitations within the County with a push to a more flexible policy that would allow for smaller designs.

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 Unit 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 #1: The committee recommends that the County's Surplus Property inventory list be updated and made available to the public on an annual basis.

Recommendation #2: The committee recommends that County staff explore disposition policy options that include the option to donate approved surplus land to established Community Land Trusts.

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.

4. Additional Recommendations:

Recommendation: The committee recommends that County staff explore innovative housing solutions to include building zoning, types, and materials as well as long-term affordability solutions.