

LONG RANGE PROGRAM PLAN

Florida Housing Finance Corporation  
Department of Economic Opportunity

Tallahassee

September 30, 2019

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Dear Directors:

Pursuant to Chapter 216, Florida Statutes, our Long Range Program Plan (LRPP) for the Florida Housing Finance Corporation is submitted in the format prescribed in the budget instructions. The information provided electronically and contained herein is a true and accurate presentation of our mission, goals, objectives and measures for the Fiscal Year 2020-21 through Fiscal Year 2024-25. The internet website address that provides the link to the LRPP located on the Florida Fiscal Portal is <https://www.floridahousing.org/about-florida-housing/transparency/long-range-plan>. This submission has been approved by Trey Price, Executive Director.



Kirstin Helms  
Comptroller

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Ron DeSantis, Governor

Board of Directors: Ray Dubuque, Chairman • Ron Lieberman, Vice Chairman  
Natacha Bastian • Renier Diaz de la Portilla • LaTasha Green-Cobb • Creston Leifried • Bernard "Barney" Smith  
Ken Lawson, Florida Department of Economic Opportunity

Harold "Trey" Price, Executive Director



# **Long Range Program Plan**

**September 30, 2019**

**State Fiscal Years 2020-21 through 2024-25**

# AGENCY MISSION

## Access to Affordable Housing

Provide a range of affordable housing opportunities for residents that help make Florida communities great places to live, work and do business.

### GOALS, OBJECTIVES, OUTCOMES AND PROJECTION TABLES IN AGENCY PRIORITY ORDER

**Goal 1:** To maximize the capacity of local governments and the private sector, both for profit and nonprofit, to develop and preserve affordable housing

**Objective 1A:** To maximize targeted dollars that are allocated to the targeted populations

*Outcome:* Percent of statutorily targeted dollars that are allocated to the targeted populations

Baseline/ Year	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25
64.8%/1999	96%	96%	96%	96%	96%

**Objective 1B:** To maximize leveraging of state resources

*Outcome:* Ratio of nonstate resources to state-appropriated dollars

Baseline/ Year	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25
2.69:1/1999	2:1	2:1	2:1	2:1	2:1

**Objective 1C:** To maximize the percentage of set-aside units at designated percentages of median income to total units

*Outcome:* Percent of units exceeding statutory set asides

Baseline/ Year	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25
105%/1999	105%	105%	105%	105%	105%

## LINKAGE TO THE GOVERNOR'S PRIORITIES

### FLORIDA HOUSING FINANCE CORPORATION'S GOAL

To maximize the capacity of local governments and the private sector, both for profit and nonprofit, to develop and preserve affordable housing.

### ALIGNMENT WITH THE GOVERNOR'S PRIORITIES

Florida Housing's work aligns with and supports several the Governor's priorities, as described below.

#### **Improve Florida's Education System**

Increase access to and expand options for quality educational choices for Florida families.

According to housing policy research, affordable housing may provide children with enhanced opportunities for educational success. While schools and teachers bear principal responsibility for children's education, research shows that a supportive and stable home environment can complement the efforts of educators, leading to better student achievement. Florida Housing's mission facilitates the establishment of such supportive and stable home environments.

Studies have found an association between overcrowding in housing and reduced academic performance for children. Affordable housing can reduce overcrowding in housing and other sources of housing-related stress that lead to poorer educational outcomes by allowing families to afford decent-quality homes of their own. In addition, affordable housing developments can often function as a platform for educational improvement by providing a forum for residential-based afterschool programs or, more broadly, by anchoring a holistic community development process that includes new or improved schools.

#### **Economic Development and Job Creation**

Prioritize infrastructure development to meaningful projects that provide regional and statewide impact, especially focused on safety and improved mobility.

Florida Housing's mission is to provide a range of safe, decent and affordable housing opportunities for Floridians. These programs aim to help make Florida communities great places to live, work and do business. With a focus on innovative, measurable, data-driven and fiscally sustainable solutions, Florida Housing works to match our programs to the needs of those we serve. The Shimberg Center for Housing Studies publishes a statewide rental housing study triennially, with the most recent in May 2019. This study serves as the basis for identifying the need across the state, both demographically and geographically, resulting in the issuance of comprehensive Requests for Applications (RFAs) aimed at addressing these needs. These RFAs also stipulate requirements for access to support and services, such as public transportation, employment and education opportunities, health care, groceries and the like. Florida Housing's programs are flexible enough that they can be utilized in any area of the state, no matter the local regulatory framework in place. Florida Housing operates within the financial and real

estate markets, working to align programs with private investor interests to ensure that public resources leverage private financing.

Florida Housing's programs annually generate millions of dollars, providing a level of support that positively impacts the business climate in Florida. In 2017, the most recent year for which we have analysis, the total economic impact to the state from Florida Housing programs was \$7.01 billion in economic output, 47,995 full- and part-time jobs and \$3.89 billion in value added impact to the state's Gross Domestic Product.

### **Public Integrity**

Protect taxpayer resources by ensuring the faithful expenditure of public funds.

Promote greater transparency at all levels of government.

The effective and efficient use of taxpayer resources is paramount to the operations of Florida Housing. As such, Florida Housing and its Board of Directors use a robust process for the awarding of state and federal resources dedicated for affordable housing, particularly as it relates to the development of rental housing units. Each summer, the Board adopts the plan for the geographic and demographic allocation of competitive funding for the upcoming year, including the anticipated timeline for each RFA. In 2018, Florida Housing issued 17 RFAs and held at least one public workshop for comments related to the specific criteria and requirements for each RFA. Each document along with all public comments are available on the website and accessible to all stakeholders and interested parties. As a result, this process welcomes a great deal of transparency, openness, and public input while also maintaining the flexibility needed to address concerns that may arise during the process.

## TRENDS AND CONDITIONS

An adequate supply of affordable housing is the foundation of healthy communities because people vital to these communities, such as teachers, nurses and firefighters, can live in the same area where they work. Living in decent housing provides a safe environment and an opportunity for people to hold jobs, excel in school and contribute to their communities.

### STATUTORY RESPONSIBILITIES

Chapter 420, Florida Statutes, assigns the following responsibilities to Florida Housing Finance Corporation:

- To carry out analyses of housing needs within the state and ways of meeting those needs;
- To participate in federal housing assistance and federal community development, insurance, and guarantee programs, including proposing allocation plan strategies for the National Housing Trust Fund and the provision of the match requirement for the HOME Investment Partnerships Program federal funding;
- To develop and administer the State Apartment Incentive Loan Program, which offers low interest first, second or other mortgage loans to developers who build or rehabilitate affordable rental properties;
- To develop and administer the State Housing Initiatives Partnership (SHIP) program, which provides funding to all 67 counties and 53 cities to finance affordable housing based on locally determined needs;
- To develop and administer the Florida Homeownership Assistance Program, which provides down payment assistance, construction financing and permanent loans for construction and rehabilitation of affordable single family homes;
- To develop and administer competitive solicitations for the allocation of competitive state and federal funding resources to developers of affordable housing;
- To develop and administer the Florida Affordable Housing Guarantee Program, which creates security mechanisms to allow lenders to sell affordable housing loans in the secondary market and encourages affordable housing lending opportunities that would not have taken place otherwise, or that serve persons who would not have been otherwise served;
- To develop and administer the Predevelopment Loan Program, which provides technical advisory services and below market interest rate financing for preliminary activities necessary to obtain the financing to construct or rehabilitate affordable housing;
- To designate and administer private activity allocation for tax-exempt mortgage revenue bonds received by Florida Housing pursuant to Part VI of Chapter 159 between single family homes and multifamily developments;
- To establish procedures necessary for proper allocation and distribution of federal low income housing tax credits;
- To set standards for residential housing financed by Florida Housing and to provide for inspections to determine compliance with those standards;
- To provide for the development of infrastructure improvements and rehabilitation primarily in connection with residential housing consistent with the applicable local government comprehensive plan;
- To establish subsidiary corporations for the purpose of taking title to and managing and disposing of property acquired by Florida Housing;

- To adopt rules for the intervention and negotiation of terms or other actions on properties to further program goals or avoid default of a program loan;
- To conduct demonstration programs and projects which further the statutory purposes of Florida Housing;
- To administer the Affordable Housing Catalyst Program;
- To establish requirements for periodic reporting of data and for participation in a housing locator system; and
- To provide assistance to the Affordable Housing Study Commission when it is funded.

### **POPULATION TRENDS AND HOUSING AFFORDABILITY**

Millions of low income households in the United States lack decent and affordable housing. More households are plagued by the high cost of housing, but substandard housing conditions also exist. Households that rely on income from service sector jobs are the most likely to have housing affordability problems, but other factors may come into play, such as low fixed incomes experienced by many older persons. This is true in Florida.

The University of Florida’s Bureau of Economic and Business Research reports that almost 8.3 million households resided in Florida in April 2018, and the average household size was 2.47 persons. According to the September 2019 Long Range Financial Outlook by the Legislature’s Office of Economic and Demographic Research (EDR), Florida’s population is estimated to grow by 1.74 percent between 2018 and 2019. This percentage change was boosted in part by the atypical immigration patterns from Puerto Rico and U.S. Virgin Islands resulting from Hurricane Maria. Over the upcoming decade, the state’s growth rate is projected to remain at or above 1.5 percent per year, exceeding the anticipated national average annual growth of 0.67 percent. By 2033, Florida’s resident population is projected to reach 25 million.

Demographic forecasts from EDR suggest Florida’s diverse and ethnic population will continue to become more nonwhite and older. Florida’s population aged 60 and older is already greater than any other state’s and will account for 54 percent of the population growth between 2010 and 2030. This so-called “senior tsunami” is forecasted to result in 24.3 percent of all Floridians being 65 or older by 2030 compared to 19.8 percent in 2018. As the ratio of workers-to-retirees tilts to fewer workers per retiree, labor force issues like affordable housing will become increasingly challenging.

The *2019 Rental Market Study* by the Shimberg Center for Housing Studies offers additional context around population projections and affordability. In the study, a “low-income” household is defined as one with an income at or below 60 percent of the area median income (AMI), adjusted for household size. A housing unit is considered “affordable” if gross rent (rent + utilities) costs no more than 40 percent of household income<sup>1</sup>. Households paying more than that amount are considered to be “cost burdened.” In 2017, the most current data available, Florida’s homeownership rate was 65 percent, down from 71 percent in 2000. During that same time period, Florida added 778,515 renter households. While the availability of rental units increased by 674,210, only 39 percent of the total units available rented for \$1,000 or less per month. As a result, the number of cost burdened renter households increased by approximately 500,000 from 2000 to 2019. Most (70 percent) of these households had incomes below 60 percent AMI.

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<sup>1</sup> See Glossary of Terms section for commonly used ‘affordable’ definition.

To provide perspective, the National Low Income Housing Coalition (NLIHC) estimates the fair market rent for a two-bedroom apartment in Florida is \$1,189. To afford this level of rent and utilities paying 30 percent of one's income on housing, a household must earn an hourly wage of \$22.86. According to NLIHC, the average renter wage in the state is only \$16.18. The data is even more stark for people earning less than the average. NLIHC estimates that a person earning the Florida minimum wage of \$8.46 an hour would have to work 87 hours a week to afford a one-bedroom apartment at fair market rent.

### **HOUSING STOCK AND CONDITION**

According to data compiled by the Shimberg Center, most occupied single-family homes in the state were built after 1980 with more of these homes built between 2000 and 2009 than any other decade. In contrast, Florida's multifamily housing is considerably older than the single-family stock. The Center found that more units in 50+ unit structures were built in 1970-1979 than any other decade. Housing units at this age, 40 years and older, often have reached a point when rehabilitation and remodeling are required to maintain the life of the unit.

From 1992, when the SHIP program was established by the Florida Legislature, through the 2015-16 year close-out (the last year for which reporting is complete), more than 207,000 households have been assisted by this program, with approximately 85 percent of these funds going for homeownership assistance.

On the rental side, with financing from federal and state programs administered by Florida Housing Finance Corporation, 207,876 rental units statewide were available to residents or in the construction pipeline at the end of 2018. Most of these units are targeted to households at or below 60 percent of area median income. The graphic on the next page shows the breakdown of these units by county.

However, the state still does not have enough housing that is both affordable and available for many residents – particularly on the rental side, and especially for extremely low income renters. A unit is affordable and available if that unit is both affordable and vacant, or is currently occupied by a household at the defined income threshold or below. The 2019 Rental Market Study shows that for households in Florida earning 50 percent or less of AMI, there is a statewide deficit of over 570,000 affordable, available rental units.



## **FLORIDA'S ECONOMIC RECOVERY**

EDR's Fall 2019 Long Range Economic Outlook acknowledges that while in 2018 the state's growth strengthened and remained above the national average, the growth rate is expected to slow down over the coming years. Florida posted preliminary growth of 2.9 percent in the first quarter of 2019, falling slightly below the national average of 3.1 percent and ranking the state 23rd in the country for real growth. EDR projects further slowing for the period through Fiscal Year 2023-24 and settling out at an average of 2.0 percent per year long term. The Economic Outlook found that the state's unemployment rate in July of 2019 "was lower than the nation as a whole at 3.3 percent, with 343,900 jobless persons. To put this in context, the rate had been as low as 3.1 percent in March 2006 (the lowest unemployment rate in more than thirty years), before peaking at 11.3 percent in January 2010. Currently, the Economic Estimating Conference assumes Florida is below the "full employment" unemployment rate of about 4 percent."

While overall economic growth and the unemployment rate are seen as steady, EDR's report concedes that "Florida's average annual wage has typically been below the national average. Since the beginning of this century, it has run about 88.5 percent of the United States as a whole; however, the ratio began dropping below this level as the nation began to recover from the Great Recession while Florida lagged behind. The ratio in 2014, at 87.2 percent, was the lowest percentage since 2001. Most recent data shows the average wage, relative to national average, continued to fall over the past three years from 2016 when it was 87.7 percent to 87.4 percent in 2018." Housing affordability is strongly correlated with workers' wages. The state's lower than average wage gains are a clear indication that solid overall economic growth can mask the continuing need for housing options that residents can actually afford.

## **HOUSING FLORIDA'S HOMELESS**

Florida's Council on Homelessness (Council) 2019 Annual Report recognizes that the state continues to make significant progress in reducing the number of persons experiencing homelessness. The Council attributes this progress both to improved economic conditions and to the rising use of best practices, enhanced capacity at the local level, and an increase in targeted use of funding. The 2019 Point in Time Count totaled 28,951, a reduction of almost 4 percent from the prior year. Those numbers included 2,384 homeless veterans, 7,287 persons in homeless families, and 5,771 chronically homeless and disabled persons. The Florida Department of Education data identified 95,860 students as homeless during the 2017-18 school year, an increase of almost 26 percent over the prior year. Virtually all of this increase is attributed to the impacts of Hurricanes Irma and Maria in 2017. Impacts from Hurricane Michael, which made landfall in the Florida Panhandle in October 2018, are not included in these counts.

The above statistics clearly indicate that Florida still has work to do to meet the Council's goal of "ensuring that homelessness is rare, brief, and nonrecurring." A particular emphasis of the 2019 Annual Report is the Council's justification of "the dire need for more affordable housing, especially housing targeting those who are homeless, those with special needs, and those with extremely low incomes."

## **MARKET FORCES CHALLENGE AFFORDABLE HOMEOWNERSHIP EFFORTS**

As Florida's median price has been increasing, the national median has increased even more. From a median high of approximately \$257,800 in June of 2006, existing home sales prices fell below \$130,000 in January 2012 before starting to rise again. Florida Realtors® data shows that in July 2019 the statewide median sales price for single family homes was \$270,000 confirming the steady upward trend and representing a 3.8 percent year over year increase.

Florida demographers note that during the boom, Florida's homeownership rate, which was more than 65 percent for many years, increased because financing was so easy for homebuyers to obtain. As a result, the homeownership rate soared to 72.4 percent. This rate could not be sustained, both because it was derived from financing tools that are not now available to homebuyers, and because the number of foreclosures lowered the rate over time. Florida's homeownership rate is still below normal with the EDR reporting it at 65.5 percent at the end of 2018. However, preliminary data for the second quarter of the 2019 calendar year has indicated a drift back to 64.5 percent.

### **FORECLOSURES, LOWER-COST HOME INVENTORY CONCERNS AND CREDIT FINANCING**

Florida's foreclosure rate continues to decline, down almost 2 percent in the last year, to 9.7 percent. The final level of foreclosure filings in the last two years has been affected by Hurricanes Irma and Michael, resulting in activity that was delayed until Fiscal Year 2018-19 and the expectation for additional catch-up activity on delayed filings that will occur in Fiscal Year 2019-20. Overall, foreclosure activity appears to be nearing the end of the abnormal speed-up in activity caused by the collapse of the housing market and the recession beginning in 2007. The latest EDR forecast of foreclosure filings shows the beginning of the slow return to more typical levels starting in Fiscal Year 2020-21. While the downward pressure on the homeownership rate from foreclosures has continued to ease, the state as well as the nation may maintain a higher rental rate than previous years due to the increased cost of housing and more limited building of new, lower cost housing. As many younger households have emerged from the recession, they seem less interested in moving into homeownership as quickly as these households did before the recession. With foreclosures ebbing, the once robust supply of lower-cost housing, especially in urban markets, has now become a major constraint for potential homebuyers in Florida.

In recent years, most mortgages were government insured loans but now, Florida Housing's conventional loans make up approximately 56 percent of current loan activity. Although mortgage availability has evolved, the lack of home inventory for sale at the lower end of the market is creating challenges for many residents in the state who are contemplating first-time homeownership. Florida Realtors® data reveals that July 2019 closed sales in the \$100,000 to \$149,999 sales price range across the state declined by 10.8 percent year over year. The year over year rate declined by 17.2 percent in the \$50,000 to \$99,999 sales price range.

Data indicates that residential credit for home purchases still remains difficult for customers with lower credit scores. The average credit score for all loans closed in July 2019 was 731 and 89 percent of all conventional home purchase lending had credit scores 700 or above. Some of the largest factors affecting the ability to obtain residential credit are student loans and auto debt.

### **CHALLENGES FACING RENTAL HOUSING PROGRAMS**

Private sector interest in affordable housing financing has returned after the recession. From a market point of view, during the recession the apartment industry was impacted by the homeownership decline and high number of foreclosures, which led to a glut of single family homes and condominium units in the rental market. However, this is no longer the case.

The rental market, particularly for affordable units, is particularly tight with occupancy rates above 96 percent. Current expectations are that Florida's rental market will remain tight over the next 3-5 years - significantly in some areas - as the need for housing expands. As always, Florida Housing carefully targets any new rental construction to those areas of the state where there is demand for such housing

and investor interest. Moreover, we consider the impacts of new construction on Florida Housing's existing portfolio of privately owned properties that have loans or guarantees through Florida Housing.

### **HOW STATE FUNDING CAN ADDRESS CURRENT NEEDS**

*Homeownership.* Florida Housing uses our suite of Homebuyer Loan Programs to originate 30-year, fixed-rate, high loan-to-value mortgage loans for eligible first-time homebuyers who meet credit worthiness tests, have incomes within federal program limits and receive homebuyer education. Florida Housing funds homebuyer loans through various transaction types. Key types of transactions used to settle loans purchased are: (1) the specified pool market, (2) tax-exempt bonds and (3) forward delivery/To Be Announced (TBA) market. What really makes these programs work is that Florida Housing generally pairs some type of second mortgage purchase assistance with these mortgages to assist homebuyers, either through state or federal funding if available, or uses these funds to reduce the overall cost of the mortgage loan to the borrower. The state Homeownership Assistance Program (HAP) provides critical resources for this purpose. The average acquisition price across all Homebuyer Loan Programs as of June 2019 was \$164,297 and the average mortgage loan amount was \$156,080.

To qualify for a mortgage in Florida Housing's Homebuyer Loan Programs, homebuyers must have a minimum FICO (credit) score of 640 or greater for FHA, VA, USDA-Rural Development (RD) loans, Freddie Mac and Fannie Mae (FNMA) loans.

*Rental Housing.* The need for new affordable rental housing is uneven throughout Florida. Some areas continue to have strong need, especially in southeast Florida where households often stand in line when a new affordable housing property opens. Even when homes are available for sale at reasonable prices, most low income Floridians do not have the credit score or savings to buy a new home. These families who are working in a range of lower paying occupations – for example, child care workers, tellers, entry-level teachers, sales clerks – simply desire a decent place to live with their children that is close to schools and work.

*Florida Affordable Housing Guarantee Program.* Authorized by the Legislature in 1992, the Guarantee Program was created to provide credit enhancement (i.e., mortgage repayment guarantees) primarily on bond-financed affordable rental housing developments at the time when such products for bond transactions were mostly unavailable in the private market. During its active phase, the program guaranteed 120 transactions, representing approximately \$1.4 billion and over 28,000 rental units, the majority of which partnered with HUD's Risk-Sharing Program (Section 542c), with HUD assuming 50 percent of the default risk. The program's last transaction was in 2005. In March 2009, Florida Housing's Board of Directors officially confirmed the suspension of new guarantees.

Capitalization of the Guarantee Fund occurred through the statutorily authorized issuance of debt, and the Guarantee Fund corpus is currently invested in the Florida Treasury. Documentary stamp taxes distributed to the State Housing Trust Fund are an essential element for maintaining the Guarantee Fund's insurer financial strength (IFS) credit rating; currently A+/Stable by Standard & Poor's and Fitch Ratings. In the event the Guarantee Fund is rated less than in the top three claims paying ratings by any of the rating agencies, the state would be required to use collections distributed to the State Housing Trust Fund to replenish the Guarantee Fund at the amount necessary to maintain the minimum IFS claims paying rating. Capital not needed to support the outstanding Guarantees may be made available for other purposes, such as competitive rental housing solicitations.

*Aging Affordable Rental Housing Stock.* With rapid growth and available land, Florida was in a perpetual land boom for 30 years; most of the state's development occurred over this time. Historically, Florida Housing's primary rental goal was to finance as many new multifamily units as possible to keep up with the state's burgeoning population. The state has now reached the point that the rental units financed by Florida Housing need reinvestment to maintain them in good condition for our residents.

Housing units financed over the last 30-40 years are aging and many need rehabilitation. This is especially true of the subsidized affordable multifamily stock. Many of the oldest assisted properties have expiring affordability periods, and for a variety of reasons these properties may go to market rate in more economically robust areas. These older properties require rehabilitation to maintain them as decent housing for low income renters.

The 2019 Rental Market Study tracks all assisting housing developments, including those that are not part of Florida Housing's portfolio, built before the end of 1988 (30+ years old) and developments built from 1986 to 2003 (15-29 years old). These categories exclude developments that have received more recent funding from Florida Housing for preservation or rehabilitation. According to the Study, statewide, 743 developments with 67,759 units were at least 30 years old and 707 developments with 82,683 units were 15-29 years old. The 30+ years old inventory made up 17 percent of assisted units, while the 15-29 year old inventory made up 41 percent.

While some of these units may be functionally obsolete, many are worth saving but need more rehabilitation funding than is appropriated by the federal government. The oldest of these units are the ones most likely to have precious federal rental assistance and be serving Florida's lowest income renters. Most of these units are deteriorating – they have never been rehabilitated.

These older properties were financed into the 1980s through U.S. HUD or USDA Rural Development. They are particularly critical to preserve, because they serve extremely low income renters with federal project-based rental assistance (PBRA). Most developments in both the 30 year and older and 15-29 year old categories have at least some PBRA units on-site. The oldest developments have particularly high concentrations of PBRA units. Many of the developments with PBRA in the 15-29 year old category are relatively small (50 units or less) developments subsidized by the U.S. Department of Agriculture Rural Development program (RD). Florida Housing has chosen to target more financing to units for these lowest income residents in the past few years because the need is so extraordinary for these units. This strategy has resulted in financing fewer new affordable rental units each year. In part this is because additional costs to develop units targeted to these residents consumes a greater portion of resources per unit in order to minimize long term debt on these units in order to make rents more affordable. This means that existing federal rental subsidies are precious to maintain.

*Florida Housing Portfolio Preservation.* Florida Housing finds that, in the long run, it is less costly per unit to rehabilitate older properties than to build new ones. Even if this is a less expensive, more sustainable alternative, it means diverting resources to this preservation effort from the construction of new units. Florida Housing is currently working to develop an array of strategies to preserve the existing rental stock already in its portfolio, many which are more than 20 years old. With over 207,000 units in the corporation's portfolio, Florida Housing will be unable to provide financing to every property for preservation. This means that we must create a comprehensive approach with a menu of market-based preservation opportunities that incorporate policy priorities. Implementation of these strategies during this LRPP's 2020-21 through 2024-25 time frame will not only preserve units but will also provide an important economic benefit to the state keeping Florida's construction engine moving.

*Serving Lower Income Floridians.* Florida Housing has been working to reshape its rental programs to better meet state housing needs. Florida has been successful in financing thousands of rental housing units to meet the needs of households above 45 percent of area median income. However, federal programs that have traditionally served 0-50 percent area median income households (considered very low income) have not kept pace, creating a much greater need at the lowest income levels.

As the federal government has decreased funding to serve these lower income households, Florida Housing programs have been updated to help meet these housing needs. It is difficult to work within federal and state parameters to serve these lowest income Floridians while maintaining economic feasibility. However, with additional state funding targeted to extremely low income residents in the last decade, Florida Housing has been able to target a small portion of units to these lower income Floridians.

*Serving Persons with Special Needs and the Link Initiative.* Recent budget provisions and legislation have increased the state's commitment to providing affordable housing to persons with special needs. Chapter 2016-210, Laws of Florida, codified several initiatives previously addressed through proviso. Among these initiatives is a requirement for Florida Housing to reserve a minimum of 5 percent of its annual appropriation from the State Housing Trust Fund for housing projects designed and constructed to serve persons who have a disabling condition with first priority given to projects serving persons who have a developmental disability.

One critical tool to facilitate this commitment to housing for persons with special needs is the Link Strategy, an integrated housing approach to link affordable housing with supportive services. Florida Housing works with state agencies, including the Department of Children and Families, the Department of Elder Affairs and the Florida Department of Veterans Affairs to carry out Link. The "Link Initiative," is an integrated housing strategy to link affordable housing with supportive services. The initiative incentivizes affordable housing developers to set aside a few rental units in each apartment complex for persons who are homeless and/or with special needs, such as persons with disabilities and youth aging out of foster care. The idea is to provide residents who are receiving supportive services with an opportunity to live in an affordable independent community setting. Florida Housing began implementing this strategy with its 2009 rental development cycle. Since 2009, over 2,700 Link units had been funded in rental developments.

#### **THE FLORIDA HOUSING DATA CLEARINGHOUSE**

Florida Housing's decisions on how to target scarce federal and state resources are based on available housing, demographic and market data. Through the Florida Housing Data Clearinghouse free website, a variety of data is also available to the public. The Clearinghouse provides the state with a one-stop data source for all the programs – federal, state and local – providing affordable housing in Florida. Clearinghouse staff also responds to one-time requests for housing data from Florida Housing and other entities. The website address is: <http://flhousingdata.shimberg.ufl.edu/index.html>

#### **WEB-BASED AFFORDABLE RENTAL LOCATOR FOR THE PUBLIC (FLORIDAHOUSINGSEARCH.ORG)**

Florida Housing also provides free, web-based affordable housing locator services to assist individuals and families in their search for affordable rental housing across Florida. Florida Housing's web-based locator is a one-stop clearinghouse of up-to-date information about available rental units throughout the state. The locator provides detailed information on units, amenities, accessible features and rents, along with mapping capabilities that allow prospective tenants to search for housing near schools,

community services and places of employment. Florida Housing also provides a toll-free call center that helps people without computer access to conduct rental searches. Both services are available to Spanish speaking people. The locator has become an important resource to Florida's citizens in normal times, as well as in response to economic crises and natural disasters. As an immediate response to the most recent hurricanes, Florida Housing executed an agreement with the locator's provider to implement disaster recovery services in impacted counties. The additional disaster recovery services have also assisted households evacuating to Florida after storms impacting our Caribbean neighbors. Nearly 220,000 affordable rental units statewide are registered with the locator. As of June 2019, 395,630 affordable rental searches have been conducted this calendar year. To date, the call center has handled 32,216 calls during this time.

#### **EXISTING AND RECENT TASK FORCES**

Florida Housing is responsible for providing administrative support for the Affordable Housing Study Commission, a standing commission made up of 21 gubernatorial appointees. The Commission, which was created in 1986, examines affordable housing issues and recommends policy and program changes to the Governor and Legislature. Due to a lack of state funding, the Commission is currently dormant.

#### **WORKING WITH THE DEPARTMENT OF ECONOMIC OPPORTUNITY AND OTHER AGENCIES ON STATE ECONOMIC DEVELOPMENT COLLABORATION EFFORTS**

Florida Housing is functionally related to the Department of Economic Opportunity (DEO) through a performance contract featuring quarterly performance measures and targets. The DEO Executive Director (or designee) sits as an ex officio, voting member on Florida Housing's Board of Directors. Florida Housing works closely with DEO and other agencies to support and enhance the economic development efforts outlined in Florida's Statewide 5-Year Strategic Plan for Economic Development. This support takes many forms, whether by providing financing for workforce housing in key areas of the state where new businesses are locating, or by connecting current housing financing programs to economic development initiatives – for example, building relationships between developers of affordable housing and local education efforts (including workforce programs) to ensure that lower income tenants have the opportunity to pursue training and education to develop skills and knowledge in high need industries.

## FLORIDA HOUSING FINANCE CORPORATION'S JUSTIFICATION OF PROJECTED OUTCOMES

To maximize the funding that Florida Housing administers out of the State Housing Trust Fund, Florida Housing has set three objectives with corresponding outcomes.

**Objective 1A:** To maximize targeted dollars that are allocated to the targeted population.

Outcome: Percent of statutorily targeted dollars that are allocated to the targeted population.

*Justification:* The final projection for this outcome is based on current efforts of Florida Housing in making affordable housing available to hard-to-serve populations. Safe, decent affordable housing is a critical issue for all Floridians, including farmworkers, homeless people, elders and persons with special needs. In light of the Legislature's goal to ensure that decent and affordable housing is available for all residents, continued appropriation of available documentary stamp tax collections is required in order to meet the need as indicated by the most recent rental and homeownership studies.

**Objective 1B:** To maximize leveraging of state resources.

Outcome: Ratio of nonstate resources to state-appropriated dollars.

*Justification:* The final projection for this outcome is based on historical Affordable Housing Services contracts between Florida Housing and the Department of Economic Opportunity. The outcome represents Florida Housing's target in leveraging private, federal and local resources.

**Objective 1C:** To maximize the percentage of set-aside units at designated percentages of median income to total units.

Outcome: Percent of units exceeding statutory set asides.

*Justification:* The final projection is based on historical Affordable Housing Services contracts between Florida Housing and the Department of Economic Opportunity. The outcome represents Florida Housing's target in maximizing the percentage of set-aside units affordable to households at designated percentages of median income compared to total units funded.

# **PERFORMANCE MEASURES AND STANDARDS LRPP EXHIBIT II**

## LRPP Exhibit II - Performance Measures and Standards

Department: DEPARTMENT OF ECONOMIC OPPORTUNITY	Department No.: 400000
Program: Florida Housing Finance Corporation	Code: 40840100
Service/Budget Entity: Affordable Housing Finance	Code: 40300600

**NOTE: Approved primary service outcomes must be listed first.**

Approved Performance Measures for FY 2019-20 (Words)	Approved <b>Prior</b> Year Standard <b>FY 2018-19</b> (Numbers)	Prior Year Actual <b>FY 2018-19</b> (Numbers)	Approved Standards for <b>FY 2019-20</b> (Numbers)	Requested <b>FY 2020-21</b> Standard (Numbers)
Percent of targeted dollars that are allocated to the targeted population	96%	99%	96%	96%
Ratio of non-state funding to state appropriated dollars	2:1	3:1	2:1	2:1
Percent of units exceeding statutory set-asides	105%	184%	105%	105%
Number of applications processed	563	3,998	563	563
Number of affordable housing loans funded	540	3,814	540	540
Number of local governments under compliance monitoring for the State Housing Initiatives Partnership (SHIP) program	115	120	115	115
Number of local governments served (SHIP) program (incentive funds)	115	120	115	115

# **PERFORMANCE MEASURE VALIDITY AND RELIABILITY LRPP EXHIBIT IV**

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Percent of targeted dollars that are allocated to the targeted population**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Ratio of nonstate resources to state appropriated dollars**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Percent of units exceeding statutory set-asides**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

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**Validity:**

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**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Number of applications processed**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department:** Department of Economic Opportunity

**Program:** Florida Housing Finance Corporation

**Service/Budget Entity:** Affordable Housing Finance

**Measure:** Number of affordable housing loans funded

**Action** (check one): **N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Number of local governments under compliance monitoring for the State Housing Initiatives Partnership (SHIP) Program**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

**LRPP EXHIBIT IV: Performance Measure Validity and Reliability**

**Department: Department of Economic Opportunity**

**Program: Florida Housing Finance Corporation**

**Service/Budget Entity: Affordable Housing Finance**

**Measure: Number of local governments served through the SHIP program**

**Action (check one): N/A**

- Requesting revision to approved performance measure.
- Change in data sources or measurement methodologies.
- Requesting new measure.
- Backup for performance measure.

**Data Sources and Methodology:**

**Validity:**

**Reliability:**

*Office of Policy and Budget – June 2019*

# **ASSOCIATED ACTIVITIES CONTRIBUTING TO PERFORMANCE MEASURES – LRPP EXHIBIT V**

<b>LRPP Exhibit V: Identification of Associated Activity Contributing to Performance Measures</b>			
<b>Measure Number</b>	<b>Approved Performance Measures for FY 2018-19 (Words)</b>		<b>Associated Activities Title</b>
1	Percent of targeted dollars that are allocated to the targeted population		Sadowski Programs (SAIL only)
2	Ratio of non-state funding to state appropriated dollars		Sadowski Programs (SAIL, HAP, PLP, and HOME Match)
3	Percent of units exceeding statutory set-asides		Sadowski Programs (SAIL, HAP, PLP, and HOME Match)
4	Number of applications processed		Sadowski Programs (SAIL, HAP, PLP, and HOME Match)
5	Number of affordable housing loans funded		Sadowski Programs (SAIL, HAP, PLP, and HOME Match)
6	Number of local governments under compliance monitoring for the State Housing Initiatives Partnership (SHIP) Program		State Housing Initiatives Partnership Program Compliance Monitoring
7	Number of local governments served (in the SHIP program)		SHIP Program

*Office of Policy and Budget – June 2019*

# **AGENCY-LEVEL UNIT COST SUMMARY LRPP EXHIBIT VI**



## GLOSSARY OF TERMS AND ACRONYMS

Affordable – For homeownership housing to be affordable, the national standard is that monthly mortgage payments, including taxes and insurance, should not exceed 30 percent of a household’s gross annual income. For rental housing, the affordable standard includes rent plus utilities. Florida Housing Finance Corporation uses 40 percent as the cost burden standard because households just under the maximum income eligible to rent units in its portfolio are not considered to be cost burdened.

Affordable Housing Catalyst Program – This program provides staff of state and local governments and community based organizations with training and technical assistance on federal, state and local affordable housing programs.

Affordable Housing Study Commission (AHSC) – Created by the Legislature in 1987, the Commission evaluates affordable housing programs for people with very low to moderate incomes and recommends public policy changes to the Governor and the Legislature that will ensure that Floridians have access to decent, affordable housing. The Governor appoints 21 commissioners who are required to represent various interests pursuant to Section 420.609, F.S.

Area median income – The amount that divides the income distribution in a locale or region into two equal groups, one having incomes above the median and the other having incomes below the median. Median income figures are published each year by the U.S. Department of Housing and Urban Development and housing programs target households based on these figures.

Commercial Fishing Worker – A laborer who is employed on a seasonal, temporary, or permanent basis in fishing in salt water or fresh water and who derived at least 50 percent of her or his income in the immediately preceding 12 months from such employment.

Community Housing Development Organization – An organization that is organized pursuant to the definition in 24 CFR Part 92.

Compliance – The act of meeting the requirements and conditions specified under the law, specific program rules and/or loan documents. Each program has specific compliance period requirements.

Consolidated Plan – The plan prepared in accordance with U.S. Department of Housing and Urban Development (HUD) regulations, 24 CFR Section 91, which describes needs, resources, priorities and proposed activities to be undertaken with respect to certain HUD programs, including the HOME program.

Credit Underwriting – The loan pre-approval process where it is determined whether a project is feasible given the financing mechanisms available.

Development – Also known as a project or property, a development is any work or improvement located or to be located in the state, including real property, buildings, and any other real and personal property designed and intended for the primary purpose of providing decent, safe, and sanitary residential housing for persons or families, whether new construction, the acquisition of existing residential housing, or the remodeling, improvement, rehabilitation, or reconstruction of existing housing, together with such related non-housing facilities as Florida Housing determines to be necessary, convenient, or desirable.

Elderly – Persons 62 years of age or older. With respect to the State Apartment Incentive Loan and HOME programs, persons meeting the Federal Fair Housing Act requirements for elderly are considered elderly.

Essential services personnel – Persons in need of affordable housing who are employed in occupations or professions in which they are considered essential services personnel by the county or municipality, including but not limited to, local school and college educators, child care workers, police and fire employees, health care personnel and skilled building trades personnel.

Extremely low income – When one or more natural persons or a family has a total annual gross income that does not exceed 30 percent of the median annual adjusted income for households within the state; Florida Housing Finance Corporation may adjust this amount annually by rule to provide that in lower income counties, extremely low income may exceed 30 percent of area median income and that in higher income counties, extremely low income may be less than 30 percent of area median income.

Farmworker – A laborer who is employed on a seasonal, temporary, or permanent basis in the planting, cultivating, harvesting, or processing of agricultural or aquacultural products and who derived at least 50 percent of her or his income in the immediately preceding 12 months from such employment.

Florida Homeownership Assistance Program (HAP) – The program established pursuant to section 420.5088, F.S. for the purpose of providing subordinated loans to eligible borrowers for down payment or closing costs or for permanent loans related to the purchase of the borrower's primary residence. The program also provides subordinated loans to nonprofit sponsors or developers for construction financing of housing to be offered for sale to eligible borrowers as a primary residence at an affordable price.

HOME Investment Partnerships Program – A federally funded rental and homeownership program administered in accordance with the goals of the Consolidated Plan. Funds are provided to local participating jurisdictions and the state, and may be used for acquisition, construction, rehabilitation, conversion and reconstruction of low income single and multifamily housing.

Homeless – An individual or family who lacks a fixed, regular and adequate nighttime residence, or an individual or family with a residence that: is a supervised shelter or institution that provides temporary living accommodations, or is a public or private place not designed for, or ordinarily used as, as regular sleeping accommodation for human beings. The term does not refer to any individual imprisoned or otherwise detained pursuant to state or federal law.

Local Government Housing Trust Fund – The trust fund established pursuant to Section 420.9079 F.S.

Local Housing Assistance Plan - A concise description of the local housing assistance strategies and local housing incentive strategies adopted by local government resolution with an explanation of the way in which the program meets the requirements of sections 420.907-420.9079, F.S. and Florida Housing rule. Local governments applying for SHIP funding are required to submit an annual Local Housing Assistance Plan to Florida Housing for review and approval.

Low income person or household – When one or more natural persons or a family has a total annual gross income that does not exceed 80 percent of the median annual income adjusted for family size for households within the metropolitan statistical area, the county, or the metropolitan median for the state, whichever amount is greatest.

Land use restriction agreement – An agreement between Florida Housing, the trustee and the developer restricting the use of the development (e.g., maintaining the affordability of the units for low income households for a certain number of years).

Moderate income person or household – When one or more natural persons or a family has a total annual gross income that does not exceed 120 percent of the median annual income adjusted for family size for households within the metropolitan statistical area, the county, or the metropolitan median for the state, whichever amount is greatest.

Predevelopment Loan Program (PLP) – The program established pursuant to Section 420.523 F.S. for the purpose of providing financial and technical assistance to local governments, housing authorities, and not-for-profit organizations that will provide for the sponsorship of housing to be financed by federal, state, local or private resources.

Rehabilitation – Repairs or improvements to an existing structure which are needed for safe or sanitary habitation, correction of substandard code violations or the creation of additional living space.

Real property – All lands, including improvements and fixtures thereon and property of any nature appurtenant thereto or used in connection therewith, and every estate, interest, and right, legal or equitable, therein, including terms of years and liens by way of judgment, mortgage, or otherwise and the indebtedness secured by such liens.

Single room occupancy (SRO) – Housing consisting of single room dwelling units that is the primary residence of its occupant(s). An SRO does not include facilities specifically designed for students.

State Apartment Incentive Loan Program (SAIL) – The program established pursuant to Section 420.5087 F.S. for the purpose of providing first, second or other subordinated mortgage loans or loan guarantees to sponsors, including for-profit, non-profit, and public entities, to provide housing affordable to very low income persons.

State Housing Initiatives Partnership Program (SHIP) – The program established pursuant to Section 420.9072 F.S. for the purpose of providing funds to counties and eligible municipalities as an incentive for the creation of local housing partnerships, to expand the production of and preserve affordable housing, to further the housing element of the local government comprehensive plan specific to affordable housing, and to increase housing-related jobs.

State Housing Trust Fund – The trust fund established pursuant to Section 420.0005 F.S.

Substandard – Any unit lacking complete plumbing or sanitary facilities for the exclusive use of the occupants; 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 a unit that has been declared unfit for human habitation but that could be rehabilitated for less than 50 percent of the property value.

Technical assistance – The PLP Program provides technical advisory services through third party contracts. These services include formulation of a Development Plan consisting of a preliminary budget, timeline, and predevelopment activities necessary to obtain construction and permanent financing for the development, and a determination to the extent possible, the amount of PLP funds expected to be needed.

Very low income person or household – When one or more natural persons or a family has a total annual gross income that does not exceed 50 percent of the median annual income adjusted for family size for households within the metropolitan statistical area, the county, or the metropolitan median for the state, whichever amount is greatest.

Workforce housing – Housing affordable to natural persons or families whose total annual household income does not exceed 140 percent of area median income, adjusted for household size, or 150 percent of area median income in the Florida Keys.

## FREQUENTLY USED ACRONYMS

AHSC – Affordable Housing Study Commission  
AMI – Area median income  
CFR – Code of Federal Regulations  
CHDO – Community housing development organization  
DEO – Florida Department of Economic Opportunity  
FHFC – Florida Housing Finance Corporation  
FMR – Fair market rent  
ELI – Extremely low income  
ESP – Essential services personnel  
HAP – Florida Homeownership Assistance Program  
HOME – HOME Investments Partnership Program  
HUD – U.S. Department of Housing and Urban Development  
LHAP – Local housing assistance plan  
LURA – Land use restriction agreement  
MSA – Metropolitan statistical area  
PHA – Public housing authority  
PJ – Participating jurisdiction  
PLP – Predevelopment Loan Program  
RD – Rural Development (section of U.S. Department of Agriculture)  
SAIL – State Apartment Incentive Loan Program  
SHIP – State Housing Initiatives Partnership Program  
SRO – Single room occupancy  
TA – Technical assistance