

**Volusia County Affordable Housing Advisory Committee**  
**Agenda**  
**Wednesday, June 22, 2022 at 3:00 p.m.**  
**The Frank T. Bruno, Jr. County Council Chambers, Room 204**  
**Thomas C. Kelly Administration Center**  
**123 W Indiana Ave, Deland, FL**

**Board Members**

Anne Evans, Chair  
D.J. Lebo, Vice-Chair  
Waylan Niece, Secretary  
Mark Billings  
Barbara Girtman  
Peggie Hart  
Sue Odena  
Sarah Ulrich  
Dawson Walker

**Staff**

Carmen Hall, Community Assistance Director  
Corry Brown, Special Projects Coordinator  
Andrea Kerr, Assistant County Attorney

**Call to order:** Anne Evans, Chair

**Roll Call:** Corry Brown

**Public Participation**

Public participation is encouraged on matters on the agenda. If you desire to be recognized by the chair, please fill out a request form and present it to one of the staff members present. Public comment on issues on the agenda or public participation shall be limited to three minutes.

**Item 1 – Previous Meeting Minutes**

The AHAC will review and discuss the draft minutes for May 18, 2022.

**Item 2 – Affordable Housing Plan**

The AHAC will review and discuss the draft affordable housing plan that was made available to the public. They will make recommendations for the final plan.

**Item 3 – AHAC Report – Affordable Housing Incentive Strategies**

AHAC will discuss the Affordable Housing Incentive Strategies report. The following is attached for reference:

- Local Housing Incentive Strategies Status

**Item 4 – One Year Annual Action Plan**

The AHAC will be provided with an update on the One Year Annual Action Plan.

**Item 5 – Meeting Schedule**

The AHAC will review the updated meeting schedule.

**Discussion by board members of matters not on the agenda**

## **Items for staff discussion**

### **Adjournment**

#### **NOTICE UNDER THE AMERICANS WITH DISABILITIES ACT (TITLE II)**

*In accordance with the requirements of Title II of the Americans with Disabilities Act of 1990 ("ADA"), the County of Volusia ("County") will not discriminate against qualified individuals with disabilities on the basis of disability in its services, programs, or activities. Anyone who requires an auxiliary aid or service for effective communication, or a modification of policies or procedures to participate in a program, service, or activity of County, should contact the office of the County's ADA Title II Coordinator, Jim Corbett, at (386) 248-1760 as soon as possible but no later than 2 business days before the scheduled event or meeting. This paragraph shall likewise apply to written requests by a physically handicapped person needing a special accommodation to attend a public meeting in accordance with section 286.26, Florida Statutes.*

*A copy of the County's Notice under the Americans with Disabilities Act (Title II) can be obtained at <http://www.volusia.org/ada> or requested from the County's ADA Title II Coordinator at the telephone number listed above.*

**Minutes**  
**Volusia County Affordable Housing Advisory Committee**  
**Emergency Operations Center**  
**3825 Tiger Bay Road, Daytona Beach**  
**Wednesday, May 18, 2022 at 3:00 p.m.**

**Board Members**

Anne Evans, Chair  
D.J. Lebo, Vice-Chair  
Waylan Niece, Secretary  
Mark Billings  
Barb Girtman  
Peggie Hart  
Sue Odena  
Sara Ulrich  
Dawson Walker

**Housing and Grants Administration Staff**

Carmen Hall, Community Assistance Director  
Corry Brown, Special Projects Coordinator  
Andrea Kerr, Assistant County Attorney

**Call to order:** Chair Evans called the meeting to order at 3:04 p.m.

**Roll Call:** Corry Brown called the role. Dawson Walker was not present. Sue Odena and Barb Girtman were not present at the time of the roll call, but arrived later. Sue Odena arrived at 3:15pm and Barbara Girtman arrived at 3:23pm. Waylan Niece was not able to attend in person, but was participating virtually. A motion was made by D.J. Lebo to allow Mr. Niece to participate virtually. The motion was seconded by Peggie Hart and passed unanimously with five members present. All other members were present and there was a physical quorum.

**Item 1 – Previous Meeting Minutes**

A motion was made by D.J. Lebo to approve the minutes from the April 13, 2022 meeting. The motion was seconded by Peggie Hart and passed unanimously with five members present.

**Item 2 – Affordable Housing Plan**

Carmen Hall, Community Assistance Director, reviewed the Affordable Housing Draft Plan and that had been provided to the AHAC the week prior to review. She asked if there was any feedback or comments that the committee would like to discuss regarding the draft plan. The members had a discussion in regards to formatting, what aspects should be highlighted throughout the plan, and certain topics that could be changed. For formatting, the members agreed that a two page graphic summary was a good idea and that they would like to see it added. The aspects that they believed should be highlighted more thoroughly included Community Land Trusts, a Housing Trust Fund and homeownership.

Sarah Ulrich brought up the topic of homeownership rather than rental housing as the draft plan emphasized rental properties. A discussion ensued and members agreed that the topic could be highlighted more throughout. Some gave feedback to certain action steps and outcomes, saying that some were a stretch in the timeframe. There was also feedback as

to adding specific monetary goals. Chair Anne Evans emphasized trying to be more strategical rather than tactical. D.J. Lebo also pointed out that some of the tenses throughout the plan were not cohesive so that was something she asked staff to look at and revise. Overall, the members stated that they were pleased with the direction of the plan and looked forward to seeing a completed draft. A motion was made by D.J. Lebo to approve the draft as it is knowing that updates would be made. The motion was seconded by Sue Odena and passed unanimously with seven members present. Once the discussion ended, Carmen Hall, explained that the draft plan would be completed and available to the public.

### **Item 3 – AHAC Report – Affordable Housing Incentives Strategies**

Corry Brown, Special Projects Coordinator, gave a presentation on the overview of what the Affordable Housing Incentives Strategies Report is and the roles of the AHAC in completing the report. Chair Evans suggested looking at the Affordable Housing Plan strategies listed to see where they fall in the incentives. Staff was asked to create a document to show how the strategies intersect with the incentives for the next AHAC meeting on June 22, 2022.

### **Item 4 – Meeting Schedule**

Corry Brown, Special Projects Coordinator, discussed the proposed meeting schedule that was provided to the members. Chair Evans suggested adding meetings in July and August. Barb Girtman agreed as she stated that the issue of affordable housing is so critical right now with the public that meetings are needed. The members discussed different weeks to have the meetings and the question came up in regards to whether meetings could be held virtually for members or what the rules were for missing meetings. Andrea Kerr, Assistance County Attorney, stated that we could only have a virtual meeting if there was a state of emergency as there was previously due to the Covid-19 pandemic, but if a member needed to participate virtually due to an extenuating circumstance, they could do so.

### **Items for staff discussion**

Carmen Hall brought up the public meeting for the draft affordable housing plan to see if the members had preference for date or time. She explained that staff was planning on either the June 15<sup>th</sup> or the 16<sup>th</sup>. There was concern about other county events happening around those dates, it was agreed that staff would take a further look and determine the best date and notify the AHAC. Ms. Hall asked the members about whether an afternoon meeting, likely around 3 p.m. would be best, she noted that the meeting would also be held virtually for the public. Several members stated that they would prefer an evening meeting, 5 p.m. to 7 p.m. as it allows for more of the public to attend as this is a critical topic.

### **Adjournment**

The meeting was adjourned at 4:14 p.m.

**Volusia County  
Affordable Housing Initiative  
The Path Forward – Strategies for Success  
Five-Year Plan  
2022-2027**

“There is no ONE silver bullet.

There is no ONE solution to affordable workforce housing.”

- Mark Wilson, President and CEO Florida Chamber of Commerce

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## Introductory Letter

Dear County Council,

The Affordable Housing Advisory Committee (AHAC) appreciates your efforts in addressing the issue of affordable housing. By prioritizing affordable housing, a systemic methodology, based on education and participation, has led to the development of the Volusia County Affordable Housing Plan. This five-year plan prioritizes resources expansion, effective communication, and ways to maximize cost and time savings. AHAC thanks the Volusia County Council for their leadership and is proud to offer this plan as a culmination of their efforts.

In 2021, the affordable housing initiative kicked off with an Affordable Housing Workshop, held by county council, to review the community need and discuss what was being done. Following the workshop, five webinars were held throughout the summer where expert panelists shared information about various issues surrounding affordable housing. A series of virtual interactive sessions followed, and additional experts offered their experiences with affordable housing plans, tools, and funding. The year concluded with a Housing Summit at the county's Ocean Center. With over 150 attendees in person and 68 participants online, discussions were facilitated by panels of experts from around the state of Florida. Lastly, affinity groups were established, led by members of the Affordable Housing Advisory Committee, to discuss priorities and establish strategies in 3 categories - community land trusts, funding, and land development regulations. Plans were developed from the affinity groups' recommendations by county staff and forwarded to our committee for review and approval. Knowing that there is no one solution for providing affordable housing, this plan represents a toolbox of strategies to build more affordable housing opportunities for the citizens of Volusia County.

The membership of AHAC appreciates everyone who has taken part in this process and look forward to continued partnerships that will allow the recommendations outlined in this plan to become reality.

Sincerely,

Anne Evans

Affordable Housing Advisory Committee Chair

## Graphic Summary

This section will be turned in to a two-page graphic summary

### Title

Affordable Housing Initiative

The Path Forward – Strategies for Success

Five-Year Plan

### Introduction

*The Path Forward – Strategies for Success* is a compilation of recommendations that aim to increase the availability of affordable housing in Volusia County. The recommendations originated from the Affordable Housing Initiative that incorporated industry experts, community leaders, private sector representatives, non-profit representatives and Volusia County citizens. The five-year plan addresses strategies that will help remove barriers, increase resources and focuses on the importance of communication.

### Priorities

Throughout the months-long process there were three recurring priorities that consistently arose in discussions. At least one, if not all, will enhance each recommended strategy in the plan. Below is a description of each priority and an easy-reference icon for use while reviewing the document.

#### Resource Expansion



Prioritizing resource expansion allows for the discovery of new ideas and concepts that are compatible with, and build upon, previously used methods to increase the supply of affordable housing. Resource expansion includes exploration of innovative funding opportunities and identification of surplus property suitable for the development of affordable housing.

#### Maximize Cost & Time Savings



Collaborative efforts between the county, municipal partners, non-profit organizations, and housing developers can increase the efficiency and cost effectiveness of affordable housing development if regulations and processes are streamlined to prioritize increasing and preserving the supply of affordable housing stock. Programs can be developed to perpetuate the affordability of assisted housing by implementing program policies that require it.

#### Effective Communication



Effective communication between all parties invested in increasing and preserving affordable housing is imperative for success. Communication strategies include encouraging community participation in affordable housing initiatives, educating the public about programs, plans, and policies and involving municipalities in every step of the process. Tracking and sharing milestones via consistent and periodic updates to a community dashboard report will allow everyone to stay informed about Volusia County's programs.



## **The Path Forward – Strategies for Success**

Create a Community Land Trust

Maximize existing funding streams

Create an environment supportive of new affordable housing development

Actively support new state and federal funding to create new affordable housing capacity

Create an Affordable Housing Trust Fund

Modify the comprehensive plan to include an affordable housing review team

Modify the comprehensive plan to include an affordable housing zoning overlay

Modify the comprehensive plan to include options for fee waivers and deferrals and density bonuses

Create an Affordable Housing Ordinance and modify the comprehensive plan to clearly delineate the support available to developers of affordable housing

Allow for reasonable administrative modification to zoning requirement for affordable housing projects

Note:

While this document is intended to be a five-year plan, it will evolve as progress is made, new topics emerge, and future direction is needed. The Affordable Housing Advisory Committee (AHAC) will review the recommendations on an annual basis to ensure the strategies remain in alignment with its original intent. The AHAC will review recommended changes to action steps, timelines or outcomes to ensure the recommendation remain relevant to the issue.

## **Closing**

Housing is a basic community need that benefits everyone if there is an adequate supply. *The Path Forward – Strategies for Success* is an outline of the recommended steps necessary to attain that benefit and offers guidance on how to support efforts to increase or maintain affordable housing in Volusia County. Please read the full plan by visiting <https://www.Volusia.org>.

## Path Forward Strategies

*The Path Forward – Strategies for Success* is a compilation of recommendations that aim to increase the availability of affordable housing in Volusia County. The recommendations originated from the Affordable Housing Initiative that incorporated industry experts, community leaders, private sector representatives, non-profit representatives, and Volusia County citizens. Throughout the months-long process, there were three recurring priorities that consistently arose in discussions. At least one, if not all, will enhance each recommended strategy in the plan. Below is a description of each priority and an easy-reference icon for use while reviewing the document. While reviewing the document you will notice the icons beside each strategy indicating the priority.



### Resource Expansion

The resources currently available and being utilized to address the need for affordable housing in Volusia County are not enough to fill the gap. Prioritizing resource expansion allows for the discovery of new ideas and concepts that are compatible with, and build upon, previously used methods to increase the supply of affordable housing. Resource expansion includes exploration of innovative funding opportunities and identification of surplus property suitable for the development of affordable housing. Public and private resources are needed to make meaningful strides toward creating and preserving housing for our residents.



### Maximize Cost & Time Savings

When the development of affordable housing is incentivized through the use of cost and time savings for all parties, investments will follow. Collaborative efforts between the county, municipal partners, non-profit organizations, and housing developers can increase the efficiency and cost of affordable housing development if regulations and processes are streamlined to prioritize increasing and preserving the supply of affordable housing stock. In addition to expanding development by striving to save investors and developers time and money, programs can be developed to perpetuate the affordability of assisted housing by implementing program policies that require it and by implementing programs that seek to maintain existing housing stock.



### Effective Communication

Effective communication between all parties invested in increasing and preserving affordable housing is imperative for success. Communication strategies include encouraging community participation in affordable housing initiatives, educating the public about programs, plans, policies, and involving municipalities in every step of the process. A good communication plan also includes informing developers about available incentives to encourage the construction of new units, broadcasting opportunities to those in need of affordable housing programs, and notifying municipalities of programs, strategies, and opportunities that they can be involved in. Tracking and sharing milestones via consistent and periodic updates to a community dashboard report will allow everyone to stay informed about Volusia County's programs.

## A. Create a Community Land Trust



There are several reasons why local governments are exploring new methods to preserve the affordable housing stock in their communities. Previously subsidized housing units are being removed from the affordable housing stock when the homes are resold or when the affordability period of those homes expires, the recaptured subsidy from those units is not enough to help the next homebuyer, and increasing housing prices are outpacing income. Because of these reasons, many local governments are becoming increasingly interested in Community Land Trusts (CLT) to use as a tool to assist with replenishing the affordable housing inventory.

A CLT entity is a non-profit organization that provides a vehicle that separates a housing unit from the land it is built on for the purpose of transferring title to the unit without selling the land. A lease, traditionally a renewable 99-year lease, for the land accompanies the sale of a CLT owner-occupied home or rental unit. By retaining ownership of the land, the CLT can ensure that the property remains part of the community's affordable housing inventory. Permanent affordability is accomplished by restricting resale to income eligible buyers, limiting the resale price, giving the CLT the right to repurchase the housing unit, and limited property taxes to those assessed on the housing unit – not including the property.

While a CLT can be used for rental and homeownership, the benefits of CLT homeownership for the individual homeowner are many. The price of the home is more affordable and makes homeownership attainable for lower-income families, there is a return of equity upon resale of the property, mortgage interest payments are tax deductible, and homestead exemptions are allowable.

The community benefits from the use of a CLT in that it creates permanent affordable housing, it can provide an alternative to renting and therefore a bridge to fee simple homeownership. CLTs also complement other affordable housing tools and strategies by maximizing the use of surplus lands for affordable housing. CLTs can also contribute to equitable redevelopment and help stabilize declining or disinvested neighborhoods.

### Timeframe and Action Steps

#### Year 1 –

- Develop and issue a competitive solicitation, seeking proposals from organizations that will partner with the county in the formation of a CLT in Volusia County
- Receive and evaluate submitted proposals and make recommendations

#### Year 2 –

- Make an award, and if required, establish local CLT governance membership and local governance language, i.e. by-laws, incorporation documents, etc.

#### Year 3 –

- Work with local partners to identify land to add to the CLT's portfolio and begin developing housing units and housing income-qualified households

Year 4 –

- Evaluate and monitor the success of the CLT to incorporate changes as needed
- Continue to work with local partners to identify land as it becomes available to add to the CLT's portfolio, develop housing units, and house income-qualified households

Year 5 –

- Continue to work with local partners to identify land as it becomes available to add to the CLT's portfolio, develop housing units, and house income-qualified households
- Evaluate and monitor the success of the CLT to identify the next 5-year outcomes

#### Outcomes

- A solicitation issued for creation of a new or expansion of existing CLT
- An award made for creation of a new or expansion of existing CLT
- A CLT operating in Volusia County with local governance
- Available land identified to develop CLT owner-occupied housing units for low-income households. A numeric goal will be determined at a later date based on proposals received.
- Available land identified to develop CLT rental housing units for low-income households. A numeric goal will be determined at a later date based on proposals received.
- Completed CLT projects monitored to ensure ongoing affordability and benefit to income-qualified households

#### **B. Maximize existing funding streams for the highest and best use to preserve and create new affordable housing capacity**



Volusia County receives and administers a variety of state and federal funding streams focused on affordable housing. Many of the funding sources include very specific guidelines regarding the use of the funds that include eligibility criteria, required allocations earmarked specifically for homeownership, and other administrative requirements. Moving forward, budget priorities will reflect that affordable rental housing and preserving housing stock have been identified as critical. The priorities can be implemented through strategic changes to the process of administering and allocating affordable housing funding sources. Budget allocations of affordable housing funding sources will meet all state and federal requirements, but as allowable, will focus on meeting the rental development need through funding developers and the preservation need through rehabilitation programs. Preserving owner-occupied housing stock by implementing a rehabilitation program includes providing substantial rehabilitation, emergency repair, and wind hazard mitigation to income-qualified households.

#### Timeframe and Action Steps

Year 1 –

- Develop, issue, and award solicitations for the development of multi-family rental housing units by using available HOME-ARP, HOME, and SHIP program income

- Develop and implement a program to eliminate the owner-occupied rehabilitation waitlist, determine eligibility of households & projects, and develop, issue, and award solicitation for projects

Year 2 –

- Complete and monitor awarded contract for multi-family rental housing units
- Implement and monitor awarded contract for owner-occupied rehabilitation waitlist program
- Develop, issue, and award solicitations for rental and preservation as funding permits by combining available funding sources and cost-saving tools

Year 3 –

- Implement ongoing monitoring schedule of completed projects for multi-family rental housing units
- Complete and monitor awarded contract for owner-occupied rehabilitation waitlist program
- Develop, issue, and award solicitations for rental and preservation as funding permits by combining available funding sources and cost-saving tools

Year 4 –

- Continue to implement ongoing monitoring schedule of completed projects for multi-family rental housing units
- Implement ongoing monitoring schedule for owner-occupied rehabilitation waitlist program
- Develop, issue, and award solicitations for rental and preservation as funding permits by combining available funding sources and cost-saving tools

Year 5 –

- Continue to implement ongoing monitoring schedule of completed projects for multi-family rental housing units
- Continue to implement ongoing monitoring schedule for owner-occupied rehabilitation waitlist program
- Develop, issue, and award solicitations for rental and preservation as funding permits by combining available funding sources and cost-saving tools
- Evaluate and monitor the success of the implemented strategy to identify the next 5-year outcomes

Outcomes

- Rate of affordable housing funding sources dedicated to rental development increased by 10% in fiscal year 2022/23 compared to prior year
- HOME-ARP, HOME, and SHIP program income solicitations awarded for the development of rental units
- Awards provided to all eligible households that are on the current owner-occupied rehabilitation waitlist
- Projects completed for all awarded households that are on the current owner-occupied rehabilitation waiting list
- Wind hazard mitigation and emergency repairs provided to 40 households per year

- 10 new affordable housing units created per year
- Solicitations awarded for rental and preservation
- Completed projects monitored to ensure ongoing affordability and benefit to income-qualified households

**C. Create an environment supportive of new affordable housing development through effective communication and collaboration.**



Public support is critical to the success of any effort to create and preserve affordable housing and is a key component of project review and approval. While a significant majority of Americans believe that housing affordability remains a problem, many cities, towns, and counties have difficulty building support for affordable housing initiatives and developments. Affordable housing projects can sometimes be held back or can lose valuable grant funding opportunities as "Not in My Backyard" or NIMBY groups often seek to stall the construction of new affordable housing units in their area. In contrast, public support can lead to a pro-housing movement known as "Yes in My Backyard" or YIMBY. Localized YIMBY groups advocate for smart ways to increase the supply of affordable housing.

In order to create an environment supportive of new affordable housing development, Volusia County plans to implement a multi-faceted approach of broad communication. Priority steps to this approach include involving community members in the process before decisions are made, developing strategies to manage opposition through planning, communications, and relationship building, developing informational resources to provide facts that can be used to dispel misperceptions, and illustrate the need for affordable housing by linking important outcomes, such as health, education, and community and economic development. Building support and partnerships with the public, municipalities, businesses, and non-profit organizations with aligning priorities will increase the county's ability to leverage affordable housing tools and resources.

This strategy will become increasingly important if Volusia County incorporates House Bill 1339 into its affordable housing strategies. House Bill 1339 was approved by the Florida Legislature in 2020 and was incorporated into Chapter 125.01055, Florida Statutes. It allows affordable housing in all residential, commercial, and industrial zoning classifications. The new law essentially allows the local governments to override their comprehensive plan and land planning regulations in the interest of affordable housing.

Another important component to communication is maintaining an active and relevant plan. While this document is intended to be a five-year plan, it will evolve as progress is made, new topics emerge, and future direction is needed. The Affordable Housing Advisory Committee (AHAC) will review the recommendations on an annual basis to ensure the strategies remain in

alignment with their original intent. The AHAC will review recommended changes to action steps, timelines, or outcomes to ensure the recommendation remain relevant to the issue.

### Timeframe and Action Steps

#### Year 1 –

- Develop and implement a communication plan for “The Path Forward – Strategies for Success” Five-Year Plan to distribute in the community and shift the narrative
- Develop and implement a dashboard to report progress on a quarterly basis

#### Year 2 –

- Develop a methodology to utilize House Bill 1339 to increase affordable housing stock
- Analyze new affordable housing projects to identify who is opposing them and what they are opposing
- Develop and implement a communication plan for county-sponsored affordable housing projects
- Create a list of advocates to support projects
- Continue reporting on the dashboard

#### Year 3 –

- Continue to implement and evaluate the communication plans
- Monitor and provide continuous reporting on the dashboard
- Analyze new affordable housing projects to identify who is opposing them and what they are opposing
- Maintain list of advocates to support projects

#### Year 4 –

- Continue to implement and evaluate the communication plans
- Monitor and provide continuous reporting on the dashboard
- Analyze new affordable housing projects to identify who is opposing them and what they are opposing
- Maintain list of advocates to support projects

#### Year 5 –

- Continue to implement and evaluate the communication plans
- Monitor and provide continuous reporting on the dashboard
- Analyze new affordable housing projects to identify who is opposing them and what they are opposing
- Maintain list of advocates to support projects
- Evaluate success of the dashboard and create plan for improvement
- Evaluate and monitor the success of the strategy to identify the next 5-year outcomes

### Outcomes

- Progress toward affordable housing milestones tracked and reported through a web page dashboard
- A communication plan for “The Path Forward – Strategies for Success” Five-Year Plan
- An annual review of “The Path Forward – Strategies for Success” Five-Year Plan by AHAC with recommendations, if applicable

- Methodology to utilize House Bill 1339 to increase affordable housing stock
- Analysis of new affordable housing projects supported by the county, identifying opposition
- Communication plan for new affordable housing projects supported by the county
- List of advocates to support projects
- Increased affordable housing education for the public
- Increased awareness of local opportunities available to affordable housing developers
- Increased awareness of incentives available to affordable housing developers
- Increased community participation

#### **D. Actively support new state and federal funding to create new affordable housing capacity**



There are funding opportunities at the state and federal level that could support Volusia County's "The Path Forward – Strategies for Success" Five-Year Plan to preserve or develop affordable housing capacity. The county should actively monitor these opportunities and consider supporting proposals from developers when funding aligns with local strategies. Many funding opportunities show preference toward proposals with local support or specific grant funds dedicated to the project. Additionally, supporting projects that are seeking multiple funding sources will leverage the limited affordable housing resources available to the county, ultimately lowering per-unit cost and allowing more projects and units to be assisted.

Competitive funding opportunities include, but are not limited to Low Income Housing Tax Credits (LIHTC) and State Apartment Incentive Loan (SAIL). Non-competitive funding opportunities include, but are not limited to the Section 108 Loan program, Hurricane Recovery, non-competitive 4% LIHTC, and Multifamily Mortgage Revenue Bonds (MMRB). Specific incentives for developers include FHA fixed-rate construction loans and construction of mixed use developments which allow for a revenue source that can offset the lack of revenue generated by low-income housing.

##### Timeframe and Action Steps

Year 1 –

- Develop and implement a methodology to monitor and evaluate opportunities
- Competitively solicit proposals from developers when local resources can be allocated to support additional funding

Year 2 –

- Develop and implement a process to support proposals that align with local strategies for any newly identified funding sources
- Competitively solicit proposals from developers when local resources can be allocated to support additional funding

Year 3 –



- Continue to implement and monitor a process to support proposals that align with local strategies for any newly identified funding sources
- Competitively solicit proposals from developers when local resources can be allocated to support additional funding

Year 4 –

- Continue to implement and monitor a process to support proposals that align with local strategies for any newly identified funding sources
- Competitively solicit proposals from developers when local resources can be allocated to support additional funding

Year 5 –

- Continue to implement and monitor a process to support proposals that align with local strategies for any newly identified funding sources
- Competitively solicit proposals from developers when local resources can be allocated to support additional funding
- Evaluate and monitor the strategy to identify the next 5-year outcomes

### Outcomes

- A new methodology to monitor and evaluate opportunities
- Competitive solicitations when local resources can be allocated to support additional funding
- Implementation of a process to support proposals that align with local strategies for any newly identified funding sources
- Increased funding opportunities for developers of affordable housing
- Support of new affordable housing projects that leverage county funds with newly identified funding sources
- Completed projects monitored to ensure ongoing affordability and benefit to income-qualified households

## **E. Create an Affordable Housing Trust Fund**



The popularity of housing trust funds is attributable in large part to their inherent flexibility. They can be designed to serve the most critical housing needs in each community, whatever those may be – from establishing long-term affordable rental housing for families with the lowest incomes to supporting homeownership. Funds can be used for funding new construction as well as rehabilitation that can revitalize neighborhoods.

Housing trust funds are distinct funds established by city, county, or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for families and individuals to access decent affordable homes. Housing trust funds systemically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue.

This plan recommends the creation of a new dedicated funding source for the preservation or development of affordable housing. This resource could be used to leverage other funding sources. The primary focus of the affordable housing trust fund will be used to fund multi-family or single-family rental properties through affordable housing developers. Funding will be awarded based on set criteria that ensures projects align with local strategies, with preference given to proposals that are close to amenities and have matching funds available resulting in the lowest cost per unit to the county.

#### Timeframe and Action Steps

Year 1 –

- Discuss and receive direction on possible development of an affordable housing trust fund structure, ordinance, policy, and funding source(s)

Year 2 –

- Seek additional funding source(s) opportunities
- If funds are available in the Affordable Housing Trust Fund, implement housing activities with funds through countywide programs or competitive solicitation(s)

Year 3 –

- Continue to seek additional funding source(s) opportunities
- If funds are available in the Affordable Housing Trust Fund, implement housing activities with funds through countywide programs or competitive solicitation(s)

Year 4 –

- Continue to seek additional funding source(s) opportunities
- If funds are available in the Affordable Housing Trust Fund, implement housing activities with funds through countywide programs or competitive solicitation(s)

Year 5 –

- Continue to seek additional funding source(s) opportunities
- If funds are available in the Affordable Housing Trust Fund, implement housing activities with funds through countywide programs or competitive solicitation(s)
- Evaluate and monitor the strategy to identify the next 5-year outcome

#### Outcomes

- An ordinance establishing a Volusia County Affordable Housing Trust Fund separate from the grant funds used to address affordable housing
- Plan for continuous evaluation of funding opportunities
- Award of Affordable Housing Trust Fund resources to support projects which increase the stock of affordable housing using a competitive solicitation process
- Implementation of countywide program(s) which increase or preserve the stock of affordable housing with Affordable Housing Trust Fund resources
- Completed projects monitored to ensure ongoing affordability and benefit to income-qualified households

**F. Modify the comprehensive plan to include an affordable housing review team to decrease the time and expense to build affordable housing.**



One way to maximize cost and time savings is to create certainty. Developer costs can be decreased if certainty is built into schedules. There are multiple reviews and reviewers for multiple permits, and affordable housing developers are often not sure of the process, what incentives may be available, or how long it will take to get through the review process. These concerns can be alleviated by getting all the stakeholders in the room at the beginning of the process to outline the path forward and solidify incentives. Then, a dedicated affordable housing team can be utilized to help achieve the goals set forth for the project.

The initial step to begin the process will be a pre-application meeting. The initial meeting will be attended by, at a minimum, the affordable housing developer and the county's affordable housing review team. Additional interested parties will be invited, including affected municipalities, the school district, the Department of Health, and other outside organizations who will be reviewing the project. During the meeting, a project schedule, required submittals, fees, and incentives will be established. The meeting will provide a clear understanding of how to move forward collaboratively and seamlessly through the approval process for the benefit of affordable housing recipients. As projects move forward, the affordable housing review team will utilize a collaborative review process that includes concurrent and time-specific deadlines.

In order to provide the enabling policy structure, the county's comprehensive plan will need to be modified. The comprehensive plan provides the overarching guidance for county policies and programs. After the comprehensive plan is modified to incorporate the concept of consolidated, incentivized reviews, the land development regulations will need to be revised to provide the step-by-step process for affordable housing team meetings, stakeholder participation, allowable incentives, administrative authority, and overall process.

**Timeframe and Action Steps**

Year 1 –

- Draft Comprehensive Plan changes and affordable housing ordinance

Year 2 –

- Complete Public Hearing process and present to County Council for approval

Year 3 –

- Implement new affordable housing ordinance and affordable housing review team

Year 4 –

- Implement new affordable housing ordinance and affordable housing review team

Year 5 –

- Implement and evaluate the strategy to identify the next 5-year outcomes

## Outcomes

- Updated comprehensive plan that addresses the county's commitment to affordable housing
- New affordable housing ordinance that outlines the regulatory review process for affordable housing projects
- Projects that utilize the affordable housing review team process per year. A numeric goal will be determined at a later date.

## **G. Modify the comprehensive plan to include an affordable housing zoning overlay to encourage affordable housing development in identified geographic areas.**



Affordable housing developers are successful when they work in collaboration with communities to target areas for affordable housing projects. These areas should be located along transit lines, near employment centers, close to shopping, and should provide easy access to essential services for those who utilize affordable housing. A targeted area would allow Volusia County and its municipalities to pool their resources in areas where affordable housing is most needed to help create a thriving community. While it is recognized that new affordable housing developments should be located in urban areas with the established infrastructure, it is necessary to provide a balance throughout the county and the municipalities to create individual affordable and workforce housing units for all residents. The county and its municipalities should prioritize their financial resources and gap funding for new affordable housing developments in areas identified through a targeted area map or an affordable housing zoning overlay; however, they should be open to innovative alternatives outside of the zoning overlay that can increase affordability options throughout the county.

## Timeframe and Action Steps

Year 1 –

- Determine the areas of highest need for affordable housing, utilizing the best available data

Year 2 –

- Meet with affordable housing experts, municipalities, community residents, and businesses to refine the proposed overlay

Year 3 –

- Draft the comprehensive amendment outlining the overlay
- Obtain County Council approval

Year 4 –

- Implement the new affordable housing zoning overlay to prioritize affordable housing projects

Year 5 –

- Implement and evaluate the strategy to identify the next 5-year outcomes

## Outcomes

- Updated comprehensive plan that addresses the county's commitment to affordable housing
- Zoning overlay established that targets priority areas for affordable housing projects
- Projects that are prioritized by utilizing the zoning overlay per year. A numeric goal will be determined at a later date.

## **H. Modify the comprehensive plan to include options for fee waivers and deferrals and density bonuses for affordable housing projects**



County fee schedules are complex and sometimes difficult for developers to understand what their total cost commitment to an affordable housing project may be. It is important for affordable housing developers to understand the total costs at the front end of the planning process. The cost of development sometimes exceeds the ability for developers to fund the entire cost. In addition to land acquisition, design fees, and construction costs, developers are required to pay application fees, permit fees, impact fees, mitigation fees, and inspection fees. Waivers and/or deferrals of some fees help developers to justify their commitments to affordable housing initiatives. Density bonuses can also provide a mechanism for developers to recoup their losses through the ability to build more units than are typically allowed.

## Timeframe and Action Steps

### Year 1 –

- Determine what criteria qualifies projects for affordable housing bonuses, waivers, and deferrals
- Determine criteria for a restrictive covenant if bonuses, donations, funding, and fee waivers are received
- Include determined criteria in necessary Comprehensive Plan changes and affordable housing ordinance

### Year 2 –

- Complete Public Hearing process and present to County Council for approval

### Year 3 –

- Develop forms and handouts that outline the options for affordable housing projects

### Year 4 –

- Provide a waiver of permit and inspection fees for developers seeking density bonuses
- Provide a waiver of application fees for affordable housing projects

### Year 5 –

- Implement and evaluate the strategy to identify the next 5-year outcomes

## Outcomes

- Updated comprehensive plan that addresses the county's commitment to affordable housing

- New affordable housing ordinance that outlines the regulatory review process for affordable housing projects
- New affordable housing packet to include information on options to make affordable housing more feasible to developers
- Projects that receive fee waivers and deferrals and density bonuses for affordable housing per year. A numeric goal will be determined at a later date.

**I. Create an Affordable Housing Ordinance and modify the comprehensive plan to clearly delineate the supports available to developers of affordable housing and the accompanying responsibilities and commitments expected.**



The county is responsible for safeguarding the public interest and ensuring that development pays for itself and that county services can be equitably provided to all county residents. Developers are responsible for ensuring that they have sufficient funding to complete each project successfully. Deed restrictions can provide a mechanism for ensuring affordable housing units over an extended period of time in exchange for cost certainty for the developer. By reframing affordable housing needs as a community need and a social justice discussion, it becomes clear that everyone should be part of the process to secure a sufficient affordable housing stock in the county.

A one-page application for affordable housing projects can initiate the process of working with a developer to support affordable housing and bring long-term requirements to the forefront as applicants will have to acknowledge their commitment to affordable housing. The application will state that if the units are developed at market rate, rather than affordable housing, fees would be due and payable to the county prior to construction. Additional support can be provided to affordable housing initiatives through the creation of a centralized area of expertise with the necessary infrastructure and technology in place.

**Timeframe and Action Steps**

Year 1 –

- Draft Comprehensive Plan changes and affordable housing ordinance

Year 2 –

- Complete Public Hearing process and present to County Council for approval

Year 3 –

- Develop an application and acknowledgement for affordable housing projects
- Create a centralized area of expertise that has the infrastructure and technology in place to support affordable housing initiatives

Year 4 –

- Provide impact fee waivers or deferrals for affordable housing projects

Year 5 –

- Implementation and evaluation of the strategy to identify the next 5-year outcomes

## Outcomes

- Updated comprehensive plan that addresses the county's commitment to affordable housing
- New affordable housing ordinance that outlines the regulatory review process for affordable housing projects
- New affordable housing application
- New centralized area of expertise
- Projects that receive impact fee waivers or deferrals for affordable housing per year. A numeric goal will be determined at a later date.

## **J. Allow for reasonable administrative modifications to zoning requirements for affordable housing projects.**



Integration through adaptability and flexibility can increase the affordable housing stock. Modern best practices throughout the county have been proven to accommodate more affordable housing that is well integrated into existing communities. There are currently 51 zoning classifications in the county's zoning ordinance that have discrete requirements for minimum lot sizes, minimum lot widths, minimum house sizes, minimum setbacks, minimum parking requirements, maximum lot coverage, and maximum height requirements. Any deviation from these regulations requires a variance that is vetted through a public hearing process. Allowing professional staff to make reasonable administrative modifications to these requirements without having to go through additional steps in the development process will reduce the time and cost associated with the review of affordable housing proposals. The following are recommended to allow for reasonable administrative modifications:

### Flexible Lot Sizes

Allow flexible and/or reduced lot sizes and widths that may not meet the standard zoning requirements without having to go through the variance process.

### Density bonuses

Allow density bonuses for affordable housing projects.

### Reduced setbacks

Consider reduced setbacks for affordable housing/projects without having to go through a variance process.

### Housing types

Be less restrictive about specific housing types in each zoning classification (single-family detached, single-family attached, multi-family, tiny homes, etc.).

### Reduced parking requirements

Allow reduced parking requirements for affordable housing projects without having to go through a variance process.

### Nonconforming lots

Allow affordable units to be built on nonconforming lots without having to go through the variance process.

### Pocket Neighborhoods

Allow pocket neighborhoods and tiny homes to increase the supply of affordable units throughout the county.

### Development Standards

Allow administrative approval to modify any development standard in Chapter 72 of the Land Development Code by up to 40 percent for affordable housing projects.

### Timeframe and Action Steps

Year 1 –

- Draft Comprehensive Plan changes and affordable housing ordinance to allow for reasonable administrative modifications to zoning requirements for affordable housing projects

Year 2 –

- Complete Public Hearing process and present to County Council for approval

Year 3 –

- Create and implement internal methodology for reasonable administrative modifications to zoning requirements for affordable housing projects

Year 4 –

- Continue implementation

Year 5 –

- Continue implementation and evaluation of the strategy to identify the next 5-year outcomes

### Outcomes

- Updated comprehensive plan that addresses the county's commitment to affordable housing
- New affordable housing ordinance that outlines the regulatory review process for affordable housing projects
- Projects that receive reasonable administrative modifications per year. A numeric goal will be determined at a later date.



## **Appendices**

- A. Affordable Housing Initiative Participants
- B. What is Affordable Housing (high level infographic one page)
- C. Current Affordable Housing Situation (summarize data collected)
- D. Glossary of Terms
- E. Technical Briefs

## **Draft Appendix A: Affordable Housing Initiative Participants**

### Affordable Housing Advisory Committee (AHAC)

\*current and previous members that participated in this process included.

Allen E. Harrell, Ormond Beach Housing Authority

Chair Anne Evans, Halifax Urban Ministries

Mark Billings, Southeast Volusia Habitat for Humanity

Secretary Waylan Niece, Neighborhood Center of West Volusia

Peggie Hart, Retired concerned citizen

Vice-Chair D.J. Lebo, The Early Learning Coalition of Flagler and Volusia Counties, Inc.

Susanne Odena, Coldwell Bank Commercial Benchmark

Tony Cassata, Board of Planning and Appeals, City of Holly Hill

Billie Wheeler, Volusia County Council Member, District 2

Barbara Girtman, Volusia County Council Member, Vice-Chair, District 1

Sarah Ulrich, FARO Technologies, Inc.

Dawson Walker, Mutual of Omaha Mortgage

### Affinity Group: Funding

Waylan Niece, Subcommittee Chair, Affordable Housing Advisory Committee

Jim Cameron, Jim Cameron Consulting

Deborah Crane, Fairway Independent Mortgage Corporation

Grey Dodge, Royal American Group of Companies

Jeanette Duerr, Duerr Communications

Lydia Gregg, Mid-Florida Housing Partnership

Jackie Mole, FAITH

Ron Nowviskie, Retired Real Estate Broker

Lorranine Pedro, Florida Department of Health

Tarneisha Thomas, Food Brings Hope

Jeff White, Volusia-Flagler County Coalition for the Homeless

### Affinity Group: Community Land Trust

Anne B. Evans, Subcommittee Chair, Affordable Housing Advisory Committee

Jason Ware, HomeVestors of America

Amaya Albury, eXp Realty

Christopher Edwards, City of New Smyrna Beach

Phyllis Evelyn, Retired minister

Lisa Hamilton, UF/IFAS

Randy Hartman, City of New Smyrna Beach

Nika Hosseini, Cobb Cole Attorneys at Law

Kerry Karl, VCARD

Susanne Kennedy, FAITH

John Nicholson, Retired

### Affinity Group: Land Development Regulations

D.J. Lebo, Subcommittee Chair, Affordable Housing Advisory Committee  
Trinity Kutschinski, Apartment Association of Greater Orlando  
Jessica Gow, Cobb Cole Attorneys at Law  
Phyllis Allen, eXp Realty  
Bob Williams, Business Consultant  
Saralee Morrissey, Saralee Morrissey Consulting LLC  
Scott Banta, Dreamquest Tiny Neighborhoods, Inc.  
Tracey Barlow, The Barnett Group, Inc  
Karen Delisle, FAITH  
Randy Jenkins, West Volusia Habitat for Humanity  
Joanna Maldonado, Mid-Florida Housing Partnership

Affordable Housing Summit: Panelists

Barbara Girtman, Volusia County Council Member, Vice-Chair, District 1  
Ed Noseworthy, AdventHealth Daytona Beach  
Forough Hosseini, ICI Homes  
Mark Watts, Cobb Cole Attorneys at Law  
Cindee LaCourse Blum, CLT of Palm Beach County  
Jeff Ruttenber, Marion County Habitat for Humanity  
Frank Wells, Bright Community Land Trust  
Jillian Bades, YIMBY St. Pete  
Carmen Hall, Community Assistance Director, Volusia County  
Mitchell Glassner, Orange County Housing and Community Development  
Sarah Metz, Smith Bigman Brock  
Victor Ramos, Mid-Florida Housing Partnership, Inc.  
Catherine Harley, Tinsdale Oliver  
Jessica Gow, Cobb Cole Attorneys at Law  
Robert Gray, Strategic Planning Group, Inc.  
Terril Bates, Consultant

Affordable Housing Webinars: Speakers

Mark Wilson, Florida Chamber of Commerce  
Michael Anderson, Center for Community Change  
Ashon Nesbitt, Florida Housing Coalition  
Catherine McManus, Habitat for Humanity Greater Orlando and Osceola County  
Kimberly Spence, Florida Housing Coalition  
Corry Brown, Special Projects Coordinator, Volusia County  
Kara Lennard, Daytona Beach Housing Authority  
Shawn Wilson, Blue Sky Communities  
Mark Watts, Cobb Cole Attorneys at Law  
Rick Webiskis, City of DeLand  
Whit Blanton, Forward Pinellas  
Stephanie Lampe, City of St. Petersburg  
Scott Culp, Atlantic Housing Partners

Jaimie Ross, Florida Housing Coalition  
Jessica Gow, Cobb Cole Attorneys at Law  
Robert Gray, Strategic Planning Group, Inc  
Catherine Hartley, Tindale Oliver  
William Loewenstein, Community Initiatives Development Corporation  
Alexander Kiss, Banyan Development Group  
Ken Bowron, Jr., Beneficial Community Partners

Affordable Housing Initiative Planning Committee

Dona Butler, Community Services  
Clay Ervin, Growth & Resource Management  
Carmen Hall, Community Assistance  
Diana Phillips, Community Services  
Corry Brown, Community Assistance  
D.J. Lebo, The Early Learning Coalition of Flagler and Volusia Counties, Inc.  
Carrie Baird, One Voice for Volusia  
Kajsa Lebo, Flagler Cares  
Heather Shubirg, Team Volusia Economic Development  
Laurie Clark, Flagler Cares

County Staff

Dona Butler, Director, Community Services  
Clay Ervin, Director, Growth & Resource Management  
Carmen Hall, Director, Community Assistance  
Diana Phillips, Operations Manager, Community Services  
Corry Brown, Special Projects Coordinator, Community Assistance  
Sarah Presley, Administrative Coordinator, Community Services  
Patricia Smith, Planning Manager, Planning and Development Services  
Briana Peterson, Special Projects Coordinator, Growth & Resource Management  
Jessica Strobel, Real Estate Specialist, Planning and Development Services

# WHAT IS AFFORDABLE HOUSING IN VOLUSIA COUNTY?

Affordable housing is generally defined as housing in which the occupant is paying no more than 30% of gross income for housing costs, including utilities.

## HOW MUCH CAN HOUSEHOLDS AFFORD FOR HOUSING?



**Extremely low income**  
(7% of residents)

**\$633**



**Very low income**  
(11% of residents)

**\$881**



**Low income**  
(18% of residents)

**\$1,308**

## WHAT ARE THE AFFORDABLE HOUSING PRIORITIES?



**Maximize cost & time savings**



**Resource expansion**



**Effective communications**

## WHY IS AFFORDABLE HOUSING IMPORTANT?

**Unaffordable and unattainable housing is a root cause of poverty.**

## HOW IS AFFORDABLE HOUSING FUNDED?



**Federal, state and local funding**



**Cost savings through efficiencies**

## HOW MANY MORE AFFORDABLE HOUSING UNITS ARE NEEDED?



**\*11,530**

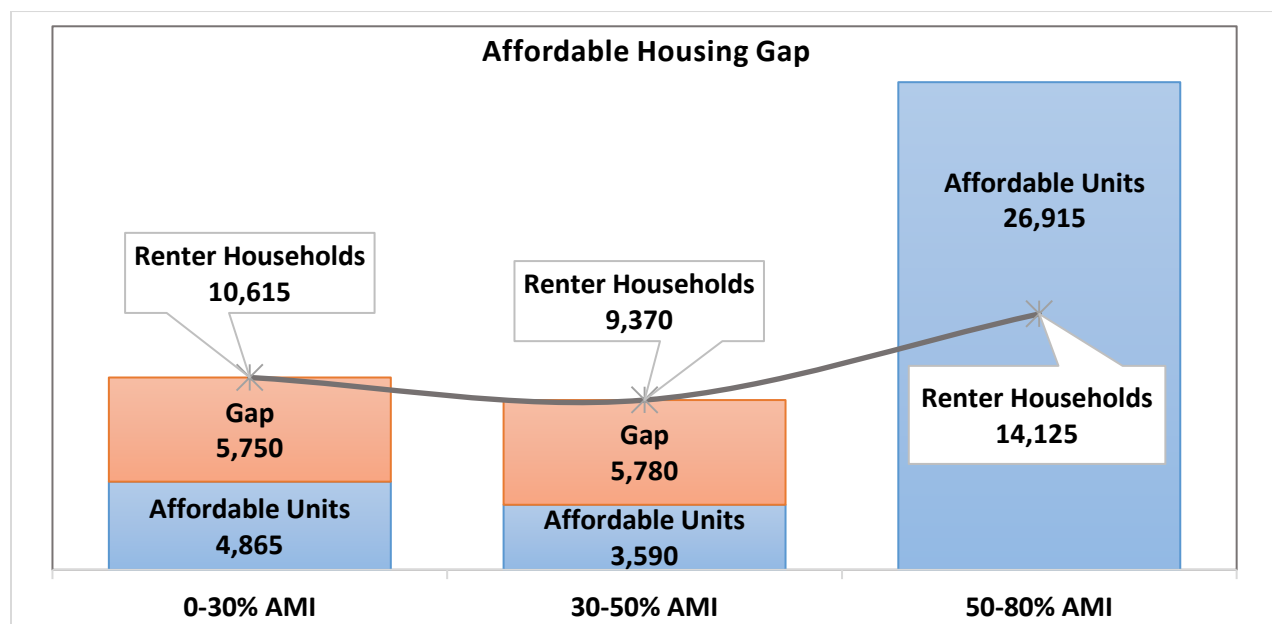


\*Data from the Shimberg Center for Housing Studies at the University of Florida shows that there are 11,530 more renter households than affordable rental units for those at or below 50% of the area median income.

## Draft Appendix C: Current Affordable Housing Situation

### Housing Gap

There are more households in need of housing in Volusia County than there are affordable housing units available to them. This is most obvious when looking at data for renter households. The Shimberg Center for Housing Studies at the University of Florida provided data that showed there were a total of 10,615 renter households with earning from 0-30% of the Area Median Income (AMI). Unfortunately there are only 4,865 units that would be affordable to those households, resulting in gap of 5,750 units. Additionally, there are 9,370 renter households with earning from 30-50% of the Area Median Income (AMI) and only 3,590 units that would be affordable to those households, resulting in another gap of 5,780 units.



### Income and Housing Costs

There are 73,524 individuals living below the poverty level in Volusia County, meaning they earn less than \$13,590 per year and would only be able to afford a maximum of \$340 per month toward housing. Individuals in this income level include seniors and persons with disabilities that are living on fixed income from social security.

### 2022 U.S. Federal Poverty Guidelines

Number of Persons in Household	Poverty Guideline
1	\$13,590
2	\$18,310
3	\$23,030
4	\$27,750
5	\$32,470
6	\$37,190
7	\$41,910
8	\$46,630

There are 16,418 Volusia County households are in the extremely-low income category, income less than 30% of AMI. A household of four in the extremely-low income category is earning less than \$27,750 and can't afford more than \$694 per month on housing without being cost burdened. Workers in this income level could include retail salespersons, cashiers, fast food workers, teaching assistants, and housekeepers.

Another 23,624 households are in the very-low income category, meaning their income is 30% - 50% of AMI, which would be between \$27,751 and \$36,550 for a family of four. The very-low income households can't afford more than \$912 per month on housing without being cost burdened. Workers in this income level could include construction laborers, receptionists, customer service representatives, pharmacy technicians, painters, and cooks.

### Area Median Income (AMI) Levels for FY 2022 Deltona-Daytona Beach-Ormond Beach MSA

Household Size	30% of AMI	50% of AMI	80% of AMI
1	\$15,400	\$25,600	\$40,950
2	\$18,310	\$29,250	\$46,800
3	\$23,030	\$32,900	\$52,650
4	\$27,750	\$36,550	\$58,500
5	\$32,470	\$39,500	\$63,200
6	\$37,190	\$42,400	\$67,900
7	\$41,910	\$45,350	\$72,550
8	\$46,630	\$48,250	\$77,250

Fair Market Rent is a standard of acceptable housing cost established by the U.S. Department of Housing and Urban Development (HUD) for specific area. The 2022 Fair Market Rent established by HUD for the Volusia County area, Deltona-Daytona Beach-Ormond Beach, FL HUD Metro FMR Area is shown below. These rents have been compared to wages being earned to illustrate the affordability of housing units for the workforce.

### Fair Market Rent (FMR) for FY 2022 Deltona-Daytona Beach-Ormond Beach

Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
\$754	\$931	\$1,135	\$1,505	\$1,580

The most recent annualized wage data, 2020, shows that many residents in common occupations would need to dedicate more than 30% of their income toward housing to afford a two-bedroom unit at the fair market rate. Assuming that the worker is earning the median wage for the occupation and that they are the only income earning member of the household, there are several occupations that would need to spend more than 50% of their income on housing to afford the same two-bedroom unit, causing them to be severely cost burdened

### Sample Worker Snapshot

#### 2020 Annual - Florida Department of Economic Opportunity, Bureau of Workforce; Deltona-Daytona Beach- Ormond Beach MSA

Occupation	2020 Workers MSA	Median Hourly Wage	Annual Median Wages*	Max. Affordable Rent	% Median Income Needed for 2 BR
Automotive Service Technicians and Mechanics	1,200	\$21.22	\$44,138	\$1,103	31%
Bartenders	1,320	\$9.77	\$20,322	\$508	67%
Carpenters	1,020	\$17.61	\$35,443	\$886	37%
Cashiers	6,620	\$11.24	\$23,379	\$584	58%
Construction Laborers	1,430	\$15.62	\$32,490	\$812	42%
Cooks, Restaurant	2,750	\$14.70	\$30,576	\$764	45%
Dishwashers	1,230	\$11.47	\$23,858	\$596	57%
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	2,180	\$11.43	\$23,774	\$594	57%
Landscaping and Groundskeeping Workers	3,370	\$12.97	\$26,978	\$674	50%
Licensed Practical/Licensed Vocational Nurses	1,110	\$21.10	\$43,888	\$1,097	31%
Maids and Housekeeping Cleaners	1,610	\$11.13	\$23,150	\$579	59%
Police and Sheriff's Patrol Officers	1,280	\$22.10	\$45,968	\$1,149	30%
Receptionists and Information Clerks	1,630	\$13.70	\$28,496	\$712	48%
Retail Salespersons	7,290	\$11.57	\$24,066	\$602	57%
Secretaries/Administrative Assistants, Except Legal & Medical	2,970	\$15.81	\$32,885	\$822	41%
Waiters and Waitresses	4,910	\$10.12	\$21,059	\$526	65%

\*Based on FTE or 2080 Hours/Year



## **Draft Appendix D: Glossary of Terms**

**Affordable Housing:** Monthly rent or cost of ownership does not exceed 30 percent of the household's monthly income.

**Area Median Income (AMI):** Median household income based on household size as determined by the U.S. Department of Housing and Urban Development for the Daytona Beach-Deltona-Ormond Beach Metropolitan Statistical Area on an annual basis.

**Community Development Block Grant (CDBG):** A federal annual grant allocated to the county to develop viable urban communities, principally for low and moderate income persons. CDBG funds may be used for activities which include, but are not limited to: acquisition of real property, relocation and demolition, rehabilitation of residential and non-residential structures, construction of public facilities and improvements, and public services.

**Community Land Trust (CLT):** Refers to the separating of land from the house for the purpose of transferring title to the house without selling the land. A private non-profit corporation that acquires and holds title to the land and manages the ground leases on that property for the benefit of that community. A 99-year lease for the land accompanies the sale of the CLT home.

**HOME Investment Partnership Program (HOME):** A federal annual grant allocated to the county to create and preserve safe, decent and affordable housing for very-low and low income homeowners and renters. HOME funds can be used for tenant-based rental assistance, housing rehabilitation, homebuyer assistance, new construction of housing, site acquisition, site improvements, demolition, relocation and other necessary and reasonable activities related to the development of non-luxury housing.

**House Bill 1339:** A bill approved in 2020 by the Florida Legislation that was incorporated into Chapter 125.01055, Florida Statutes. This bill allows affordable housing in all residential, commercial, and industrial zoning classifications.

**Low-Income Housing Tax Credit (LIHTC):** A subsidy for the acquisition, construction, and rehabilitation of affordable rental housing for low and moderate income tenants. State governments are issued tax credits which award the credits to private developers of affordable rental housing projects through a competitive process. In Florida LIHTC's are issued through the Florida Housing Finance Corporation.

**Multifamily Mortgage Revenue Bond (MMRB):** A program that utilizes funds generated from the sale of taxable and tax-exempt bonds to provide low-interest loans to non-profit and for-profit developers of rental housing with units set aside for low income households.

**State Apartment Incentive Loan (SAIL):** Funds are available to individuals, public entities, not-for-profit or for-profit organizations that propose the construction or substantial rehabilitation of multifamily units affordable to very low income individuals or families.

**Section 108 Loan Guarantee Program:** Provides communities with a source of low-cost, long-term financing for economic and community development projects. Section 108 can fund economic development, housing, public facilities, infrastructure, and other physical development projects, including improvements to increase their resilience against natural disasters.

**State Housing Initiatives Partnership (SHIP):** A state annual grant allocated to the county to create and preserve safe, decent and affordable housing for very-low, low and moderate income homeowners and multifamily housing. SHIP funds may be used to fund emergency repairs, new construction, rehabilitation, down payment and closing cost assistance, impact fees, construction and gap financing, mortgage buy-downs, acquisition of property for affordable housing, matching dollars for federal housing grants and programs, and homeownership counseling. SHIP allocations must meet specific expenditure conditions, including spending 65 percent of funds on homeownership activities, 60 percent on very-low and low income households, and 20 percent on households with special needs. Funding for the SHIP program is provided by the Sadowski Housing Trust Fund from documentary stamp tax revenue on real estate transactions.

**Workforce Housing:** Housing affordable to natural persons or families whose total annual household income does not exceed 80 percent of the area median income adjusted for household size, or 120 percent of area median income adjusted for household size in areas of critical state concern designated under s. 380.05, FS, for which the Legislature has declared its intent to provide affordable housing, and in areas that were designated as areas of critical state concern for at least 20 consecutive years before removal of the designation.

## LAND DEVELOPMENT REGULATION (LDR) AFFINITY GROUP

This document is designed to summarize the discussions, actions, and recommendations of the Land Development Regulation Affinity Group. It is provided as an appendix to the Consolidated Affordable Housing Plan to represent the group's shared perspectives. During the third and final meeting, the LDR affinity group reviewed the recommendations provided herein and voted unanimously that it provided an accurate representative of their efforts to improve the county's regulatory processes.

### **Purpose/Goals:**

- 1) To review zoning and land development regulations and processes that govern growth in order to identify impediments to housing affordability.
- 2) Make recommendations for comprehensive plan and code changes that can be used by the County of Volusia and its municipalities to support affordable housing options.

### **Meeting Dates:**

January 19, 2022: Issue overview, general discussion, "bucket" development  
February 16, 2022: Homework review; deep dive into elements  
March 23, 2022: Homework review; draft LDR Affinity Group report

### **Committee Members:**

Phyllis Allen (realtor)  
Scott Banta (tiny home developer)  
Tracey Barlow (realtor)  
Karen Delisle (F.A.I.T.H)  
Jessica Gow (Cobb Cole Attorneys at Law)  
Randy Jenkins (West Volusia Habitat for Humanity)  
Trinity Kutschinski (Apartment Association of Greater Orlando)  
D.J. Lebo, Chair (Early Learning Coalition)  
Joanna Maldonado (Mid Florida Housing Partnership)  
Saralee Morrissey (Planning Consultant)  
Robert Williams (Community and Economic Development Consultant)

### **Summary of Issues:**

The group focused on three key areas. The team classified these areas as "buckets" to better organize the evaluation of relevant issues. A discussion of each issue is as follows:

- 1) Bucket #1 - Time and Cost Certain (less process and time for permitting)
- 2) Bucket #2 - Impact Fees and Permitting Fees (reduced fees and costs)
- 3) Bucket #3 - Code Changes (Integration and flexibility)

1 This section of the Affordable Housing Consolidated Plan provides a summary of each  
2 targeted element discussed by the LDR Affinity Group, along with recommendations  
3 provided by the group for improvements to the current system. Recommendations are  
4 followed by proposed changes to the county's comprehensive plan. Revisions to existing  
5 policies are shown in underline/strikethrough. A notation is provided for new policies.  
6 This section also provides the results of a survey that was distributed to the group to  
7 better understand individual preferences for various zoning and land use changes.

8  
9 A draft "targeted area map" was developed for the LDR team as a reference to help  
10 provide a geographical reference for affordable housing needs and services. Pending  
11 approval of the Consolidated Affordable Housing Plan by the Volusia County Council, an  
12 affordable housing ordinance will be drafted to address changes to the land development  
13 regulations and the zoning ordinance, specifically for an affordable housing program. The  
14 ordinance will include an affordable housing overlay that can be used to help focus the  
15 county's financial resources for affordable housing projects. The team all agreed that  
16 while an affordable housing overlay would be useful, all good affordable housing  
17 initiatives, whether inside or outside of the proposed zoning overlay, should be considered  
18 based on their individual merits.

19  
20 By utilizing a facilitated process and targeted homework assignments, the Land  
21 Development Affinity Group was able to stay focused on their purpose and was  
22 successful in providing substantive guidance to county professionals for improving county  
23 regulatory processes. Ideas that were raised by committee members outside of the  
24 committee scope were discussed briefly, put into the record, and forwarded to the  
25 appropriate affinity group for consideration. This was done to ensure that all member's  
26 ideas were heard and that no good ideas were lost in the final reporting process. The  
27 use of tax discounts/property exemptions was referred to the Funding Affinity Group by  
28 the LDR Affinity Group. Recommendations formulated by the LDR group, specific to land  
29 development and zoning regulations are as follows:  
30

## TIME AND COST CERTAIN (BUCKET #1)

### **Issue #1:**

Developer costs can be decreased if certainty is built into schedules. There are multiple reviews and reviewers for multiple permits, and affordable housing developers are often not sure of the process, what incentives may be available for an affordable housing project, or how long it will take to get through the review process.

### **LDR Affinity Group Recommendations:**

- 1) Hold a preapplication meeting between the affordable housing developer and the county's "affordable housing review team" to establish a project schedule, required submittals, fees, and incentives. Invite affected municipalities, the school district, the Department of Health, and other outside organizations who will be reviewing the project. The meeting will be utilized to provide a clear understanding of how to move forward collaboratively and seamlessly through the approval process for the benefit of affordable housing recipients.
- 2) Utilize a collaborative review process by an "affordable housing review team" for affordable housing projects that includes concurrent, time-specific deadlines for reviews.

### **Proposed Comprehensive Plan Changes:**

#### *Housing Element*

Policy 5.1.1.12 - Continue to implement ~~the an~~ expedited preapplication meeting, development review, and building permit process, which is offered to developers and contractors ~~all building contractors~~ for new construction and rehabilitation of county-verified affordable housing units in Volusia County.

Policy 5.1.6.6 - Volusia County shall ~~create~~ maintain an ~~internal task force~~ affordable housing review team for affordable and workforce housing. ~~This internal task force~~ The team will consist of, ~~but not be limited to Planning, Zoning, and Land Development, county staff from development engineering, community assistance, traffic engineering, utilities, planning, zoning, land development, environmental, fire department, and the building department and other affected organizations.~~ It will be charged with examine ways the County can assisting affordable housing developers to increase the available housing stock in Volusia County through density bonuses, fee waivers, deed restrictions, and other incentives established by the county council. ~~in realizing the density bonus incentives offered in its Comprehensive Plan while maintaining acceptable design standards.~~

1 **Issue #2:**

2  
3 Affordable housing developers are successful when they work in collaboration with  
4 communities to target areas for affordable housing projects. These areas should be  
5 located along transit lines, near employment centers, close to shopping, and should  
6 provide easy access to essential services for those who utilize affordable housing. A  
7 targeted area would allow Volusia County and its municipalities to pool their resources in  
8 areas where affordable housing is most needed to help create a thriving community.  
9 While it is recognized that new affordable housing developments should be located in  
10 urban areas with the established infrastructure, it is necessary to provide a balance  
11 throughout the county and the municipalities to increase individual affordable and  
12 workforce housing units for all residents.

13  
14 **LDR Affinity Group Recommendation:**

- 15  
16 1) The county and its municipalities should prioritize their financial resources and gap  
17 funding for new affordable housing developments in areas identified through a  
18 targeted area map or an affordable housing zoning overlay; however, they should  
19 be open to innovative alternatives outside of the zoning overlay that can increase  
20 affordability options throughout the county.

21  
22 **Proposed Comprehensive Plan Changes:**

23  
24 *Housing Element*

25  
26 Objective 5.1.1 – Volusia County shall ensure the provision of adequate infrastructure  
27 ~~and appropriate residential land use categories in the county's utility service areas~~ to  
28 accommodate projected growth in population and a range of housing including adequate  
29 sites and distribution of housing for very low, low, and moderate income households.

30  
31 Policy 5.1.1.9 – Volusia County shall not issue development orders for urban residential  
32 development on properties in the Natural Resource Management Area Overlay unless it  
33 is a certified affordable housing project that is designed in such a way as to avoid and  
34 minimize impacts to the wetlands and the wetland buffers. Development activities shall  
35 only be allowed on those portions of the property that are deemed by the county's  
36 environmental permitting staff through an evaluation of site-specific conditions to be  
37 suitable for development. An Environmental Impact Assessment will be required.

38  
39 (new) Policy 5.1.1.18 – The Volusia County Council may approve the development of  
40 affordable housing on any parcel zoned for residential, commercial, or industrial use if the  
41 development receives funding from the Florida Housing Finance Corporation, the State  
42 Housing Initiatives Partnership program or other federal, state, or local affordable housing  
43 funding source, or with a resolution of support from the Volusia County Council, or if the  
44 development agrees to a land use restriction agreement that reserves thirty (30) percent  
45 or more of the dwelling units for affordable housing for households with a gross income  
46 at or below 120 percent of the median income adjusted for family size for a period of 50

1 years or more. New development consisting of one principal structure with an accessory  
2 dwelling unit would be subject to a 20-year affordability agreement on the accessory  
3 dwelling unit.

4  
5 (new) Policy 5.1.1.19 – Variances to development standards such as density, height,  
6 landscaping, minimum lot size, minimum floor area, required parking and other site  
7 requirements subject to Policy 5.1.1.18 shall be delegated to the Development Review  
8 Committee, in lieu of the standard variance process.

9  
10 (new) Policy 5.1.2.9 – The county shall create a countywide affordable housing zoning  
11 overlay to assist in the prioritization of available county, state, and federal funding for new  
12 affordable housing projects.

### 13 14 15 **Issue #3:**

16  
17 Public involvement is a key component of project review and approval. Affordable  
18 housing projects can sometimes be held up or can lose valuable grant funding  
19 opportunities as “Not in My Backyard” or NIMBY groups often seek to stall the  
20 construction of new affordable housing units in their area. Sometimes the loudest voice  
21 is not representative of the majority, and it can be difficult for decision makers to balance  
22 individual opinions with the need for more affordable units. In 2020, the Florida  
23 Legislature approved House Bill 1339, which was incorporated into Chapter 125.01055,  
24 Florida Statutes. It allows affordable housing in all residential, commercial, and industrial  
25 zoning classifications. The new law essentially allows the local governments to override  
26 their comprehensive plan and land planning regulations in the interest of affordable  
27 housing.

### 28 29 **LDR Affinity Group Recommendations:**

- 30  
31 1) Shift the narrative - develop and implement a good communication plan for each  
32 new county-sponsored affordable housing project to help alleviate perceived fears  
33 of affordable housing projects.  
34  
35 2) Utilize House Bill 1339 to increase the affordable housing stock in Volusia County.  
36  
37 3) Delegate administrative authority to staff for affordable housing projects.  
38  
39 4) Set a threshold for appeal of affordable housing project decisions.  
40  
41 5) Gain an understanding of who is voicing opposition to a new affordable housing  
42 project and what they are opposing.  
43  
44 6) Maintain a list of affordable housing advocates who are willing to support projects  
45 at county commission meetings.  
46

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## **IMPACT FEES/PERMITTING FEES (BUCKET #2)**

### **Issue #1:**

County fee schedules are complex and sometimes difficult to understand what a developer's total cost commitment to an affordable housing project may be. It is important for affordable housing developers to calculate the total costs at the front end of the planning process. The cost of development sometimes exceeds the ability for developers to fund the entire cost. In addition to land acquisition, design fees, and construction costs, developers are required to pay application fees, permit fees, impact fees, mitigation fees, and inspection fees. Waivers and/or deferrals of some of these fees help developers to justify their commitments to affordable housing initiatives. Density bonuses can also provide a mechanism for developers to recoup their losses through the ability to build more units than are typically allowed.

### **LDR Affinity Group Recommendations:**

- 1) Provide a waiver of permit and inspection fees for developers seeking density bonuses.
- 2) Provide a waiver of application fees for affordable housing projects.
- 3) Revise the county's definition of affordable housing to be used for making the determination of which projects qualify for affordable housing bonuses, waivers, and deferrals.
- 4) Require a restrictive covenant for bonuses, donations, funding and fee waivers.

### **Proposed Comprehensive Plan Changes:**

#### *Chapter 20 – Definitions*

"Affordable Housing" – Monthly cost of ownership or monthly rent does not exceed Housing which costs 30% or less of a family's monthly gross median income of an extremely low, very low, low, or moderate income household, adjusted for family size within the local area as determined by the US Department of Housing and Urban Development and the Florida Housing Finance Corporation.

#### *Chapter 5 - Housing*

(new) Policy 5.1.1.18 – The Volusia County Council may approve the development of affordable housing on any parcel zoned for residential, commercial, or industrial use if the development receives funding from the Florida Housing Finance Corporation, the State Housing Initiatives Partnership program or other federal, state, or local affordable housing funding source, or with a resolution of support from the Volusia County Council, or if the development agrees to a land use restriction agreement that reserves thirty (30) percent

1 or more of the dwelling units for affordable housing for households with a gross income  
2 at or below 120 percent of the median income adjusted for family size for a period of 50  
3 years or more. New development consisting of one principal structure with an accessory  
4 dwelling unit would be subject to a 20-year affordability agreement on the accessory  
5 dwelling unit.

6  
7 Policy 5.1.2.2 - Volusia County shall continue to develop and implement incentive  
8 programs including waivers to permit fees, inspection fees, and application fees, density  
9 bonuses, as well as donations of county-owned land to encourage the private sector to  
10 participate in the provision of affordable and workforce housing.

### 11 12 13 **Issue #2:**

14  
15 The county is responsible for safeguarding the public interest and ensuring that  
16 development pays for itself and that county services can be equitably provided to all  
17 county residents. Developers are responsible for ensuring that they have sufficient  
18 funding to complete each project successfully. Deed restrictions can provide a  
19 mechanism for guaranteeing affordable housing units over an extended period of time in  
20 exchange for cost certainty for the developer. By reframing affordable housing needs as  
21 a community need and a social justice discussion, it becomes clear that everyone should  
22 be part of the process to secure a sufficient affordable housing stock in the county.

### 23 24 **LDR Affinity Group Recommendations:**

- 25  
26 1) Provide impact fee waivers or deferrals for affordable housing projects.  
27  
28 2) Create a one page application for affordable housing projects where the applicant  
29 acknowledges their commitment to affordable units and that if the units are  
30 developed at market rate, fees would be due and payable to the county prior to  
31 construction.  
32  
33 3) Create a centralized area of expertise that has the infrastructure and technology  
34 in place to support affordable housing initiatives.  
35  
36 4) Consider a taxing district or a bonding mechanism specific to a community that  
37 can be paid back over time to cover the cost of building affordable units.  
38  
39 5) Promote the economic and social justice benefits for affordable housing to the  
40 Volusia County citizenry.

### 41 42 **Proposed Comprehensive Plan Changes:**

#### 43 44 *Chapter 1 - Future Land Use Element*

45  
46 Policy 1.1.3.11 - New developments inside designated urban areas on the Future Land  
47 Use Map will be considered urban infill under the following circumstances: within existing

1 platted subdivisions, amongst existing development, and where utilities are currently  
2 available. Projects that meet the above criteria may be eligible for a 20% reduction in  
3 road and recreation impact fees. Nonresidential projects may be eligible for a 25%  
4 reduction in required parking. Affordable housing projects may be eligible for a larger  
5 percentage, or a waiver, or a deferral based on a review of the project scope.  
6

7 (Existing policy – no changes proposed)

8 Policy 1.3.3.3 - To foster the creation of housing for very low, low and moderate income  
9 groups, a density bonus will be permitted for projects that are certified by Community  
10 Services and are processed through the Planned Unit Development process. Below are  
11 the increased densities for the following designations when such housing is to be  
12 constructed:

13 Low Impact Urban (increase up to 5 du's/ac)

14 Urban Low Intensity (increase up to 8 du's/ac)

15 Urban Medium Intensity (increase up to 14 du's/ac)

16 Urban High Intensity (cannot exceed 20 du's/ac)  
17

18 (new) Policy 5.1.1.20 – To assist in providing affordable units for students, multi-  
19 generational families, retirees, special needs individuals, and others in need of affordable  
20 housing options, impact fees may be waived for accessory dwelling units if all impact fees  
21 have been paid for the principal dwelling unit and if the applicant is willing to place a  
22 restrictive covenant on the accessory dwelling unit that limits the rental cost to households  
23 with a gross income at or below 120 percent of the median income adjusted for family  
24 size for a period of 20 years or more. The accessory unit will remain accessory to the  
25 principal unit and may not be sold separately. Impact fees are due and payable to the  
26 county upon the expiration of the agreement, unless both parties agree to extend the land  
27 use restriction. This provision does not apply to short term rentals.  
28

29 (new) Policy 5.1.2.10 – Volusia County is committed to providing the professional staffing,  
30 infrastructure and technology required to support affordable housing initiatives.  
31  
32

### 33 **Proposed Code Changes:** 34

35 Pending approval of the Consolidated Affordable Housing Plan by the County Council, a  
36 new affordable housing ordinance will be drafted for incorporation into Chapter 72, Land  
37 Planning, Volusia County Code of Ordinances to address these two issues.  
38

## **CODE CHANGES (BUCKET #3)**

### **Issue #1:**

Integration through adaptability and flexibility can increase the affordable housing stock. Modern best practices throughout the country have been proven to accommodate more affordable housing that is well integrated into existing communities. There are currently 51 zoning classifications in Volusia County's zoning ordinance that have discrete requirements for minimum lot sizes, minimum lot widths, minimum house sizes, minimum setbacks, minimum parking requirements, maximum lot coverage, and maximum height requirements. Any deviation from these regulations requires a variance that is vetted through a public hearing process. Allowing professional staff to make reasonable administrative modifications to these requirements without having to go through additional steps in the development process will reduce the time and cost associated with the review of affordable housing proposals. While the scope of the LDR Affinity Group is limited to affordable housing projects, it should be noted that an administrative variance process for all parcels would increase the affordability of homes in Volusia County.

### **LDR Affinity Group Recommendations:**

- 1) Allow flexible and/or reduced lot sizes and widths that may not meet the standard zoning requirements without having to go through the variance process.
- 2) Allow density bonuses for affordable housing projects.
- 3) Consider reduced setbacks for affordable housing projects without having to go through a variance process.
- 4) Be less restrictive about specific housing types in each zoning classification (single family detached, single family attached, multi family, tiny homes, etc.)
- 5) Allow reduced parking requirements for affordable housing projects without having to go through a variance process.
- 6) Allow affordable units to be built on nonconforming lots without having to go through the variance process.
- 7) Allow pocket neighborhoods and tiny homes to increase the supply of affordable units throughout the county.
- 8) Allow administrative approval to modify any development standard in Chapter 72 of the Land Development Code by up to 40 percent for affordable housing projects.

1 **Proposed Comprehensive Plan Changes:**

2  
3 *Chapter 5 - Housing Element*

4  
5 Policy 5.1.1.8 – The Volusia County Zoning Ordinance shall allow a diversity of lot sizes,  
6 floor areas, setbacks and other design features that allow for flexibility and choices in  
7 housing types and prices. Administrative authority to deviate from these standards for  
8 new affordable housing projects shall be granted to the Development Review Committee  
9 and shall not exceed 40 percent of the existing standard set forth in the zoning ordinance.

10  
11 Policy 5.1.6.1 – Volusia County ~~shall establish a regular review process~~ has conducted a  
12 review of the land development code and the zoning ordinance to evaluate potential  
13 impacts on affordable housing goals and has determined that administrative approval by  
14 the Development Review Committee (DRC) would greatly reduce ~~and revise or remove~~  
15 deterrents to affordability in the housing stock. ~~, if necessary.~~

16  
17 (new) Policy 5.1.6.7 – The DRC may approve modifications to lot sizes, lot widths, house  
18 sizes, setbacks, parking requirements, lot coverage, height requirements, open space,  
19 landscaping, and any other development standards in Chapter 72 Land Planning by up  
20 to 40 percent for certified affordable housing projects, unless governed by state or federal  
21 law.

22  
23 (new) Policy 5.1.6.8 - An administrative variance process for individual parcels shall be  
24 drafted by county staff and submitted to the Volusia County Council for consideration no  
25 later than December 31, 2022.

26  
27 (new) Policy 5.1.6.9 – To encourage infill and increase the affordable housing stock in the  
28 county, the development of nonconforming lots for principal structures and accessory  
29 dwelling units may be approved administratively by the Planning and Development  
30 Services Director.

31  
32  
33 **Issue #2:**

34  
35 Inclusionary zoning is a method used to ensure that affordable housing stock keeps pace  
36 with market rate development. It typically requires market-rate developers to build a  
37 percentage of affordable units within each development proposal, with the ability to  
38 transfer some units outside of the project area. In lieu of requiring a market rate developer  
39 to build affordable units, an inclusionary zoning ordinance could allow the developer to  
40 pay into an affordable housing trust fund so that the county can work with other partners  
41 to maintain the affordable housing stock in areas of need.

42  
43 **LDR Affinity Group Recommendations:**

44  
45 While inclusionary zoning was discussed by the group, members conceded that it is a  
46 complex issue that requires additional study. Market rate developers generally oppose

1 inclusionary zoning ordinances because they do not specialize in building affordable  
2 housing units and are unfamiliar with the nuances of such projects. Some LDR affinity  
3 group members supported the concept of mixed use communities, which include a  
4 combination of affordable and market rate housing. They cited the benefit of diversity  
5 and inclusion in communities. One member stressed the overall benefit to society. Other  
6 members suggested that it may work in targeted areas. Still other members disagreed  
7 completely with the concept, especially in high-end neighborhoods. Transfer of  
8 development rights was raised as a potential solution to mixed use communities in order  
9 to address concerns about similar type housing in discrete neighborhoods.

10  
11 The group also discussed the concept of exaction versus compensation, and they  
12 recognized that developers need to be made whole for participating in an inclusionary  
13 zoning process. Examples were shared of projects in other local government  
14 jurisdictions. Members recognized that an inclusionary zoning program may not work in  
15 Volusia County due to the low density growth pattern, but they conceded that it is an  
16 important topic to discuss. One member suggested that linkage fees in combination with  
17 inclusionary zoning in a targeted area may be a partial solution.

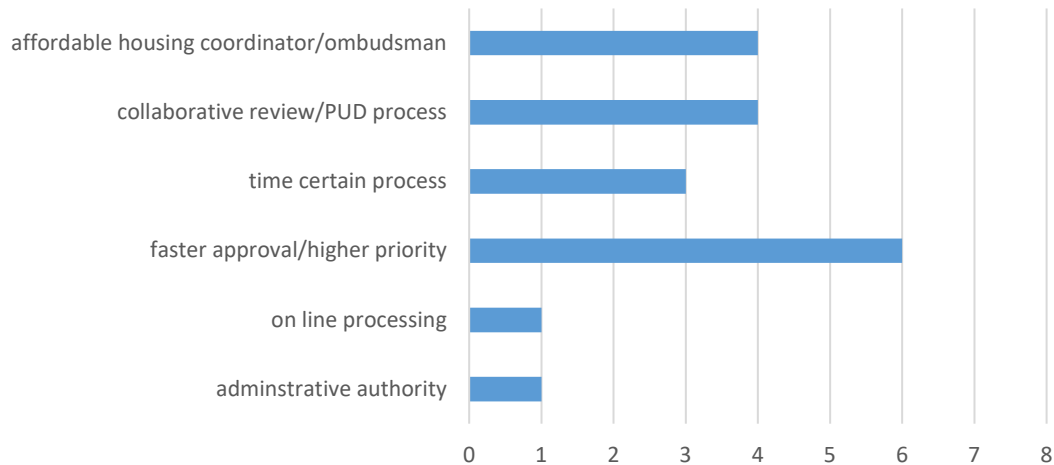
18  
19 **Proposed Comprehensive Plan Changes:**

20  
21 The group did not reach consensus on this issue. No changes are proposed at this time.  
22

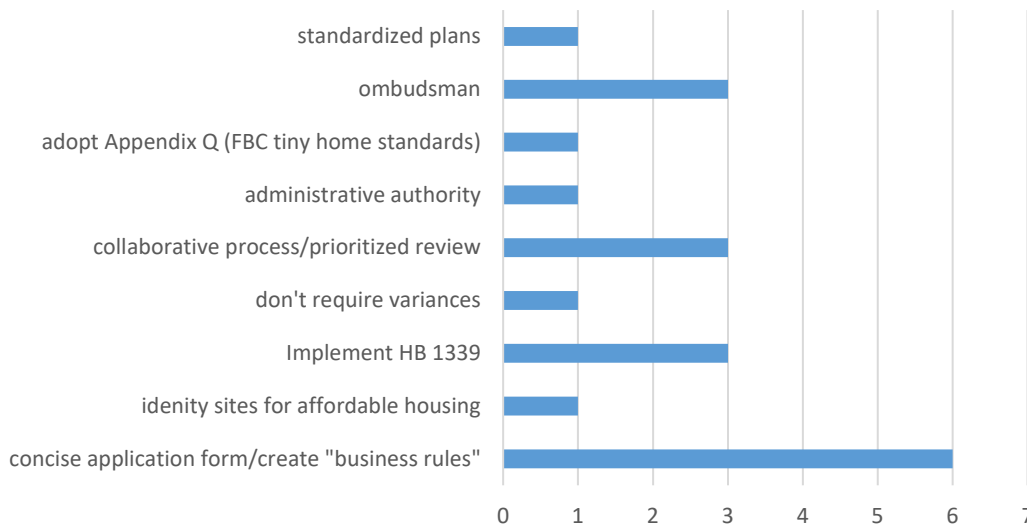
## **LDR AFFINITY GROUP - SUMMARY OF SURVEY RESULTS**

The LDR Affinity Group consisted of eleven members who successfully collaborated at three, in-person sessions to identify potential ways to improve county regulatory processes for affordable housing. The sessions were supplemented by two homework assignments that allowed the members to express their individual opinions "off line" and bring their ideas back to the group for discussion. One of the homework assignments included a survey in which they were asked specific questions, followed by a freestyle writing assignment that encouraged individual preferences. Ten out of eleven members responded to the survey. The results are provided below:

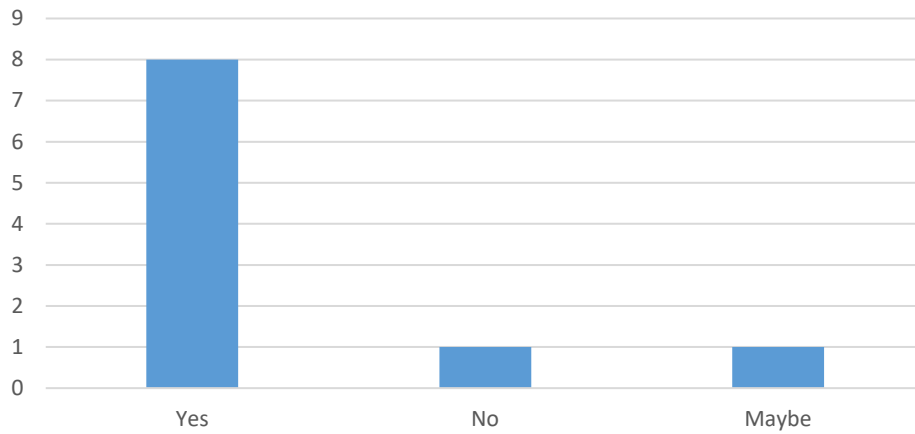
### How can we reduce processing time?



### How do we improve the process?

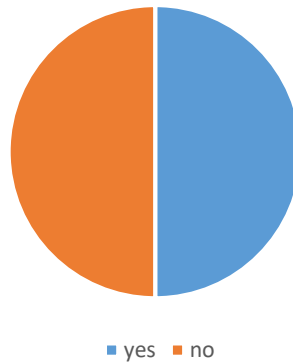


Should we create an affordable housing zoning overlay to prioritize funding?



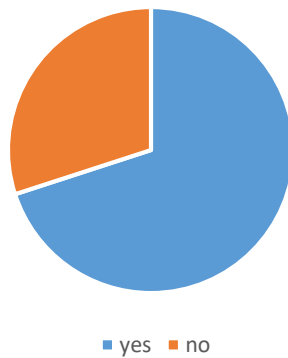
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Do you support a tax increase to pay for affordable housing projects?



4

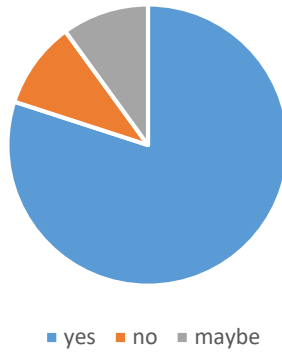
Should we waive permit and inspection fees for affordable housing projects?



5

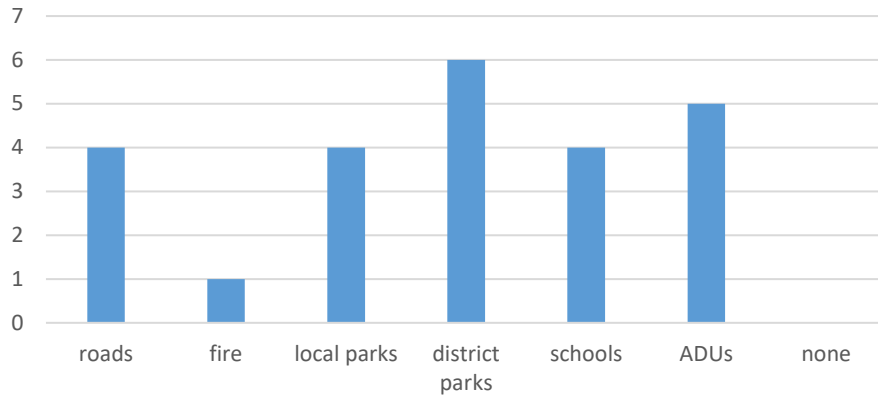


Should we waive application fees for affordable housing projects?



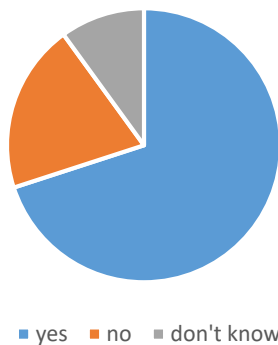
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Which impact fees would you support waiving/deferring?



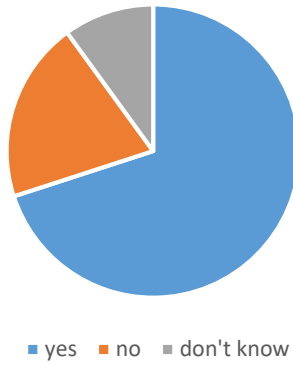
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Should we eliminate minimum lot sizes for affordable housing?



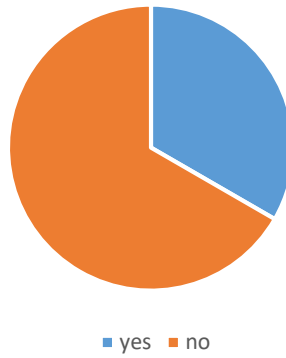
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Should we eliminate minimum house sizes for affordable housing?



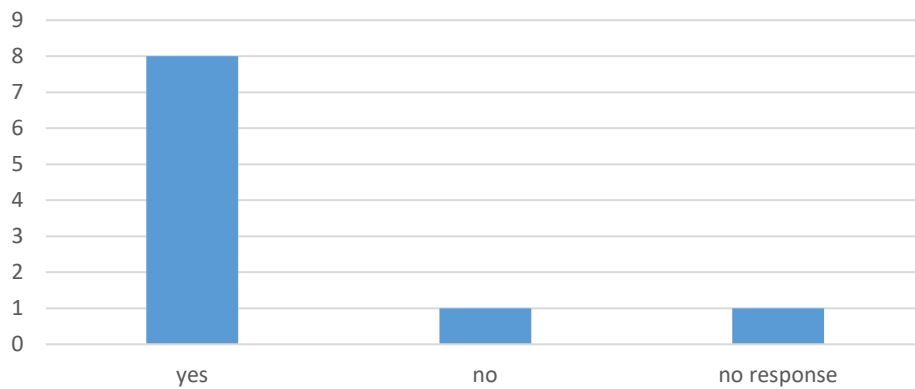
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Should we reduce public involvement to avoid NIMBY?



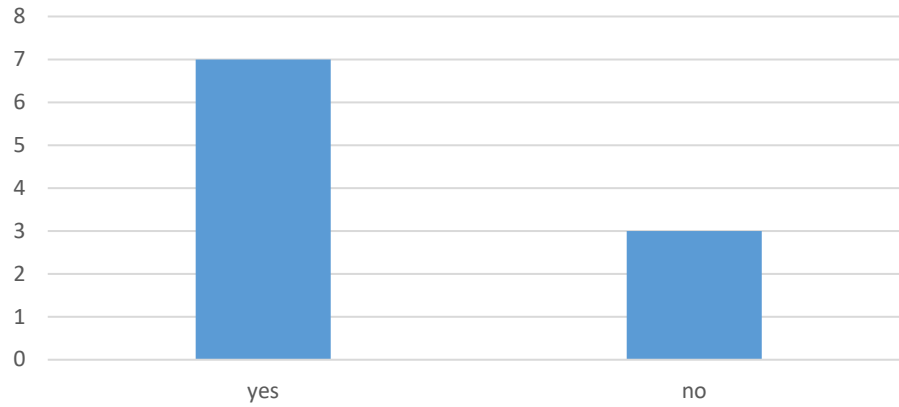
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Should we allow administrative approval of modifications to the code (up to a certain percentage)?



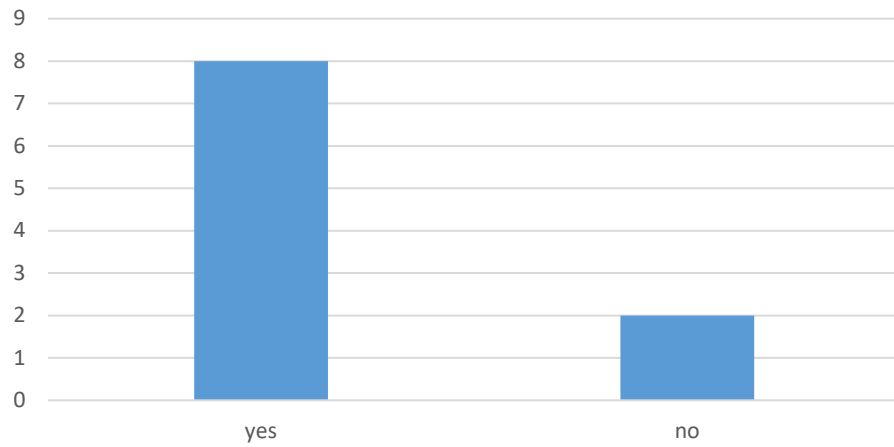
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Should we have an inclusionary zoning ordinance?



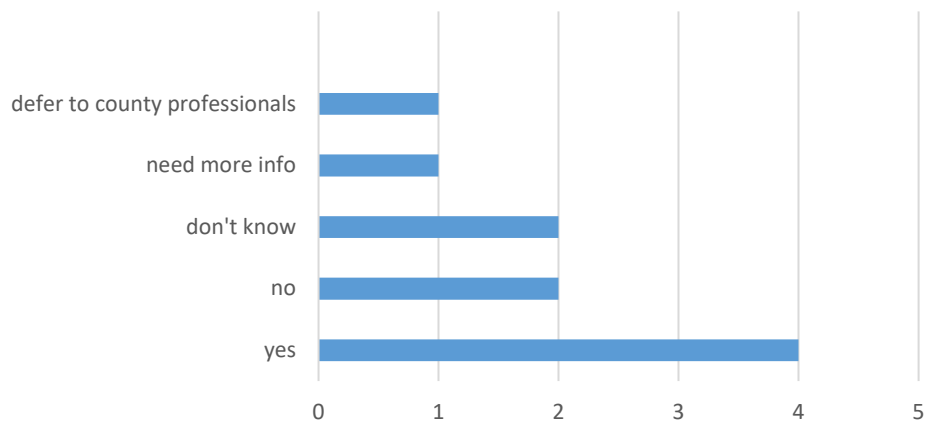
1

Are you a resident of Volusia County?



2

Do you recommend changes to the county's current density bonus program?



3

1 Additional Survey Comments:

2  
3 *Reducing Design and Production Costs*

- 4 1) Promote digital submittal system and payment. Provide larger upload file amounts  
5 for digital submittals.  
6 2) Improve online zoning maps.  
7 3) Sit down with developer to go over plans. Have a quicker, comprehensive review  
8 so that the engineer only needs to respond one time for changes. Move affordable  
9 housing to the head of the line. Identify key issues that need to be resolved and  
10 be more specific during review. Let developers work off a sketch of survey to  
11 reduce time. A full survey can be provided later. County should mandate that all  
12 units are energy efficient to reduce monthly electric and water bills.  
13 4) Cut down on design element requirements and their use. Appoint a design review  
14 board of volunteers in the community including architects, landscape architects,  
15 urban designers, other designers, and general citizens.  
16 5) Create a certification program whereas applicants/contractors can be authorized  
17 to be allowed to self-certify aspects of the site planning design work in accordance  
18 with code. By completing an affidavit, they and/or their civil engineer would testify  
19 that the site plan complies with county codes and would not have to be delayed  
20 awaiting county staff time to re-review. Also, with this program,  
21 applicants/contractors would only have to have a site plan concept and building  
22 plans approved once but could later apply to multiple other similar locations without  
23 having to go back through a lengthy process.  
24

25 *Addressing NIMBY*

- 26 1) Declare public policy goals and objectives within the comprehensive plan that  
27 promote the location of affordable housing throughout the county, and highly  
28 recommend this use within areas shown on the targeted area maps under  
29 formation by county staff.  
30 2) Delegate administrative authority to staff and set a reasonable threshold for appeal  
31 (more than one or two disgruntled neighbors).  
32 3) Gain an understanding of HB 1339 and actually use the bill. It allows government  
33 to override local zoning to develop affordable housing.  
34 4) Really look at who is objecting and really what they're objecting to. A few NIMBY  
35 voices should not be enough to sway commissioners from allowing affordable  
36 housing.  
37 5) We must shorten timeframes. The current review system is archaic with NIMBYs.  
38 6) Communication – communication – communication. Create narrative shifting  
39 language that everyone is able to utilize.  
40 7) I see this ultimately as a council decision. If you want to encourage affordable  
41 housing and save time on process, then there needs to be fewer hearings and  
42 meetings, and more opportunity for administrative decisions. If the use is permitted  
43 in the land use and zoning category, there should be fewer public hearings and  
44 meetings, even if that means smaller lot sizes, square footage, etc.  
45 8) Involve the public now while the decisions to provide incentives and modify rules  
46 are being considered.

- 1 9) Community meetings with existing residents and county staff of mixed races who  
2 speak Spanish or French.
- 3 10) Community education and meetings to address impacts on water supply, roads,  
4 accommodations for public input – perhaps before county council meetings?
- 5 11) An informational/education outreach campaign that focuses on shifting the  
6 narrative behind affordable housing. Because of the existing negative connotation  
7 behind the word, reframing the topic of conversation as housing affordability or  
8 attainability can go a long way.
- 9 12) Assure policy only requires public hearing of affordable housing projects as  
10 required by state statutes and that local policy does not require unnecessary public  
11 hearings that seem to only attract the NIMBYs. Also, provide positive examples of  
12 other successful and attractive projects to help educate the NIMBYs that their  
13 concerns most likely are not valid and/or are incorrect by a misleading  
14 misconception.

#### 15 16 *Affordable Housing Overlay Zone*

- 17 1) This should always be a case by case review, but certain funding measures make  
18 sense in targeted areas (reduced transit needs = reduced impact fees, etc.)
- 19 2) The county should prioritize gap funding initiatives to areas identified in the overlay,  
20 but it should not be exclusive. It should be open to innovative alternatives.
- 21 3) County should balance providing resources to various affordable housing  
22 developments. Resources allocated to assist various segments (very low, low,  
23 sales and rentals) should be looked at. Look at the overall pot of money the county  
24 is spending now for programs and evaluate which programs are benefitting which  
25 segments that need assistance.
- 26 4) Look at all funds expended on social programs and figure out who is benefitting,  
27 and some of those funds should shift to new programs.
- 28 5) Housing is needed in all areas of Volusia County. It's hard to pick a specific area.

#### 29 30 *Alternative Revenue Sources*

- 31 1) Consider some type of modest user/resident fee that can be bonded, similar to a  
32 community development district tax. It could be paid for through the property tax  
33 or utility bill.
- 34 2) I recommend a lapse in fees until the project moves out of the affordable housing  
35 category.
- 36 3) We talked about how time is money. Expediting the processing time should save  
37 the developers a significant amount of time. I am not sure if I agree with total  
38 waiving of the fees for workforce developers who build renter properties because  
39 they are making a profit on their renter units. I believe that developers  
40 concentrating on homeownership should be under a different criterion.
- 41 4) Increase permit and inspection fees on all other projects.
- 42 5) Initiate a countywide affordable housing trust fund from the American Rescue Plan.  
43 Once an affordable housing trust fund is established, affordable housing  
44 developers are attracted to your area. In FAITH interviews with a Jacksonville  
45 affordable housing developer, they said they area wanting to do a project in Volusia

County as they have projects in Orlando and Jacksonville. They would like to follow the I-4 and I-95 corridor.

- 6) I do not believe that I am at the point to recommend the waiving of permit fees. It would be my recommendation that we find ways to reduce the cost/time incurred by staff, as this is what dictates the amount of the fee, of processing affordable housing applications. Pass that savings on to the applicant. I am more supportive of creating a trust fund that can be used as a match for other grants and to incentivize affordable housing by contributing towards impact fees or infrastructure costs. The trust fund could receive revenue through various federal and state grants, ARPA funds and possibly linkage fees assessed on commercial projects.

#### *Definition of Affordability Based on Personal Experience*

- 1) Low income residents need small, modest but non-slum-like affordable places to live in the \$500-\$1,000 per month range.
- 2) I agree with the standard definition of 30% of income to go to housing and utility expense. I don't agree with mixed developments (in most instances) where market rate units are combined with affordable units. I do agree that market rate development could provide funds to be used to assist in affordable housing.
- 3) In my experience, the words affordable housing means something different to everybody. For someone in the field, it has a very specific meaning. To the lay person such as myself, we think of it as "a decent home for a decent price." It's one that can house your family and, after paying for it, still leave you with enough money to pay for your other necessities and some "wants."
- 4) Definition of affordable: able to be afforded: having a cost that is not too high. Why, when it comes to affordable housing, you get NIMBY? We have to remove the negative connotation that is related to affordable housing. Most people believe that having affordable units in their neighborhood will bring down their property value. Not sure why providing workforce/affordable homes would make people think that the quality of workforce homes is less than theirs, or do they believe that because they are in a higher income class, the people whose income is less than theirs don't deserve quality housing? Or, do they think that anyone whose economic standard is less than theirs can't share the same land? Or do they look at them as just plain less than them? Not sure why people who work everyday jobs shouldn't experience homeownership. Why do we always want to put the workforce population into renter properties? Even if they start in a renter property, there should be some type of path to homeownership. Every child deserves a backyard to play in.
- 5) We have never had a sufficient supply of adequate housing for the low and very low income households, but now our middle income households also cannot find adequate housing to rent or own. In 2020, my daughter was offered a teacher's salary in Volusia (approx. \$45k/yr) and could not afford to live by herself in any of the new apartment complexes being constructed either on the east or west side of the county. Rents exceeded 30% of her gross income and were slightly more than 40%. The 30% rule of thumb continues to be a good guideline for defining affordable.

- 6) Within 30 percent of the resident's income. This weekend at church, two people stated that their rent is going up \$500. Effective in March, another \$300. A mobile home resident said her lot rent has gone from \$414 per month in 2018 to \$621 this year. These people are all on fixed incomes and unable to work. The average monthly rent in Volusia County is presently \$1,340 per month.
- 7) Based on my perspective and experience, "affordability" in Volusia County means those who work in the county can also afford to live there and vice versa.
- 8) I believe there is a need for a committee to be appointed to refine the state statute (definition) for Volusia County, and the definition should be approved by the county council. The final initiatives of the affinity groups could be replicated within many municipalities using the same standards.

### *Impact Fees*

- 1) Revised impact fee study to show that the revised rate is proportionate to the impacts.
- 2) Look at changing impact fees for different home sizes. A single mom with 2 kids in an affordable home is not the same impact as a family of 4 in a 3,000 sf home with four vehicles.
- 3) I don't believe impact fees should be waived, but a study should be done or some study used and a discount applied for the reduction in overall cost. I am also not opposed to an increase in property taxes.
- 4) State of FL funding.

### *Density Bonuses*

- 1) I would like to see how often the bonuses have been applied for and used. They seem appropriate to me, along with the potential for administrative adjustments to other development criteria.
- 2) I defer to county professionals on the appropriate percentage for density bonus allocations.
- 3) Proposed density bonus changes: 4 story apartments going to 24 units per acre; five story apartments going to higher, especially with structured parking. Let the market decide.
- 4) Recommend 4 story apartments going to 24 units per acre and 5 story apartments going higher, especially with structured parking. Let the market decide. Staff should take a good look at alternatives being brought forward with build-for-rent/build-to-rent higher density single family, paired villas, tri-plexes and quads.
- 5) Consider increasing the number of units in Low Impact Urban and Urban Low Intensity designations.

### *Administrative Approval*

- 1) Allow for administrative approval of up to 40 percent modifications from development criteria to limit the need for full public hearing process and limit approval to DRC action for site plan review.
- 2) Set a reasonable threshold for appeal.
- 3) Possibly create a publicly approved administrative review process that meets some sort of best practice or national standard.

- 4) Why can't it get done during the development review committee stage?
- 5) Modifying design standards, lot sizes, etc. could be done through DRC and eliminate PLDRC. This can only be done if the council is truly supportive and understanding of the issues of affordable housing. You can't create a more favorable process for affordable housing that eliminates some of the current public involvement process if council members are going to criticize staff every time they approve a new project that someone doesn't like. We have segregated ourselves too much by socioeconomic status, and allowing more mixed use housing developments and neighborhoods would be a move towards more diverse communities and less isolation/segregation.

### *Inclusionary Zoning*

- 1) Allow inclusionary zoning in designated areas – not countywide.
- 2) Dedicate \$1,000,000 plus in the county general fund annually to an affordable housing trust fund.
- 3) Use \$2,500,000 of ARPA funds to seed an affordable housing trust fund.
- 4) Facilitate small-scale infill opportunities.
- 5) Review regulations – just don't eliminate them since they were put in place to solve problems – develop new “least restrictive” ways to solve problems.
- 6) I don't like mixing uses especially in higher end single family or multifamily housing. To me, it doesn't make sense. I do like having a development fund established through more expensive market rate subdivisions (like Seminole County's old Flea World project).
- 7) Based on the additional discussion at the meeting, in the end we have to make developers whole, so inclusionary zoning doesn't make sense. Something that we didn't talk about in the meeting that I don't know if it makes sense or not is a smart code methodology. From what I understand, it is a version of form based codes and maybe Daytona Beach already has? Focus on what we want rather than what we don't want [according to Catherine Hartley (AF summit speaker)].
- 8) When developers or builders receive any fee waiver, incentives, or funding given by Volusia County to build market price homes, they should participate in inclusionary zoning. This would enable us to keep up with the demand for affordable homes.

### *Additional Comments*

- 1) Beachside apartments and homes along with mainland homes that are blighted could be renovated for safe, clean housing. Presently, hotel and restaurant service workers are living in Bunnell and DeLand as they cannot afford to live near work.
- 2) Cottage home communities or small dwelling home neighborhoods (e.g. Elinor Village) and vacated shopping centers may be potential affordable housing sites.
- 3) I do not think that waiving developer application fees for affordable projects will be a needle mover or enough of an incentive to make a project viable, just wanted to make a quick note of that.
- 4) I believe that a reduction (instead of a complete waiver) of impact fees and permitting fees would serve as sufficient incentive.



## **TARGETED AREA MAP FOR AFFORDABILITY PLANNING**

The LDR Affinity Group recommended the development of a targeted area map that could help the county focus its affordable housing resources in specific areas of need. According to a recent report by the Florida Chamber of Commerce, there are ten root causes of poverty. They include lack of employment opportunities, inequities in education and workforce development, unaffordable and unattainable housing, insufficient transportation options, disproportionate health access and outcomes, food insecurity, inaccessible and unaffordable child care, unsafe environments, imbalanced outcomes in the criminal justice system, and lack of recognition and access within the community. The Food Brings Hope (FBH) Prosperity Initiative is a locally driven project that is focusing on the 32114 zip code where childhood poverty rates are more than double what they are in the rest of the county. It is a collaborative community partnership to address some of the root causes of poverty including lack of employment opportunities, inequities in education and workforce development, unaffordable and unattainable housing, disproportionate health access and outcomes, and food insecurity.

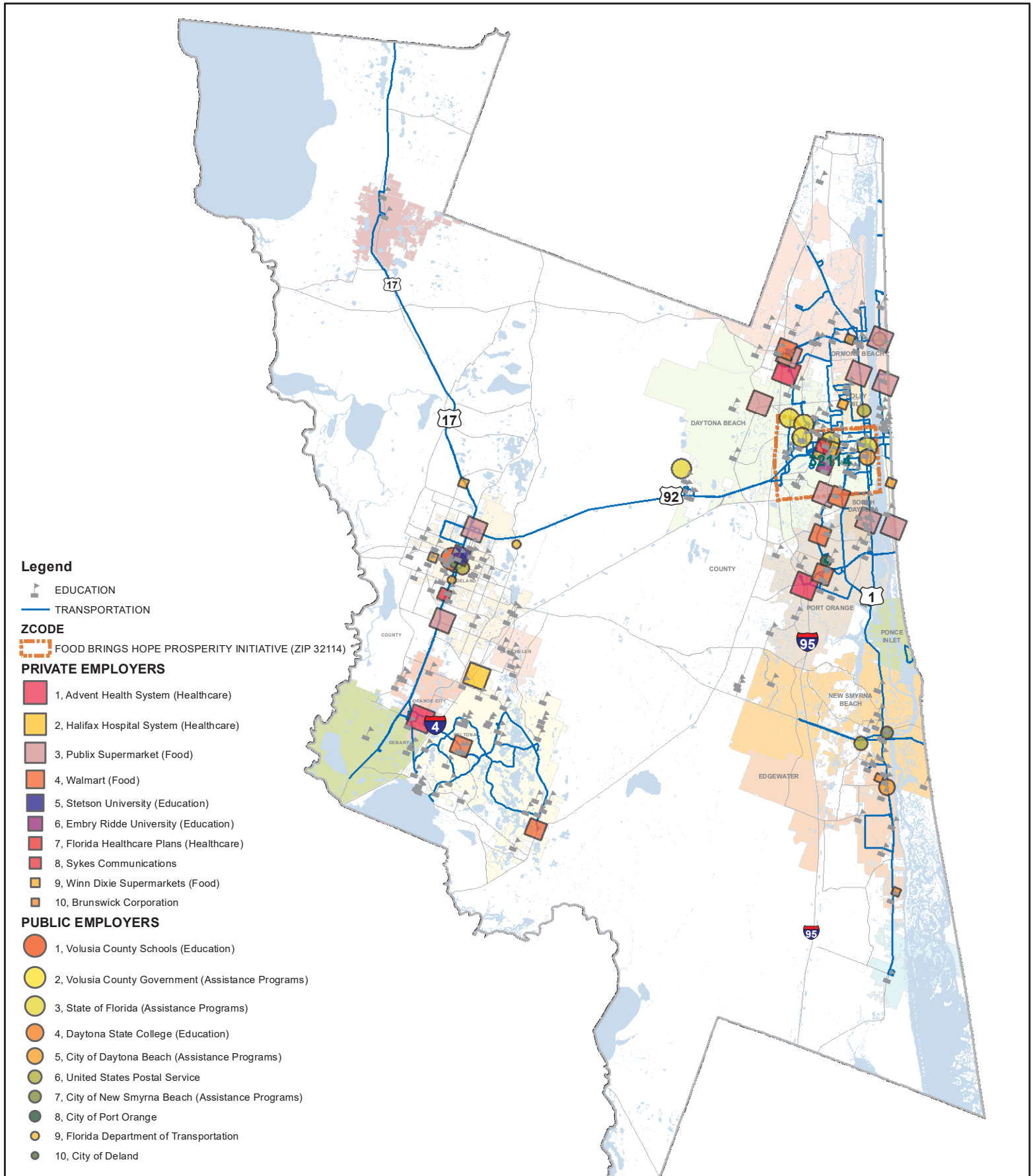
County staff recognized that in order to develop a targeted area map for affordable housing opportunities, variables identified by the Florida Chamber and the FBH Initiative would become critical components of the mapping effort. The LDR Affinity group reiterated the need for a high correlation between community needs and available services. To geographically frame current conditions in both the east and west sides of Volusia County, the county's Planning and Development Services Division mapped major employers, transit lines, transportation corridors, and city boundaries. After reviewing the data, it became clear that some of Volusia County's largest employers were providers of the very services identified by the Florida Chamber and FBH. The map was further refined to classify major employers by the services that they provide such as healthcare, food, education, and assistance programs. Finally, the 32114 area code was delineated.

The map is designed as a generalized tool to match resources with needs. Many in poverty do not have access to transportation. Transit and walkability options are the key to help them meet their daily needs. The average person can comfortably walk a distance of ¼-mile to a desired destination. The maps provided on the following pages can assist affordable housing stakeholders with a conceptualization of opportunities for helping to address the roots of poverty by maximizing the availability of public and private community resources.

If the Consolidated Affordable Housing Plan is approved by the Volusia County Council, the next step will be for the Planning and Development Services Division and the Community Assistance Division to coordinate with their partners to further refine the areas of critical need and establish an Affordable Housing Zoning Overlay. Areas within the overlay would be considered priorities for affordable housing funding and would qualify for county incentives that are available through the comprehensive plan, the land development regulations, and the zoning code for affordable housing projects.

1 When the LDR Affinity Group reviewed the targeted area map in their final meeting, they  
2 stressed the need to focus county initiatives within a targeted area, but to also be flexible  
3 about considering good opportunities outside of a proposed zoning overlay. Additionally,  
4 they recognized that in order to implement a robust affordable housing plan, the county  
5 will need to engage, share, and work collaboratively with each municipality to achieve a  
6 successful outcome.  
7

# TARGETED AREA MAP FOR AFFORDABILITY PLANNING



## Disclaimer:

This map is intended only to be a visual representation and should not be used for the making of accurate measurements, or for engineering purposes. The County of Volusia is not responsible for outcomes of decisions made on the basis of this map.



Customized map prepared by:  
Volusia County Growth & Resource Management - Mapping and Addressing

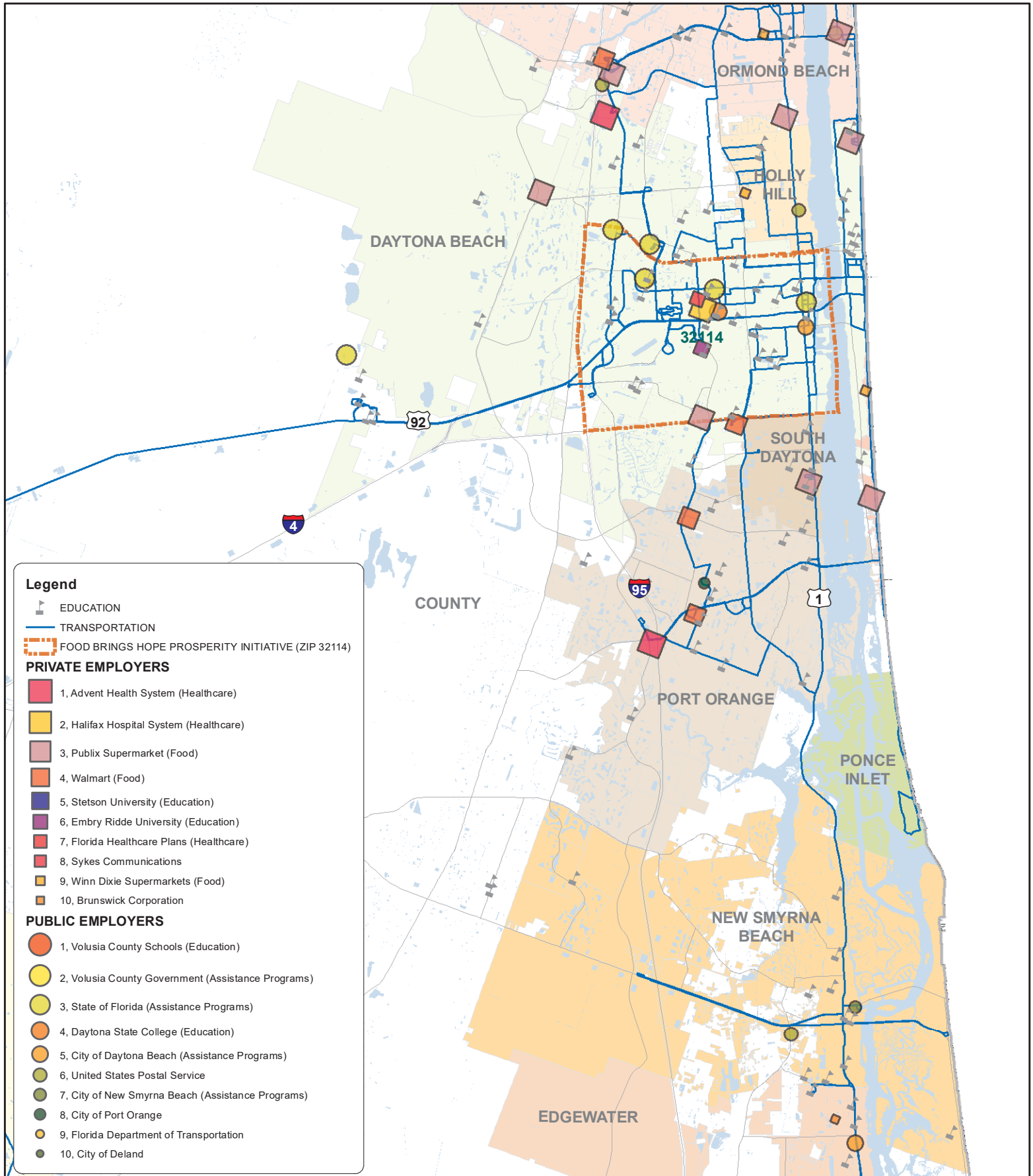


3/1/2022

0 4 8 12 Miles

Note: Due to variations in printer settings, this scale may not provide accurate measurements.

# TARGETED AREA MAP FOR AFFORDABILITY PLANNING - EAST SIDE



## Disclaimer:

This map is intended only to be a visual representation and should not be used for the making of accurate measurements, or for engineering purposes. The County of Volusia is not responsible for outcomes of decisions made on the basis of this map.



Customized map prepared by:  
Volusia County Growth & Resource Management - Mapping and Addressing

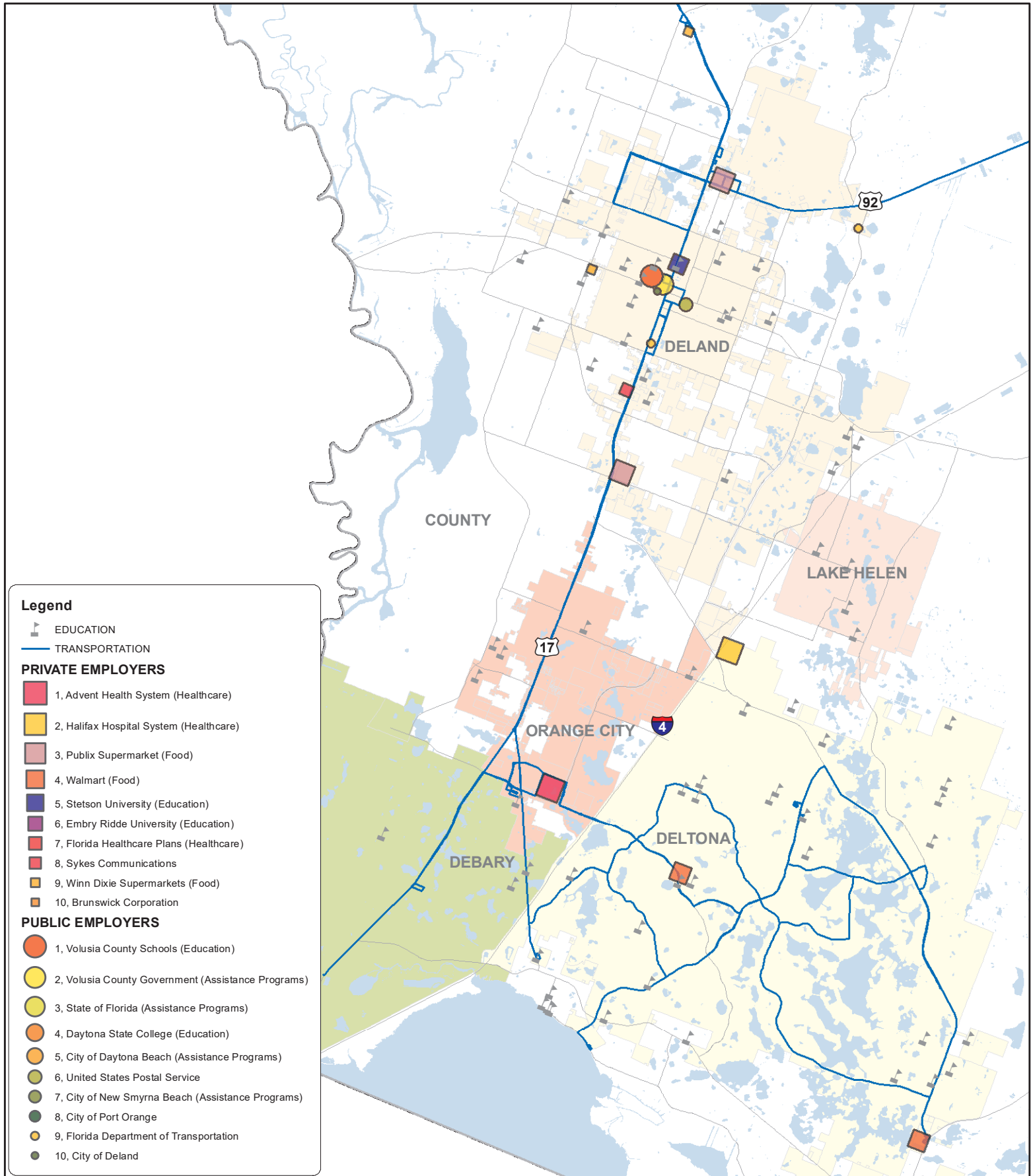


3/1/2022

0 1.5 3 4.5 Miles

Note: Due to variations in printer settings, this scale may not provide accurate measurements.

# TARGETED AREA MAP FOR AFFORDABILITY PLANNING - WEST SIDE



## Disclaimer:

This map is intended only to be a visual representation and should not be used for the making of accurate measurements, or for engineering purposes. The County of Volusia is not responsible for outcomes of decisions made on the basis of this map.



2/28/2022

0 1 2 3 Miles

Note: Due to variations in printer settings, this scale may not provide accurate measurements.

Customized map prepared by:  
Volusia County Growth & Resource Management - Mapping and Addressing

**NEXT STEPS**

**March – April 2022**

Consolidated Affordable Housing Plan Report (CLT, Funding, LDR Recommendations)

**April – May 2022**

Affordable Housing Advisory Committee Review

**June 2022**

County Council

**3<sup>rd</sup> Quarter 2022 (tentative)**

Draft Affordable Housing Ordinance (pending council approval)

Draft Affordable Housing Zoning Overlay (pending council approval)

**4<sup>th</sup> Quarter 2022 (tentative)**

PLDRC review of comprehensive plan and zoning ordinance changes

County Council review of comprehensive plan and zoning ordinance changes

## **Draft Appendix E: COMMUNITY LAND TRUST AFFINITY GROUP**

This document is designed to summarize the discussions, actions, and recommendations of the Community Land Trust Affinity Group. It is provided as an appendix to the Affordable Housing Plan to represent the group's shared perspectives.

### **Purpose/Goals**

- 1) To give input and recommendations on how to bridge the gap of affordable housing units by establishing a Community Land Trust (CLT) in Volusia County
- 2) Use the data and tools gathered through the Affordable Housing Initiative to develop strategies and priorities for an affordable housing plan

### **Meeting Dates**

- January 26, 2022: Overview, discussion of CLTs, and determining next steps
- February 23, 2022: Discussion of solicitation and developing measures of success

### **Committee Members**

Anne B. Evans, Chair, Halifax Urban Ministries  
Jason Ware, Co-Chair, HomeVestors of America  
Amaya Albury, eXp Realty  
Christopher Edwards, City of New Smyrna Beach  
Phyllis Evelyn, Retired minister  
Lisa Hamilton, UF/IFAS  
Randy Hartman, City of New Smyrna Beach  
Nika Hosseini, Cobb Cole Attorneys at Law  
Kerry Karl, VCARD  
Susanne Kennedy, FAITH  
John Nicholson, Retired

### **Discussion Topics**

During the CLT Affinity Group meetings, members discussed various topics relating to CLTs and recommendations moving forward. Prior to the creation of the CLT Affinity Group, the implementation of a CLT had been discussed and it appeared that the majority determined it to be a possible long-term solution. The group worked to discuss and determine best actions to make recommendations. A motion was made during a CLT Affinity Group meeting to recommend the establishment of a CLT in Volusia County and was passed unanimously.

A topic of discussion for the group was whether to consider join an existing CLT organization or create a new CLT for Volusia County. After a discussion of the differences between the two

options, the group voted unanimously to recommend developing a Request for Qualifications to create a CLT in Volusia County.

The group also discussed the need to communicate with other municipalities about the CLT strategy, with the goal to have other local governments participate in the CLT. The members also discussed possible vision statements. The CLT Affinity Group voted unanimously to adopt “Create long-term affordable housing in perpetuity and in partnership with local governments and the private sector through the establishment of a vibrant CLT” as the affinity group’s vision statement.

### **Solicitation**

The CLT Affinity Group discussed solicitation for organizations that will partner with the county to explore Community Land Trust options. They considered the following aspects and additional criteria that should be considered,

- 1) Local control – local coordinating board
- 2) Organization’s previous experience with operating a CLT
- 3) Include rental and homeownership
- 4) Include property types such as single-family, multi-family, etc.
- 5) Source of funds
- 6) Organization’s roles and responsibilities within the trust
- 7) Experience with land management including land leases, etc.
- 8) Team qualifications
- 9) Timeline to start
- 10) Organizations having a certification through CLT and Certification Program
- 11) Organization’s metrics for measuring their success
- 12) Organizations have experience in acquiring land
- 13) Organization’s previous experience with partnerships
- 14) Include local governance plan
- 15) Organization’s capacity to scale
- 16) Organization’s experience with diversified funding
- 17) Costs

The CLT Affinity Group also agreed that the solicitation and responses would assist in determining if the county would start a new Community Land Trust or join an existing trust.

### **Measures of Success**



The group discussed how to determine measures of success for the topic of Community Land Trusts. They discussed both short and long-term measures to reach a consensus on the following recommended measures of success/action items,

- 1) County Council approval of draft Affordable Housing Plan that includes a Community Land Trust in Volusia County
- 2) Advertise solicitation for an organization that will partner with the county to explore Community Land Trust options
- 3) Evaluate responses and make award
- 4) Establish or join Community Land Trust with local governance

It is suggested that in the future, the Affordable Housing Plan be amended to include additional short and long-term goals and measures of success for the Community Land Trust.

### **Inventory of Property**

The CLT Affinity Group discussed the county's inventory of property suitable for affordable housing. Florida statute requires that the county maintain an inventory list of all real property within its jurisdiction to which the county holds fee simple title that is appropriate for use as affordable housing. These properties, at the time of the meeting, were all located in unincorporated areas of the county. The group discussed some of the processes for determining which properties were suitable for the inventory.

## **Draft Appendix E: FUNDING AFFINITY GROUP**

This document is designed to summarize the discussions, actions, and recommendations of the Funding Affinity Group. It is provided as an appendix to the Affordable Housing Plan to represent the group's shared perspectives.

### **Purpose/Goals**

- 1) To give input and recommendations on how to bridge the gap of affordable housing units
- 2) Use the data and tools gathered through the Affordable Housing Initiative to develop strategies and priorities for an affordable housing plan

### **Meeting Dates**

- January 12, 2022: Overview, identifying the problem, developing a vision for the plan, identifying measures, and discussing barriers
- February 9, 2022: Discussion and prioritizing strategies
- March 9, 2022: Developing language and measurable objectives for strategies; discuss specific action steps for each strategy

### **Committee Members**

Waylan Niece – Chair, The Neighborhood Center of West Volusia  
Ron Nowviskie- Co-Chair, Retired Real Estate Broker  
Jim Cameron, Consultant  
Deborah Crane, Mortgage Loan Originator  
Grey Dodge, Developer/ Builder/ Manager  
Jeannette Duerr, Consultant  
Lydia Gregg, Mid-Florida Housing Partnership  
Jackie Mole, FAITH  
Lorranine Pedro, Department of Health  
Tarneisha Thomas, Food Brings Hope  
Jeff White, Volusia-Flagler County Coalition for the Homeless

### **Guest Speakers**

The following guest speakers presented to the Funding Affinity Group to give insight into various funding topics,

- Loretta Arthur – Section 108 Program
- Mitchell Glasser – Housing trust funds
- Jennifer Rupert – Housing stock data analysis

## **Existing Funding Sources**

The Funding Affinity Group reviewed the following existing affordable housing funding sources,

- 1) State Housing Initiative Partnership (SHIP) – Annual state grant for housing
- 2) Home Investment Partnerships Program (HOME) – An annual federal grant for housing
- 3) Community Development Block Grant (CDBG) – An annual federal grant for community development, which includes multiple allowable uses

The existing funding sources were reviewed in regards to their allowable uses by income levels. The following table demonstrates the income levels allowed with each existing funding source,

<b>Activity</b>	<b>0 – 50% of AMI</b>	<b>50 – 80% of AMI</b>	<b>80 – 120% of AMI</b>
<b>First Time Homebuyers – SHIP, HOME &amp; CDBG</b>	Yes	Yes	Yes
<b>Homeowner Rehabilitation – SHIP, HOME &amp; CDBG</b>	Yes	Yes	Yes
<b>Homeowner Housing Development- SHIP &amp; HOME</b>	Yes	Yes	Yes
<b>Rental Development - SHIP &amp; HOME</b>	Yes	Yes	Yes
<b>Rental Acquisition and/or Rehabilitation - SHIP &amp; HOME</b>	Yes	Yes	Yes
<b>CHDO – HOME</b>	Yes	Yes	No
<b>Land Acquisition for Housing Development - SHIP &amp; HOME</b>	Yes	Yes	Yes

Additional possible funding resources and upcoming opportunities,

- 1) Project-Based Vouchers – Volusia County currently has approximately 300 housing choice vouchers that are currently used by clients for the unit they choose, but a percentage is allowed to be used a project-based vouchers
- 2) \$2.4 million in program income earned, available for housing programs
- 3) \$2.2 million in a one-time HOME Investment Partnerships Program – American Rescue Plan allocation for housing that benefits homeless and high-risk populations

## **Tools**

The Funding Affinity Group reviewed the following possible funding tools as recommendations to promote affordable housing,

- 1) Affordable housing trust fund
- 2) Land contribution
- 3) Market rate and affordable housing together (tax incentive financing)
- 4) Section-8 housing project-based housing choice vouchers
- 5) Developer fee reductions for location contribution
- 6) 4% bonds with SAIL – competitive
- 7) 4% bonds with other funding – non-competitive
- 8) Multi-family housing in industrial zones (without re-zoning)
- 9) Developer fee reduction for local contribution
- 10) Propose SHIP policy change - Percent spending requirements over 3 years instead of annually

### **Barriers and Opportunities**

The group discussed the following barriers and opportunities that would likely need to be considered when identifying funding tools and measures,

- 1) Government offers deals to developers versus the current process
- 2) Proactive approach
- 3) Legal changes
- 4) Understanding of tools (governments and Public Housing Authorities)
- 5) Perception - NIMBYism
- 6) Current funds available (restrictive rules)

### **Priority Strategies**

Over the course of the Funding Affinity Group meetings, the group identified three funding strategies that they recommended as priorities. The strategies are as follows,

- 1) Identifying Cost Savings for Developers
- 2) Increasing New Sources of Funding and Maximizing Current Funding
- 3) Preserving/Maintaining Existing Affordable Housing

With each strategy, the group identified corresponding tools to aid in implementation. Through discussions, the group has come to the consensus that the strategies and tools listed are what they recommend when going forward to implement affordable housing. Concerning whether rental or homeownership was a priority in each strategy, it was determined that rental capacity was a priority in all three strategies.

### **Strategy #1**

- Identifying Cost Savings for Developers

The following tools were identified by the group to assist with this strategy,

- 1) Donation of land, including single and multi-family parcels
- 2) Long-term loans
- 3) Recommend creating shovel-ready opportunities, determine if shovel-ready can be developed
- 4) Infrastructure improvement

## **Strategy #2**

- Increasing New Sources of Funding and Maximizing Current Funding

The following tools were identified by the group to assist with this strategy,

- 1) Recommend using the highest percentage allowed in all funding streams for the development of new rental housing
- 2) Recommend that a housing trust fund be created with specific criteria for use of funds
- 3) Strategize on municipal partnerships to leverage current funding streams
- 4) Florida Housing Finance Corporation special grants
- 5) Focused development of rental capacity
- 6) Section 108 Program
- 7) Federal grants

## **Strategy #3**

- Preserving/Maintaining Existing Affordable Housing

The following tools were identified by the group to assist with this strategy,

- 1) Homeowner Rehabilitation Program
- 2) Maintain/rehabilitate non-profit rental stock
- 3) Public housing improvements

## **Housing Trust Fund**

In addition to the priority strategies identified by the Funding Affinity Group, the topic of housing trust funds was discussed at length by the group over the course of the meetings. Some topics discussed included how housing trust funds work, where the funding would potentially come from, and what types of criteria are recommended to be in place for affordable housing developers to access the funds. The group came to a consensus that if a Housing Trust Fund were to be created, they recommend that funding should be utilized for multi-family and/or single-family rental properties.

The Funding Affinity Group recommended the following requirements and priorities for access to the funding from the Housing Trust Fund,

- Requirements
  - 1) Must be an affordable housing developer or partner with one
- Priorities
  - 1) City boundaries
  - 2) Close to amenities
  - 3) Matching funds
  - 4) Leveraging – lowest cost per unit

## **Summary of public comments**

The public review period on the draft Path Forward – Strategies for Success was open from June 8 – June 15, 2022. A public meeting was held on June 15, 2022. The meeting was attended by 36 members of the public, 24 in person and 12 virtually.

All comments received regarding the draft plan were positive, with some requesting additional items be included in the plan. The following are summaries of the comments made verbally during the public meeting:

- F.A.I.T.H. thanks the county for the work on the plan and supports the recommendation to create an affordable housing trust fund.
- Habitat for Humanity of Greater Volusia County supports the plan and specifically the following items: expedited building and development review process, reduction and waiver consideration of permit fees, deferrals and reductions of impact fees, streamlined access to down payment assistance programs for eligible clients, and the creation of an affordable housing trust fund.
- Support of the plan and requests to add policies to the plan that support the following:
  - Facilitate the use of modern high-tech home construction methods, specifically manufactured homes
  - Accessory dwelling units
  - A formal countywide or regional approach to collaboration on the affordable housing initiative
- Support of the plan, an affordable housing trust fund, a community land trust, and accessory dwelling units.
- The League of Women Voters of Volusia County supports this affordable housing plan and is an ally.

A written comment was received during the comment period in reference to supporting the plan and requesting that HUD-Code Manufactured Housing be included specifically. The written comment is attached.

---

**From:** Dwight Selby <dselby@selbyrealty.com>  
**To:** Carmen Hall <chall@volusia.org>  
**Date:** 6/14/2022 1:01 PM  
**Subject:** [EX] PUBLIC COMMENT - VC AFFORDABLE HOUSING INITIATIVE  
**Cc:** "ddbutler@volusia.org" <ddbutler@volusia.org>, "cervin@volusia.org" <cervin@volusia.org>, Kyle Selby <kselby@selbyrealty.com>, Dwight Selby <dselby@selbyrealty.com>

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**PUBLIC COMMENT RE: VOLUSIA COUNTY AFFORDABLE HOUSING INITIATIVE  
THE PATH FORWARD – STRATEGIES FOR SUCCESS DRAFT PLAN**

Let me begin by saying THANK YOU to the members of the AHAC, members of the three Affinity Groups, the Summit Panelists, the Webinar Speakers and especially Volusia County Staff Personnel for your hard work and commitment to genuinely improving the lives of some of the most economically-challenged residents of our wonderful county. The entire process was very well organized and run. You engaged subject experts on a variety of topics and have drafted changes to the Land Development Code that, if adopted, will meaningfully address the challenges that limit or prevent the creation of affordable housing.

I have worked with HUD-Code Manufactured Housing for nearly 30 years. As such I am predisposed to think about it. Most people are not and, worse yet, some carry a bias against this type of housing based on outdated stereotypes. Approximately 10% of Floridians live in HUD-Code Manufactured Homes.....an affordable, well-built alternative to site-built homes. Modern HUD-Code Manufactured Homes are cost effective, high quality and attractive. HUD-Code Manufactured Housing should be specifically called out in the report and barriers to their use should be reduced or eliminated. As such, I will make the following suggestion:

- HUD-CODE MANUFACTURED HOUSING, which is not mentioned in the draft AHAC report, should be included in the report. The barriers in the code that limit or prohibit HUD-Code Manufactured Housing should be changed. New HUD-Code Manufactured Homes should be permitted in many more zoning districts throughout the county.

My company has recently completed the installation of new HUD-Code Manufactured Home, which we are going to sell with the land, making the entire package real property. You can take a self-guided virtual tour of this brand-new home at [www.1807Woodcrest.com](http://www.1807Woodcrest.com).

I would have preferred to make this comment in person however I will be out of state on business on June 15<sup>th</sup>. Thank you for listening,

*Dwight*

Dwight C. Selby, CCIM, CEO  
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President Ormond Beach Police Foundation

Commissioner City of Ormond Beach

Vice President First Step Homeless Shelter

Board Member Ormond Main Street

# Affordable Housing Incentive Strategies Status

This summary is provided in preparation for the 2022 report.

## Expedited Permitting

*Strategy A: The processing of approvals of development orders or permits for affordable housing projects is expedited to a greater degree than other projects, as provided in s. 163.3177(6)(f)3.*

## Existing Strategy Status:

- The Land Development Office continues to have an ombudsman for affordable housing projects. A pre-application meeting is held with potential applicants to review the process, procedures, and requirements for developing a project.
- The affordable housing ombudsman provides a single point of contact with developers of affordable housing. His job is to facilitate the communication between county staff and developers to ensure a seamless approach to addressing affordable housing projects.
- The technical review process is the means by which all parties can gather together to discuss proposals
  - The Community Assistance Division certifies potential affordable projects, and a multi-disciplinary technical staff review meeting is organized through the Land Development Office to provide written comments from engineering, environmental, building, fire, planning, zoning, and other county staff early in the process.
  - Each division provides information to the applicant in an in-person meeting where potential incentives and costs are discussed
  - There has only been one affordable housing project within the county's jurisdiction since 2015 that has gone through this process, Lisbon Parkway Townhomes.
    - The project is currently under construction in the Spring Hill Community Development Area (CRA).
- Volusia County is currently sponsoring an Affordable Housing Initiative which includes affordable housing webinars and an affordable housing summit. This will include a comprehensive effort to involve the not-for-profit sector, developers, and other parties who are involved with or interested in affordable housing.

***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy C in the plan addresses communication and collaboration that will help to implement this incentive strategy and the recommendations made by AHAC in 2021.
- Strategy F in the plan recommends enhancing the current review process by modifying the comprehensive plan to include a dedicated affordable housing review team in addition to the ombudsman.

**2021 AHAC Recommendations:**

- The county should develop a communication plan on their affordable housing process, including applicable maps.
- The communication plan on the county's affordable housing process should be published and distributed to all municipalities.

### **Process of Ongoing Reviews**

*Strategy 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.*

#### **Existing Strategy Status:**

- Staff continues to review and report on changes to the cost of housing annually, including all impact fees, construction permit fees for new and rehabilitating housing.
- The primary charge of the Development Review Committee (DRC) is to review and permit development. The committee considers waivers to development requirements, where appropriate.
- Section 72-501(b)(3)(c) states, “When in the judgement of the DRC, strict application of the requirements of this article would result in an inequitable or unreasonable result, stifle innovative or creative design, or create undue hardship when applied to a specific project or development, the DRC may modify such requirements to the extent necessary to achieve equity or reasonableness, or relieve the undue hardship...” This provision allows for the consideration of housing costs, and it allows the DRC to reasonably reduce costs by allowing flexibility in affordable housing developments.
- There have been no changes to the definition or classifications of future land use, zoning, density, or land development procedures in the past three years. Section 72-379 of the zoning ordinance remains in place to provide for relief of minimal dimensional requirements.
- Changes to the impact fee schedule were approved by the County Council in 2018.
- Impact fees continue to be reviewed on a regular schedule as required by law.

#### **Related recommendations in The Path Forward – Strategies for Success draft:**

- Strategies F, H, I, and J in the plan will result in a new affordable housing ordinance that outlines the regulatory review process for affordable housing projects.

#### **2021 AHAC Recommendations:**

- The regulatory review process (regarding environmental policies, procedures, ordinances, regulations, plan provisions, etc.) should continue to be implemented to identify actions that could affect the cost of living.
- During the regulatory review process, the county should look for eco-friendly, and cost-effective alternative materials and methods.
- A report on the implementation of the revised regulatory review process should be reviewed triennially by the Affordable Housing Advisory Committee.

### **Modification of Impact Fees**

*Strategy B: The modification of impact-fee requirements, including reduction or waiver of fees and alternative methods of fee payment for affordable housing.*

#### **Existing Strategy Status:**

- Per a 1991 ordinance, the County currently waives one unit per impact fee zone per year for Habitat for Humanity. These fees are paid by the Community Assistance Division.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy H recommends modifying the comprehensive plan to include options for fee waivers and deferrals for affordable housing projects.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

## **Flexible Densities**

*Strategy C: The allowance of flexibility in densities for affordable housing.*

### **Existing Strategy Status:**

- The County recently updated its conservation subdivision rules to implement smart growth initiatives outlined in the comprehensive plan.
  - It allows a flexible process for authorizing conservation subdivisions with innovative design and provides standards and locational criteria to size lots in an area suitable for development. This smart growth initiative provides for clustering in support of density increases for all developments, including affordable housing.
- The comprehensive plan sets density bonuses for affordable housing.
  - The Housing element requires a minimum of 10 percent for a density increase.
  - The Future Land Use element allows increased density for affordable housing based on land use designations.
  - Low Impact Urban allows an increase up to 5 dwelling units per acre.
  - Urban Low Intensity allows an increase of up to 8 dwelling units per acre.
  - Urban Medium Intensity allows an increase of up to 14 dwelling units per acre.
  - Urban High Intensity allows up to 20 dwelling units per acre.
  - The Planned Unit Development process is the mechanism used by the Land Development and Planning staff to allow density bonuses for affordable housing.

### **Related recommendations in The Path Forward – Strategies for Success draft:**

- Strategy H recommends modifying the comprehensive plan to include options for density bonuses deferrals for affordable housing projects.
- Strategy J recommends allowing for reasonable administrative modifications to zoning requirements for affordable housing projects, including density bonuses.

### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

### **Reservation of Infrastructure Capacity**

*Strategy D: The reservation of infrastructure capacity for housing for very-low income persons, low-income persons, and moderate-income persons.*

#### **Existing Strategy Status:**

- No action has been taken regarding the reservation of infrastructure capacity.

#### **Related recommendations in The Path Forward – Strategies for Success draft:**

- No strategies from the draft affordable housing plan include recommendations for the reservation of infrastructure capacity.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

### **Affordable Accessory Residential Units**

*Strategy E: The allowance of affordable accessory residential units in residential zoning districts.*

#### **Existing Strategy Status:**

- The Volusia County Council approved a new ordinance for accessory dwelling units in July 20, 2021.
  - The ordinance will allow one accessory dwelling unit (ADU) between 240 and 1,200 square feet per parcel where a principal structure is present.
  - The ADU will not require the payment of utility impact fees if it has a kitchen.
  - It does require one parking space, but it eliminates the need for a garage structure.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy J recommends allowing for reasonable administrative modifications to zoning requirements for affordable housing projects, including housing types.

#### **2021 AHAC Recommendations:**

- The AHAC made a recommendation to approve Ordinance 2021-14 which implements the 2019 AHAC recommendation accepted by County Council advising that the county define accessory dwelling unit as a detached unit requiring a kitchen but not a garage. This ordinance was approved prior to the completion of this report, the AHAC continues to support the ordinance.



### **Parking and Setback Requirements**

*Strategy F: The reduction of parking and setback requirements for affordable housing.*

#### **Existing Strategy Status:**

- Affordable housing projects are reviewed through the PUD process, which allows for flexibility in the minimum yard requirements.
  - For individual remodels or individual new construction projects, the variance process is used as the mechanism to allow flexibility to the minimum yard requirements.
  - Four administrative zonings were completed in various areas throughout the county in 2018 and 2019 to reduce the minimum yard requirements in areas where the parcel sizes in platted subdivisions could not meet the minimum yard requirements of the designated zoning classifications.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy J recommends allowing for reasonable administrative modifications to zoning requirements for affordable housing projects, including reduced setbacks and parking requirements.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

### **Flexible Lot Configurations**

*Strategy G: The allowance of flexible lot configurations, including zero-lot-line configurations for affordable housing.*

#### **Existing Strategy Status:**

- Changes to the minimum lot size are reviewed as part of the PUD process and subject to the density bonuses outlined in the Future Land Use element of the comprehensive plan.
- Nonconforming dwelling units may be replaced in the same footprint.
  - If the dwelling unit cannot be replaced size for size, it must meet the current zoning code requirements.
  - The variance process is in place to help those applicants who cannot meet the minimum dimensional requirements of the zoning code.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy J recommends allowing for reasonable administrative modifications to zoning requirements for affordable housing projects, including flexible lot sizes and nonconforming lots.

#### **2021 AHAC Recommendations:**

- If a dwelling unit cannot be replaced size for size, zoning requirements should be flexible.
- Development of affordable housing should allow for greater flexibility in lot sizes, for example, multi-family units on a single lot or single lots divided for single-family units.

### **Modification of Street Requirements**

*Strategy H: The modification of street requirements for affordable housing.*

#### **Existing Strategy Status:**

- The Development Review Committee would be the venue to consider allowing a waiver to the current code requirements for on-street parking based on recommendations from the fire official, the county traffic engineer, and the public works department.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- No strategies from the draft affordable housing plan include recommendations for the reservation of infrastructure capacity.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

### **Public Land Inventory**

*Strategy J: The preparation of a printed inventory of locally owned public lands suitable for affordable housing.*

#### **Existing Strategy Status:**

- The Planning and Development Services Division has a full time position that is used to manage surplus county lands.
- The surplus property list is regularly reviewed by the Community Assistance team to determine which parcels could be used for affordable housing. This list was approved by Volusia County Council in early 2021.
  - Community Assistance identifies parcels on the affordable housing list that are suitable for building single-family homes using grant funding. Those homes are sold to low-income households. This method has been used to build six new homes in the last five years and three additional homes are underway.
- The surplus property list will continue to be reviewed regularly for affordable housing opportunities.
- Surplus properties are advertised on the county website as they become available for purchase.

#### **Related recommendations in The Path Forward – Strategies for Success draft:**

- Strategy A recommends creating a community land trust and utilizing properties from the county's inventory of lands suitable for affordable housing as well as properties from local partners to add to the community land trust's portfolio.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

### **Support Development Near Transportation**

*Strategy K: The support of development near transportation hubs and major employment centers and mixed-use developments.*

#### **Existing Strategy Status:**

- Volusia County created the Sunrail DeLand Area Activity Center and the Southwest Activity Center to allow an increase development density near transportation hubs.
- The County Council approved the allocation of development costs for the Sunrail DeLand Station in early 2021.
- There have been no certified affordable housing proposals in these areas to date. The Farmton DRI and Farmton Local Plan guide the future of a large-scale, regional development with a 50-year planning horizon that will include the infrastructure to support clustered housing near I-95 and major employment centers.

#### ***Related recommendations in The Path Forward – Strategies for Success draft:***

- Strategy G in the plan recommends modifying the comprehensive plan to include an affordable housing zoning overlay to encourage affordable housing development in identified geographic areas. The recommendation of a zoning overlay takes into account transit lines and major employers.

#### **2021 AHAC Recommendations:**

- No recommendations were made regarding this strategy.

## 2021/2022 AHAC Meeting Schedule

Month	Date	Time	Location	Activity (additional topics to be added as needed)
<b>October</b>	10/6/2021	2:00 p.m.	Hope Place Cafeteria Room 1340 Wright Street, Daytona Beach	Complete draft local housing incentive strategies report
<b>November</b>	11/10/2021	2:00 p.m.	Hope Place Cafeteria Room 1340 Wright Street, Daytona Beach	-Public Hearing - AHAC approves local housing incentive strategies
<b>December</b>	12/8/2021	2:00 p.m.	Hope Place Cafeteria Room 1340 Wright Street, Daytona Beach	-Affinity Groups
<b>April</b>	4/13/2022	2:00 p.m.	Emergency Operations Center 3825 Tiger Bay Rd, Daytona Beach	-Elect Officers -Affordable Housing Plan outline
<b>May</b>	5/18/2022	3:00 p.m.	Emergency Operations Center 3825 Tiger Bay Rd, Daytona Beach	-Affordable Housing Plan -Overview of local housing incentive strategies report process, requirements, and timeline
<b>June</b>	6/22/2022	3:00 p.m.	Volusia County Council Chambers 123 W. Indiana Avenue, DeLand	-Affordable Housing Plan - Drafting of local housing incentive strategies report
<b>July</b>	7/13/2022	3:00 p.m.	Volusia County Council Chambers 123 W. Indiana Avenue, DeLand	- Drafting of local housing incentive strategies report
<b>August</b>	8/10/2022	3:00 p.m.	Volusia County Council Chambers 123 W. Indiana Avenue, DeLand	- Drafting of local housing incentive strategies report
<b>September</b>	9/14/2022	3:00 p.m.	Volusia County Council Chambers 123 W. Indiana Avenue, DeLand	-Local housing incentive strategies report public hearing
<b>November</b>	11/9/2022	3:00 p.m.	Volusia County Council Chambers 123 W. Indiana Avenue, DeLand	TBD