

**MANATEE COUNTY BOARD OF COUNTY COMMISSIONERS  
SPECIAL MEETING/WORK SESSION  
COUNTY ADMINISTRATION BUILDING, FIFTH FLOOR, MANATEE ROOM  
1112 Manatee Avenue West  
Bradenton, Florida  
March 21, 2023**

Meeting video link: <https://www.youtube.com/channel/UCUlgjuGhS-qV966RU2Z7AtA>

**Present were:**

Kevin Van Ostenbridge, Chairman  
Vanessa Baugh, First Vice-Chairman  
Mike Rahn, Second Vice-Chairman  
Amanda Ballard, Third Vice-Chairman  
James A. Satcher, III (Entered during meeting)  
George Kruse  
Jason Bearden

**Also present were:**

Lee Washington, Acting County Administrator  
Courtney De Pol, Development Services Director  
William Clague, County Attorney  
Hannah Bishop, Board Records, Clerk of the Circuit Court



Chairman Van Ostenbridge called the meeting to order at 9:02 a.m.

**INVOCATION**

The Invocation was delivered by Commissioner Bearden, followed by the Pledge of Allegiance led by Commissioner Rahn.

**AGENDA**

BC20230321DOC001

**1. INTRODUCTION**



Mike Meehan, Board Member of Our Daily Bread, provided a handout for the Commissioners to review, and requested funding be restored for Our Daily Bread.

There being no further public comments, Chairman Van Ostenbridge closed public comments.



Lee Washington, Acting County Administrator, discussed the agenda for today. Last spring, the Board of County Commissioners (BCC) made motions to be more intentional with Homelessness, and noted county-wide housing efforts




Courtney De Pol, Development Services Director, utilized a slide presentation to review the outline, the breakdown, Public Safety issues, homelessness, Data collection and analysis, service gap identification and policy recommendations, case management, access to healthcare, behavioral health, social services, emergency planning and solutions, community collaboration, non-profit funding, Community and Veterans Services, human services, U.S. Department of Housing and Urban Development (HUD) Consolidated Planning and Grant distribution, State Housing Initiatives Partnership (SHIP), Home Investment Partnerships (HOME), Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG) funding, down payment assistance, homeowner rehab and replacement, criminal justice coordination, veteran and senior-specific programming, non-profit funding, Development Services, land and building initiatives, affordable housing, funding strategies, projects, development incentives, County-owned surplus property, community land trusts,

comprehensive planning, land development code (LDC), and introduced the first presenter of the day, Maria Santos, Homeless Policy Coordinator, Public Safety Department.


BC20230321 DOC002


## 2. HOMELESSNESS UPDATE AND INITIATIVES


 Maria Santos, Homeless Policy Coordinator, Public Safety Department, utilized a slide presentation reviewing Homelessness Snapshot and Initiatives, thanked all the social workers in Manatee County, the timeline, BCC held special session to discuss homelessness, homeless policy coordinator hired, creating the homeless task force, Public Safety holds administrative responsibilities of homeless-related contracts, data collection, interviews, and observations completed, first annual community conversation, key finds and trends, operating in “Silos,” gaps and duplications in services, one size fits all approach in the County, Case workers are drowning in cases across Manatee County, for example, one case worker has over 120 open cases, specific populations, unique needs, high caseloads, limited resources, health services targeted strategies, elimination of non-profit silos, a robust web of resources, rooted in systems perspective, data-informed programs and initiatives, increase quality and quantity, current public safety initiatives, County liaison for Florida Housing Coalition (FHC) study, creation of the Manatee County homeless task force, social work field placement creation, community conversation yearly summit kickoff, application for federal grants that target mental health, addiction, and homelessness, organizations across Manatee County holding community goals, key needs, lead the way in strategic planning and roadmap execution, strengthen current public-private partnerships for roadmap execution, leverage federal and State monies to invest in data-identified gaps in services, use a data-drive approach to continuously invest in a housing-focused system, and introduced the Florida Housing Coalition (FHC) team, Amanda Rosado and Amanda Wander.

(Enter Commissioner Satcher)

## FLORIDA HOUSING COALITION (FHC) STUDY

 Amanda Rosado, Chief Operating Officer, and Amanda Wander, Ending Homelessness Team Director, utilized a slide presentation reviewing the FHC study, Manatee County roadmap to addressing homelessness, working with the County until the rest of this year, project timeline, started in September, community and stakeholder engagement, stakeholder interviews, 27 completed interviews, lived experience surveys, 11 respondents, lived experience focus groups, four completed including one Spanish speaking, with a total of 21 participants, stakeholder and provider surveys, 98 respondents, 28 percent experience homelessness, components of an effective housing crisis response system, continuum of care (COC), outreach and coordinated entry, prevention and diversion, emergency shelter, rapid rehousing, permanent supportive housing is one of the key aspects of this report, key terms, Manatee is a part of a two-county COC (FL-500), including Sarasota and Manatee Counties, COC Lead Agency, Suncoast Partnership to End Homelessness, a regional or local planning body that coordinates housing and services funding for homeless households, the responsibilities include, applying for HUD COC, and DCF homelessness funding on behalf of the COC coverage area, oversees implementation of coordinated entry system and use of homeless management information system (HMIS), both of which are HUD mandates to receive HUD, COC, and ESG funding (chart provided on page 14 of presentation), flow of funding for homelessness services (chart provided on page 15 of presentation), government entities receive allocated funds, amounts of funding, 2022 system funding (chart provided on page 16 of presentation), recommendations for implementation, timeline starting this year, and through 2026, recommendation 1.1, develop the Manatee homeless taskforce as a standing committee to the COC committee structure, and strategies.


 Ms. Rosado and Ms. Wander continued the slide presentation reviewing coordinated entry and by-name list data, 2018-2022 housed and actively homeless, 85 inactive due to self-resolve/lost contract, 572 people assessed since 2018, 424 still need housing, 63 housed, coordinated entry purpose, assess and triage, most vulnerable for assistance with standardized assessment tool, collect data on real-time homeless population needs, manage dynamic waitlist for referrals to programs, locally referred to as one-by-one, current access points, outreach purpose, engage unsheltered living on the streets, encampments, in cars, or other places not meant for human habitation, build rapport and maintain contact, assess and refer for services and housing, current providers, recommendation 2.1, implement a coordinated outreach approach among all outreach providers, and strategies.


 Discussion ensued regarding the meaning of self-resolve, the Suncoast partnership to end homelessness is the COC, local service providers apply for the HUD funds in Sarasota, the funds location, and updates to the congressional map due to population increases.


Upon question, Ms. Rosado and Ms. Wander responded that the funding would be through the HUD program. The funds that are dedicated to Sarasota programs through HUD are for housing. Multiple providers are applying for the funds. It is the capacity of providers to disburse the funds, and they do not have the answer to the maps being changed.

 Discussion ensued regarding the Suncoast Partnership and understanding the COC.


Upon question, Ms. Rosado and Ms. Wander responded that the community appoints the lead agent, and is done within the COC governance structure. It depends on the money the County puts in towards the COC.

 Discussion ensued regarding the agenda that has been brought forth today, and understanding the study.


 Mr. Washington noted that there is a member in the audience to speak on HUD funding.

 Tara Booker, Interim Chief Executive Officer, Suncoast Partnership to End Homelessness, explained that the reason Manatee County agencies have not received funding is because they have not applied for HUD funding.


 Kathleen Cramer, Turning Points Executive Director, reported the organization receives funding from the COC, and there is an administrative burden in applying for HUD funding.


 Discussion ensued regarding the HUD funds, Sarasota County using funds, and why Manatee County has not applied for these funds.


Upon question, Ms. Rosado and Ms. Wander responded the main reason is the administrative burden in applying for the funds, the more you can streamline the funds and process, the better the process would be, and a lot of providers do not have the capacity to apply for HUD.


 Discussion ensued regarding the County's portion of HUD funds, providers not having the time or resources in applying for HUD funding, how Sarasota County applies, non-profit agencies are not working together, and requesting a non-profit liaison.


Upon question, Ms. Rosado and Ms. Wander stated the study that is provided is included and covered typically, it is individual service providers applying through the COC, Sarasota has better capacity and experience in receiving the HUD funds, the County's role in government can invest in these funds, Manatee County does not have the staff to apply for the HUD funds.

 Mr. Washington stated that the Public Safety department is doing a good job so far, but needs to review this process further.


 Julie Showers, Program Director, Salvation Army of Manatee County, confirmed the organization is overburdened, and does have other resources in the community as Sarasota County.


 Joy Jewett, Deputy, Homeless Outreach Officer, stated the task force is maxed out in resource partnerships.

 Discussion continued regarding HUD, funding sources, being more strategic with services, partnerships, and non-profits, strategic with how the funds are being allocated, Ms. Santos is a great asset and employee for this concern, the County makes it easy to be homeless, need to address underlying reasons for homelessness, need another option than rapid rehousing, non-profits not working together and that needs to change, programs that are currently established, the purpose of the study, Community Land Trust, and initiative ensuring all agencies work together

 Mr. Washington mentioned that the County has to do a better job, and this Board asked for this presentation and study to be conducted.


**RECESS/RECONVENE:** 10:23 a.m. – 10:36 a.m. All Commissioners present.

 Upon question, Ms. Santos responded that non-profit service providers, have to have an executive serve on the Homeless Taskforce Board, they held the first ever community conversation across all contracted and non-contracted non-profits between Manatee and Sarasota County, reviewed housing collaboration, Suncoast Partnership to End Homeless launched the project, the name of the project is Suncoast Housing Collaborative, and the purpose is to go in and find vacant properties to help provide housing.


 Ms. Rosado and Ms. Wander continued the slide presentation reviewing recommendation 2.2, increase the effectiveness of coordinated entry in Manatee County, strategies, current state of homeless prevention and diversion, the purpose provides assistance to help households retain the unit they currently rent, payment of rent and utility arrears, average cost per household is \$5,000 to \$8,000, current providers, the purpose of diversion is through conversation, identifying existing natural supports, and one-time flexible funds, avoid households entering shelters whenever possible, coverage by flexible funding, car repair or childcare to get back to work, medical bills, food costs to stay with family or friends, fee to stay in room under non-traditional lease, current participants, recommendation 3.1, offers flexible funding to help divert households from entering the homeless response system and into stable living situations, strategies, recommendation 3.2, establishes a permanent Rental Assistance Program (RAP), strategies, current state of emergency shelter and transitional housing, the purpose of emergency shelter provides immediate, short-term, and low-barrier shelter with access to life-saving, and housing-focused services, current providers, the purpose of transitional housing provides longer stays, than emergency shelter with

intensive support services and basic needs, ideal for behavioral health, young adults, domestic violence, as well as families in a housing crisis, current providers, recommendation 4.1, supports low-barrier, housing-focused emergency shelter, and transitional housing programs, strategies, current state of rapid rehousing (RRH), the purpose is to assist those who are literally homeless through short and medium-term rental assistance, utilities, deposits, housing location, and case management, households lease units in the community, rather than at a specific site, 283 people need RRH today, successful implementation contingent on available housing stock and landlord participation, current providers, coordinated entry assessment score of four to seven indicates needs for RRH, recommendation 5.1, expands the capacity of existing RRH programming to adequately address the needs of the current households on the one-by-one list waiting for assistance, current state of permanent supportive housing (PSH), the purpose combines affordable permanent housing with access to flexible support services and no preconditions, intended for those with long lengths of time homeless and disabling conditions, PSH builds up a household's ability to reintegrate into the community and reduces unsheltered homelessness, average cost per household, per year is between \$15,000 to \$20,000, current providers, 137 people need PSH today, recommendation 6.1, invests in permanent supportive housing (PSH) through scattered-site leasing and affordable housing development for chronically homeless households, and next steps April through December 2023, monthly taskforce meetings, preparation of action plans for each recommendation, gain partner buy-in and assign action items to partners, provide monthly updates, assist taskforce in identifying funding opportunities for recommendations, and assist taskforce by providing examples of a successful program structures and implementations.

(Depart Chairman Van Ostenbridge; First Vice-Chairman Baugh presiding)

 Discussion ensued regarding property taxes, incentives for property owners to waive first and last month rent for rentals, and ad valorem tax abatements (HB 327/ SB 102).

Upon question, Commissioner Kruse stated waiving the first and last month rent for rentals is currently not an option. Senate Bill 102 that just passed, and House Bill 627 that will be passed soon, have ad valorem tax abatements for affordable housing, which allows, but does not require municipalities and counties to waive the ad valorem tax abatements.

 Discussion ensued regarding establishing emergency shelters immediately, temporary and transitional housing with services, reducing the homeless on the streets, establishing local ordinances, American Rescue Plan (ARP) funds could be used to address homelessness, reviewed a Discovery Study, Comprehensive Plan regarding homelessness, enforcing certain policies and services, the need for a camping ordinance, other developments such as Robin's Apartments, Salvation Army overburdened, and needing another location, and reviewing homeless rates and break it down by categories.

(Enter Chairman Van Ostenbridge; presiding)

Ms. Rosado noted, funding sources are mentioned in the plan, but she is pleased that ARP funding was brought up to be reviewed. Development costs are very high right now, and they are reviewing financing options.

Ms. Santos reviewed the recommended motions with the Board before taking action.

A motion was made by Commissioner Baugh, seconded by Commissioner Kruse, and carried 7-0, to appoint Commissioner Ballard as the Homeless Task Force Liaison.

A motion was made by Commissioner Rahn, seconded by Commissioner Baugh, and carried 7-0, to appoint Commissioner Ballard to sit on the Homeless Task Force Board.

Due to Commissioner Ballard being appointed as the Homeless Task Force Liaison, she would be the designated County liaison for homeless related issues, and would regularly meet with City of Bradenton.

Commissioner Satcher suggested the County's scope should be limited on who should be helped, and tracking agencies.



Discussion ensued regarding limiting the scope, being more effective helping Manatee County residents, prioritizing the needs, reviewing organizations that are successful or struggling, consider partnering with the Salvation Army to make it more successful, certain applications being utilized and the process, getting the word out to non-profits, recommendation to get non-profits to utilize the system, and lack of training for applying for grants.



Upon question, Ms. Santos responded that most non-profits use access points and need to be a part of the COC. There is a cost continuance that goes along with using the COC. The Homeless Management Information System (HMIS), provides a lot of information that contains data and is the HUD required software for COC, to adopt in accordance with the reporting standards. In order to have all non-profits utilize the system, it comes down to training, learning, and explaining the system and the process.



Ms. Booker clarified that the management of federal funds and the capacity to implement the programs from the funds is a concern. She commented on the HMIS platform, and customization. Suncoast initiates the system, but there are certain requirements for the system per HUD. Suncoast has employees who are designated in certain areas to review and allocate the funds. Sarasota funds are designated for housing, general funds, and a case manager to help with homeless. Citizens call the provided line, and if concerns cannot be addressed, the access is utilized to get the help that is needed. The non-profits have to write the grant. HUD has the funding broken up into COC's, and offers incentives to have Counties join together. The COC funds are not restricted to Sarasota County, as funds go to both Sarasota and Manatee.

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### 3. **CONSOLIDATED PLANNING**

(Depart Chairman Van Ostenbridge; First Vice-Chairman Baugh presiding)



Julia Vieira, Community Development Project Manager, utilized a slide presentation reviewing Consolidated Planning, the five year U.S. Department of Housing and Urban Development (HUD) consolidated plan, community driven plan designed to assess affordable housing and community development needs, provides a blueprint for decisions, on how to allocate federal funds over a five year period, identify priority needs, develop goals to address priority needs, implement projects that accomplish goals, carried out through annual action plans, Community Development Block Grant Program (CDBG), housing programs, public facilities/infrastructure improvements, public/social service projects, FY23/24 \$1,847,283 annual allocation, previous FYs establish \$100,000 still unencumbered, Emergency Solutions Grant (ESG) program, street outreach, emergency shelter, homelessness prevention and rapid re-housing, \$157,064 annual allocation for FY23/24, Home Investment Partnership (HOME) program, housing construction, rehabilitation, or demolition of dilapidated housing, tenant-based rental assistance, homeowner assistance for FY23/24 \$682,570 annual allocation, previous FYs establish \$500,000 still unencumbered, HOME American Rescue plan (HOME-



ARP), non-congregate shelter, activities must assist qualifying populations, FY21/22 \$2,362,768 one-time allocation, ESG Coronavirus/Cares Act (ESG-CV), prepare or respond to the Coronavirus Pandemic, FY19/20 \$2,250,170 one-time allocation, the Consolidated Plan Survey, assessment meetings preliminary results, food, transportation, critical home repairs (elder support), medical/dental care assistance, special needs assistance (persons with disabilities, mental health concerns, and substance abuse issues), re-entry assistance, tenant/landlord training, self-sufficiency/job skills training, public infrastructure (road repairs), east and north County service gaps due to growth, alternative affordable housing options (missing middle, etc.), permanent supportive housing, transitional housing, emergency shelter, rapid re-housing, next steps for the five year Consolidated Plan, consultation and needs assessment phase meetings held in February and March of 2023, draft document available in June or July after 30-day comment period, Board of County Commissioners public hearing will be in July or August, and submittal to HUD will be in mid-August.



Discussion ensued regarding the needs section slide and self-sufficiency/job skills training.

Upon question, Ms. Vieira responded CDBG funds could be used for self-sufficiency/job skills training.

A motion was made by Commissioner Rahn, seconded by Commissioner Ballard, to authorize the County Administrator to draft a letter of intent to sub-award Manatee County's Emergency Solutions Grant (ESG) funding to the Suncoast Partnership to End Homelessness, Inc., Continuum of Care for the up-coming 2023-2027 Consolidated Plan, and carried 5-1, with Commissioner Satcher voting nay and Chairman Van Ostenbridge absent.



Discussion ensued regarding the motion, concerns, and working with COC to make sure County funds stay within the County.

There being no public comments, First Vice-Chairman Baugh closed public comments.

BC20230321 DOC004


**RECESS/RECONVENE:** 12:06 p.m. – 1:30 p.m. All Commissioners present.


#### 4. **AFFORDABLE HOUSING**




Rowena Elliott, Affordable Housing Development Coordinator, and Courtney De Pol, Development Services Director, utilized a slide presentation reviewing Affordable Housing topics, background, definition, cost of housing is 30 percent or less of a families gross income, housing aimed at households earning 120 percent of the area's median income (AMI) or below, Manatee County's AMI is \$90,400, rental/income and homeownership/income graph (provided on page 49 of presentation), recent changes to the program, coordinator moved from Community and Veteran Services to Development Services, neighborly platform used for affordable housing designation process, Affordable Housing Rapid Response (AHRR) designation in Acela with expedited review times, one hour completeness review meetings with developers/applicants, prioritize staff discussion at weekly staff meetings, reserved time slot to schedule pre-application meetings faster, units constructed 2017-2021, Livable Manatee Incentive Program established in 2017 (chart provided on page 51 of presentation), projects for 2022-2023, and approved, pending, and anticipated projects total of 1,896 affordable units, which is more than twice the units than in the prior five years.


### **Livable Manatee**

 Ms. Elliott, continued the slide presentation reviewing Livable Manatee Incentives (Rental), if at least 25 percent of the units in the development are affordable, 81 percent to 120 percent AMI, expedited review and permitting, density bonus, site improvements, Land Use Restriction Agreement (LURA) term is 20 years, 80 percent and below AMI, same as 81 percent to 120 percent AMI plus, review fee deferral/waived, Tree Trust Fund, bulk/dimensional standards, transfer of development rights, Certificate of Level of Service (CLOS) extension, and all impact fees and FIF paid by County funds, LURA term broken down, Livable Manatee Incentives (Homeownership), if at least 25 percent of units in the development are affordable, expedited review and permitting, review fee deferral/waived, Tree Trust Fund, bulk/dimensional standards, transfer of development rights, CLOS extension, density bonus, site improvements, all impact fees and FIF paid by County, LURA term is 30 years, the maximum sale prices, some incentives apply to affordable units only, and financial incentives subject to funds availability.

 Discussion ensued regarding rentals make more sense in regard to cost effectiveness, homeownership percentage of Livable Manatee incentives, and housing concerns.


 Upon question, Ms. Elliott responded few developers utilize infill and are coming forward with subdivisions, and 150 percent is geared towards homeownership.

### **Funding Strategies**


 Ms. Elliott and Ms. De Pol continued the slide presentation reviewing current Funding Strategies, Southwest (SW) Tax Increment Financing (TIF) District, \$750,000 allocated annually, affordable housing subsidy fund, \$3.8 million currently available, no current allocation from General Fund, surplus properties, and governed by Florida Statute 125.379.


 Discussion ensued regarding use of SWTIF district funding.


Upon question, Ms. De Pol and Ms. Elliott stated that the funds can go beyond the \$750,000 allocation. This is just what is already allocated.

 Discussion ensued regarding surplus land has to be looked at to be deemed what is usable, and required criteria to make determination for affordable housing, Florida Statute 12.379, and all surplus land having to be reviewed for affordable housing.

Upon question, Ms. Elliott responded that all surplus land goes through a set process and is always considered and reviewed for affordable housing.


 Discussion continued regarding surplus land, Lena Road surplus property, basic criteria, the understanding of the use of surplus land, Affordable Housing Trust Fund is being utilized by other jurisdictions averaging \$5 to \$15 million, and GAP funding is not worth the risk.

 William Clague, County Attorney, clarified it is not mandated, and every three years the County must identify suitable lands. He pointed out that using public funds to provide public housing can create financial risks.

 Discussion continued regarding surplus land, understanding the constitutional issue with other housing developments, and whether the placement of affordable housing would affect the value of adjacent property.





Upon question, Ms. De Pol responded that the Lena property is an interesting example to be using.


 Ms. Elliott and Ms. De Pol continued the slide presentation reviewing possible additional funding sources, trust fund, interest-bearing account, could receive annual allocations and serve as primary holding account, CDBG, for new construction or County initiated public projects in an area where affordable housing projects are located (i.e. sidewalks, water, and sewer improvements), HOME program funds, for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance, security deposits, available for new construction, site acquisition, improvements, home buyer assistance, County millage allocation, and documentary stamp tax, both of these funding options can be used for the ongoing support of all affordable housing programs.

 Discussion ensued regarding the trust fund, and other Counties utilizing these funds.

Upon question, Ms. Elliott responded that every jurisdiction utilizes the funds. Manatee County currently is the only County who does not utilize these funds. These funds would be considered a holding account.


 Discussion ensued regarding the trust fund, understanding and the purpose, County allocated funds, understanding the requirements, keeping the funds local, documentary stamp tax, and possible additional funding sources.

 Ms. Elliott and Ms. De Pol continued the slide presentation reviewing Gap Financing, meant to be the last option before permitting construction, must show financial commitments from all other sources, application under development, evaluates developer's experience, financial status, development criteria, public commitment, frequency of application submittal period, options, continual open review, quarterly/semi-annual/annual request for application (RFA), in the past six months, have received six gap funding requests, funding available, annual allocation for the applications, maximum allocation amount per project, and terms (may be dependent on source).

 Discussion ensued regarding understanding the application process/review, checking accuracy of the application, and the auditing review process.

Upon question, Ms. Elliott responded that the developer or applicant has to submit certain requirements before moving forward in the review process, making sure they are within the guidelines.

Mr. Clague noted every government and local agency struggles with this concern in using funding, and there is always risk being taken. He stated that is why the County brought in an outside source, to help with the application and review process. The right staff members, and sources are in place with the process.

 Discussion ensued regarding understanding the application process/review, recourse allowed, approval/thoughts of the process, ways to review the process and applications, understanding the lean/return of funds, being the last option, the idea was to help facilitate developers with building, not to be treated as a lean, but a loan, the current concerns in Manatee County, surplus properties, Gap Financing not being a priority currently, and whether the funds are being returned or not, at the end of each project.


Mr. Clague mentioned that the Board directed his office to guide staff and establish a protocol for the process.


Upon question, Chairman Van Ostenbridge responded the return may or may not happen, depending on each application and project.

Mr. Clague noted the chances of the County getting the money returned are next to nothing, and reiterated that there is risk in this funding. This County is not the only jurisdiction feeling the pressure of this role.

Ms. De Pol discussed partnering with Public Resources Advisory Group (PRAGG) to streamline the application and review process, and take under consideration reviewing and accepting applications during a certain time period. This is a temporary solution.

### **County-Owned Surplus Property**


 Ms. Elliott and Ms. De Pol, continued the slide presentation reviewing County-owned Surplus Properties, shared a graph and aerial map of properties and locations (provided on slide 14 of the presentation), the ones in green are surplus, but not yet disposed, the ones in yellow are surplus and advertised for sale, each property must go through the processes that have been put in place, staff has been working on a new process, for how each property needs to be developed, before anything can be done with County owned properties, they must go through surplus, and sale of surplus properties allocated to the subsidy or trust fund account.


 Discussion ensued regarding the surplus properties in presentation, listed properties are scattered vacant parcels, which can be developed, some of the lots were deeded to non-profits, staff would like to build units on them, Lena Road property, and allocating an additional 0.1 mill to affordable housing.

Ms. Elliott explained that the properties are scattered throughout the County, only one has been combined. Staff had been asked to split the properties for lot purposes, and most of these properties are small lots. Staff is not seeking developers to build on these properties. Some of these properties are tax liens, and could be considered to be used for affordable housing. This list was provided by Property Management, to potentially see if the properties can be used for affordable housing or a different housing concern.


Mr. Clague noted the presenters do not keep track of all the surplus properties. There are other staff members who keep track of properties.


Chairman Van Ostenbridge requested a full list of surplus properties.

 Discussion continued regarding the surplus properties, more properties that the County owns that are not being shown in this presentation, the Board should be informed of when surplus lands are sold, so they can decide where to allocate the funds, and defining success.

 Ms. Elliott and Ms. De Pol continued the slide presentation reviewing the recommended motions.


Mr. Clague stated that a resolution and a LURA are required. This happened in 2021, and is a little bit more complicated than the recommended motion.

 Nicole Knapp, Comprehensive Planning Division Manager and Impact Fee Administrator, mentioned adoption of 11.06 of the Land Development Code (LDC), April 18, 2023 is the workshop to discuss impact fees, and would be the appropriate time to discuss this concern.

 Discussion ensued regarding gap financing, lowering taxes, general funds, allocating funds, redoing the millage, government programs, several current projects with the unknown status, units in the works for affordable housing, the current population of Manatee County, and citizens moving here each year.


Upon question, Ms. Elliott responded that these projects are since the last fiscal year. Several projects that just recently broke ground are using the funds.

Upon question, Ms. De Pol responded that the \$750,000 is already allocated with the SWTIF District. Surplus funds are a revenue source. The Board can decide if the proceeds from the sales of the surplus lands go towards affordable housing funds.


 Discussion ensued regarding gap financing, the Board needs some control and flexibility, not a dedicated fund, discussion to create a different fund allocation, for affordable housing to make it possible to have developers build and provide cheaper homes, the merit of the projects, understanding and the uses of the TIF funding, the financial return, citizens living closer to work for commute purposes, not a financial situation, the purpose of the millage, and staff is asking for a formalized process to distribute GAP funding.

A motion was made by Commissioner Kruse, to direct financial management staff to bring back a budget with a 0.1 mill of the existing millage be go into a Housing Trust Fund. The motion failed due to a lack of a second.


Mr. Clague stated that other Counties have been reviewed, but the County did not want to compete. The Board was asked to consider different transactions. Staff is asking if there should be a formalized process or keep it as an open submission process. Each transaction has to be presented to the Board for approval. There has been fair housing lawsuits in the past few years.

 Discussion ensued regarding the two current Gap Financing projects, needing to establish the program in place, so a lawsuit does not happen, concerns with creating the guidelines, an application that meets all the requirements could cause more concerns for approval, and could rank each project and then decide based off of each projects ranking.


Mr. Clague stated that using a rank program, could work and not be punished. There is room for discretion. If you do it right and follow the templates established in other local governments. There is more concern when the formal process is not being followed.

 Discussion continued regarding the application process and review, proceed with a legal analysis on the two pending projects and reassess, reasonable expectations during the application period, former Gap loans, ARP funds, the possibility of continuing this funding, reimburse and waiving fees, the administer process with this funding, Sarasota County stopping their Gap Funding, housing concerns with affordability, changing the name from program to criteria, and work with individual Commissioners on their criteria desires.

A motion was made by Commissioner Kruse, seconded by Chairman Van Ostenbridge to direct staff to finalize the Gap Financing criteria and guidelines, administrative procedures, and application process; and draft a Resolution, and present to the Board for approval.

 Glen Gibellina expressed concern that the County is short 40,000 affordable housing units, and the needs for GAP funding.

There being no further public comments, Chairman Van Ostenbridge closed public comments.

 Discussion ensued regarding rental prices are not affordable, allowing the private market to use these opportunities, inflation will not last forever, there is a high need for workforce housing, other options outside of GAP funding, impact fees should be considered, Chairman Van Ostenbridge noted the importance of being have to be covered legally, before making a motion, should have the correct information and backing by a full vote, and not in favor of the motion.

A motion was made by Commissioner Baugh, seconded by Commissioner Rahn, and carried 7-0, to call the question.

The motion carried 4-3, with Commissioners Bearden, Baugh, and Satcher voting nay.

There being no further public comments, Chairman Van Ostenbridge closed public comments.


BC20230321 DOC005

**RECESS/RECONVENE:** 3:44 p.m. – 3:56 p.m. All Commissioners present.

5. **COMMUNITY LAND TRUST**

Lee Washington, Acting County Administrator, introduced the agenda item and the team from Florida Housing Coalition, Ashon Nesbitt CEO, Florida Housing Coalition, and Matthew Wyman, Community Land Trust Institute Manager Florida Housing Coalition.

(Depart Chairman Van Ostenbridge; First Vice-Chairman Baugh Presiding)

 Ashon Nesbitt CEO, Florida Housing Coalition utilized a slide presentation reviewing Community Land Trust (CLT), Sadowski Trust Fund was establish in 1992, consists of two trust funds, State Housing and Local Government Housing Trust Fund, funded by a portion of documentary stamp taxes collected on real estate transactions, collections in the trust funds are directly tied to the real estate market, the hotter the real estate market, the more money in the affordable housing trust funds, new era for the funds, funding in SB 102/HB 627, proposes a record of \$811 million for affordable housing programs (see graph on slide presentation), fully funded and more, SB 102/ HB 627 full funds the trust fund programs, provides an extra \$150 million/year for ten years for the SAIL program, up to \$100 million/year for SAIL through the new Live Local Tax Donation (LTD) program, up to \$100 million not used on inflation response program for FY23/24 for SAIL, this does not include the value of the new local property tax incentives for certain affordable housing developments, how the extra \$150 million a year for 10 years for SAIL will be spent, FHFC will have the discretion to issue RFPs for this \$150 million, local governments, developers, and advocates should follow the FHFC RFP process and start planning for local projects to support, new local option property tax incentive, SB 102/ HB 627 authorizes local governments to provide property tax exemptions for specified affordable housing developments, tax exemptions only apply to the affordable units, eligible developments, contain at least 50 or more units, at least 20 percent of the units affordable to households at or below 60 percent AMI, property tax exemptions allowed are based on the percent of

affordability, less than 100 percent of the units are affordable, up to 75 percent property tax exemption, 100 percent of the units are affordable, up to 100 percent property tax exemption, exemption authorized by City or County expires before the fourth January 1, after adoption, can be renewed after expiration, new automatic property tax exemptions, land owned entirely by a nonprofit and leased for a period of 99 years for providing affordable housing to up to moderate-income households, multi-family developments of more than 70 affordable units for households up to moderate-income, units that serve households 80 to 120 percent AMI, automatic 75 percent property tax exemption, units that serve households less than 80 percent AMI, automatic 100 percent property tax exemption, using publicly-owned land for affordable housing, Florida Statute 125.379/166.0451 Florida's surplus land laws, requires every city and county to identify publicly-owned lands that are "appropriate for use as affordable housing, State Bill (SB) 102/ House Bill (HB) 627 amends these statutes, newly apply to all depends special districts, including Congressional Review Act (CRA), requires local government to post their affordable housing inventory list online, encourages local governments to adopt best practices, establishing eligibility criteria for the receipt or purchase of surplus land by developers, making the process for requesting surplus land publicly available, ensuring long-term affordability through ground leases by retaining the right of first refusal to purchase property, preemptions in SB 102/ HB 627, rent control prohibited, land use preemption for certain affordable housing developments in commercial and industrial zones, and new Florida Statute 125.01055 (7)/ 166.04151 (7).



Discussion ensued regarding the County not regulating use, density, or height, if a rental project is multi-family or mixed-use residential.



Mr. Nesbitt responded the requirement is the maximum height has to be given, and is allowed, and have to allow the use and the maximum density. He continued the slide presentation reviewing Land use preemption, affordable housing in commercial, industrial, and mixed-use zones, a local government cannot regulate the use, density, or height of an affordable housing development, if the proposed rental project does not meet certain requirements, multi-family or mixed-use residential in any area zoned for commercial, industrial, or mixed-use, at least 40 percent of units are affordable for households up to 120 percent AMI for at least 30 years, if mixed-use, at least 65 percent is residential, local government cannot require a development, authorized under this preemption to obtain a zoning/land use change, special exception, conditional use approval, variance, or Comprehensive Plan amendment for use, density, or height, affordable housing developments allowed under these preemptions are entitled, highest density allowed on any land in the City or County, where residential development is allowed, highest currently allowed height, for a commercial or residential development within one mile of the proposed development, or three stories, whichever is higher, additional provisions, all other State and local laws apply, examples would be setbacks, parking, concurrency, maximum lot coverage, environmental all still apply -all of which can indirectly limit density and height, if a proposed project satisfies the existing Low Density Residential (LDRs) and Comprehensive Plan, project must be administratively approved, Local Government (LGs) must consider reducing parking requirements, if project within one-half mile of a major transit stop, local governments taking action on the land use preemption, start by studying the City or County's commercially zoned sites that could utilize this new statutory tool, what to examine, future land use maps and zoning codes, height and density regulations, other zoning barriers, questions needing to be asked, "HB 1339" (2020) land use tool amended, Florida Statute 125.01055(6)/166.04151 (6), currently allow local government to approve affordable housing developments on any parcel for a residential, commercial, or industrial use without needing a rezoning or Comprehensive Plan amendment, what SB 102/ HB 627 do, strikes out "residential", removes the prohibition on State Apartment Incentive Loan (SAIL) funded projects, encouraging local governments to

adopt best practices, Section 26 of the bill has several provisions, these provisions may form the basis of preemptions in future Legislative sessions, these provisions include, “Local government shall provide incentives to encourage the private sector to be the primary delivery vehicle for the development of affordable housing.” (lines 1927-1929), “Local governments should consider and implement innovative solutions, innovative solutions include: (lines 1937-1957), “Utilizing publicly held land to develop affordable housing”, “Community-led planning that focuses on urban infill, flexible zoning, redevelopment of commercial property into mixed-use property”, “Project features that maximize efficiency in land and resource use, such as high density, high rise, and mixed-use.”, “Modern housing concepts such as manufactured homes, tiny homes, 3D-printed homes, and accessory dwelling units.”, other policies in SB 102/ HB 627 affecting local government, requires to post expediting permitting procedures online, and precludes State funding for housing to local governments, whose Comprehensive Plans have been found not in compliance with Chapter 163.



Matthew Wyman, Community Land Trust Institute Manager Florida Housing Coalition continued the slide presentation reviewing the Community Land Trust Establishment Options, affordability assessment and needs analysis, 2019 and 2022, housing affordability cost burden (provided two different charts/tables in slide presentation), housing costs vs income (chart provided in presentation), housing need in Manatee County, shortage of housing for those most in need, only 26 affordable and available rental units for every 100 extremely low-income renters, down from 34 in 2019, current there is a need for nearly 11,000 additional rental units affordable to households earning up to 50 percent of the AMI, existing stock at risk, nearly 1,600 affordable rental units to be lost by 2043 (provided chart on page 23 of slide presentation), Community Land Trust (CLT), the definition of CLT, captures public investment and retains it with the housing unit for permanent affordability using a ground lease, newly formed or organizing (provided breakdown chart on slide 26 how CLT works for homeownership and rental development, how local governments in Florida partner with CLTs), surplus lands program, neighborhood revitalization, inclusionary housing policies, rental development, partnerships to maximize use of surplus land for affordable housing, Port St. Lucie homeownership program, CLT strategy options in Manatee County, critical CLT questions, CLT Option 1, non-profit homeownership, Option 1.A would be to start a new independent non-profit advantages, can operate as a housing developer and be eligible to receive funding from public resources, considerations, starting a new CLT can take longer than other options, building support for a new organization requires extensive community engagement, can be demanding on staff and resources, challenges can be mitigated if an existing organization in good standing starts/operates CLT, and CLT of Palm Beach County is a good example.





Mr. Wyman continued the slide presentation reviewing Option 1.B, utilizing an existing organization advantages with a proven track record, ability to scale up operation quickly, existing relationships and connections to secure resources, could lessen administrative burden on County Staff, considerations, existing independent non-profit examples, Option 2 examples (provided in slide presentation), advantages, easier and faster to start a new program than establish a new corporation, upfront costs, existing Staff capacity, each project is governed by a separate trust agreement through which the County can have more control over project specifications, program could serve as incubator for a stronger independent CLT later on, considerations, CLT program requires a long-term commitment, summary of Options, Options 1.A or .B, CLT (new and existing), Option 2, County Lead Land Trust, CLT options, budgeting comparison, Delray Beach CLT, breakdown of revenue sources (see chart in presentation), initial operating budget estimates (see chart in presentation), to meet the administrative, stewardship, and development demands of the operation, Options 1.B and 2





assume at least one to two educated, and experienced full-time equivalents, will be required and a proportion of the other expenses listed, will be charged to CLT activities, critical CLT questions, and recommendations to the Board of County Commissioners (BCC).


(Enter Chairman Van Ostenbridge)

 Mr. Clague questioned the procurement, the land identified, or simply put, if anybody is interested in coming into the County.


 Upon question, Mr. Wyman responded most cases have already identified land and establishing developed land. The recommendation is to draft the infrastructure of a future CLT, and determine if there are existing organizations, operating in the County with the capacity to operate a CLT, or to establish a new independent non-profit, to operate the CLT, or issue a request for qualifications, to select an existing non-profit organization to operate the CLT.


 Mr. Clague questioned if the Board wants to utilize Option 1.B, is it realistic for the Board to identify a sweep of funding, and this use this way to make the non-profit move forward.


 Discussion ensued regarding setting up a CLT like Port Manatee, and wasn't done before, could be due to staffing, and lack of appetite for a CLT.


 Mr. Clague noted there is a handbook on the Florida Housing Coalition regarding the establishment of a non-profit. This would be very time consuming and expensive instead of taking a market approach.


Upon question, Mr. Wyman and Mr. Nesbitt explained their roles, and establishing the entire infrastructure, regardless of the direction the Board decides to go.


 Discussion ensued regarding the land trust, establishing and putting this into place.


 Mr. Clague noted that there has not been a decision point or land being ready available. The Board needs to give himself and Mr. Washington direction.


 Mr. Washington noted he agreed with the County attorney, not having a full appetite to establish this land trust. The County has not gotten this far along in the process, and there is no Staff on board.

 Discussion ensued regarding establishing the land trust, understanding the delay, whether Habitat for Humanity manages a CLT in the State, discussion of a trust in 2019, was put on hold due to new Board members, Commissioner Kruse helped move the idea forward, the Board not moving forward with this trust due to significant changes, concerns with affordable and workforce housing, and this trust can lead to homeownership.


 Mr. Nesbitt noted there are organizations like Habitat for Humanity that utilize this type of trust.

 A motion was made by Commissioner Kruse and seconded by Commissioner Baugh, to direct the County Administrator to undertake procurement to seek interest for an independent non-profit to serve as a Community Land Trust.

 Mr. Washington stated that this came from the Board meeting in April 2022, and confirmed the Board is asking to move forward to the next step.

 Discussion ensued regarding this agenda item, taking the initiative on being advised on what is coming up, and being briefed before the meeting or work session, need more information to make a decision, and new Commissioners should have been briefed.

Chairman Van Ostenbridge noted that any Commissioner can make a motion at any time during a special or regular meeting.

 Glen Gibellina noted that Community Land Trust has not changed in a while. Manatee County is fifth in the State for housing prices. This is one way to help the County, and could utilize the 160 acres to develop workforce or affordable housing. Public transportation for workforce housing needs to be considered. He suggested Blue Sky Land Trust could manage the Lena Road property.


(Depart Commissioner Satcher)

The motion carried 4-2, with Commissioners Bearden and Van Ostenbridge voting nay, and Commissioner Satcher absent.


There being no further public comments, Chairman Van Ostenbridge closed public comments.

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6. **COMPREHENSIVE PLANNING**

 Nicole Knapp, Comprehensive Planning Division Manager and Impact Fee Administrator, utilized a slide presentation reviewing Comprehensive Planning, Land Development Code Changes (LDC), not all of the amendments are just for affordable housing, existing and/or recent amendments, Appendix Q, LDC 1108.6, authority to waive or reduce impact fees, Accessory Dwelling Unit (ADUs), the impact fees are not assessed for ADUs, half-dwelling units, reduced parking for multi-family and half-dwelling units, standard zoning limited, discussion about future amendments, HB 1339/ SB 102, density in-lieu payments, tiny homes zoning district, smaller dwelling units and reduced impact fees, update on ADUs, and there have been 18-20 permits, Florida Statute 125.01055, affordable housing on non-residential zoned district, provisions are self-executing, minimal amendment to the LDC is legally advisable, to codify the legislative intent to enable the administrative approval, bulk dimensional standards are not in place, discussion about mitigating against compatibility/transition areas, only ten percent affordable units required, possible desire to require more units and a Land Use Restriction Agreement (LURA), allows the County the discretion to adopt laws, ordinances, rules, or other measures to increase the affordable housing stock, inclusionary zoning/in-lieu payments, requires a developer to provide specific number or percent of affordable housing units within a development, allows a payment in-lieu of constructing the affordable housing units within their development, linkage fee ordinance may require flat or percentage-based fee, considerations, the County must fully offset all costs to the developer through incentives, pay in-lieu of appears to require adoption of inclusionary zoning ordinance, SB 102 (pending legislation), restrictions and allowances, and the recommend motions.

(Depart Commissioner Baugh)

 Discussion ensued regarding the codification of HB 1339 is needed however, newer bills are more specific, updating the term, reviewing the recommended motions, the text amendment, percentage of affordable housing units, lower percentages being used by other Counties, and concerns about the LURAs.

Ms. Knapp noted the delay and once more information is received regarding the bill, she will bring it forward to the Board. It might be best to wait until the pending bill is finalized.



Ms. Knapp noted the LDC is currently silent to a Tiny Home specific Zoning District. It is Staff's position that an applicant can currently achieve a tiny home community through the planned development process, creating a Euclidean zoning district would be more appealing to the development community. Staff thinks the bulk regulations could be similar to the RV park standards, or possibly looking into amending the existing multi-family section of the code to accommodate, and currently looking for direction from the Board and their desire to create a Tiny Home Euclidean Zoning District.



Discussion ensued regarding Tiny Home districting, and utilizing Euclidian zoning.

A motion was made by Commissioner Kruse and seconded by Commissioner Bearden to direct staff to prepare a text amendment to the LDC, to create a tiny homes zoning district.



Glen Gibellina supported this motion, and commented on the true philosophy of tiny homes, and what is being discussed as tiny homes in the County.

Discussion ensued regarding looking at Hillsborough County for examples, safety pertaining the tiny homes zoning district, and tiny homes should be called small homes.

The motion carried 6-0, with Commissioner Baugh absent.

(Depart Commissioner Ballard)

There being no further public comments, Chairman Van Ostenbridge closed public comments.

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#### **COMMISSIONER AGENDA/COMMENTS**


##### **PRESENTATION BY HOPE PATHWAYS/ALIGN CONSULTING- COMMISSIONER SATCHER**





Commissioner Satcher introduced the final agenda of the day, and the presenter Christina Gerken, Owner and CEO of Align Consulting.



Christina Gerken, Owner and CEO, Align Consulting, utilized a slide presentation reviewing Hope Pathways, the mission, initiative, what makes the initiative different, unity partnerships, utilizing digital platform, uphold community/calculated compassion, the solution, a working model from beginning to end (see chart in presentation), move up and out of poverty cycle through this model, the digital platform Homeless Management Information System (HMIS), data, 1,551 homeless children served each week, foster youth aging out, between the year 2021-2022, 22 children aged out of foster care, between the year 2022-2023, 47 children aged out of foster care, Turning Points, preventative requests are up to 55 percent in the month of August in 2022, prior to Hurricane Ian, judicial system is developing a tracked metric, current information is anecdotal, working households, AMI of a family of four is \$77,000 to \$90,000, up more than two times at the national rate, Asset Limited, Income-Constrained, Employed (ALICE) 45 percent of households, national average cost increase per household of basic needs, rental increase average, this region is one of the highest in the nation with no cap in place, AMI increased 17 percent versus a one percent increase from prior year, transitional homeless, campgrounds, hotels are housing families, cars, moving, partnerships, 584 cases, demographics, the largest need is housing and shelter, initial need is 59 percent, the second need is food assistance, utilities, substance abuse help, employment, and the average response time is one day.

 Discussion ensued regarding the percentage of homeless families, agencies working with Hope Pathways, and efforts in the community are appreciated.

 Tara Brooker, Interim Chief Executive Officer, Suncoast Partnership to End Homelessness, expressed thankfulness that the Board is taking care of Homelessness, and commented on the HMIS system. The platform allows many different types of outcomes. Rapid rehousing is housing a citizen quickly. The case management provides help with the rehousing, and how services are provided is the key to keeping people housed.

 Kathleen Kramer, Turning Points Executive Director, reviewed percentages for chronic homelessness, mental health and drug abuse concerns amongst the homelessness, as well as housing data, less than one third have severe mental health issues, but the citizens do not have housing, 20 to 40 percent of the homeless struggle with drug use, citizens had the addiction either before or during being homeless, places with the highest housing costs have the highest population of homelessness, housing is vital, but will never be enough, and data shows that the places with the best track records create affordable housing, and other housing options.

There being no further public comments, Chairman Van Ostenbridge closed public comments.

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**ADJOURN**

There being no further business, Chairman Van Ostenbridge adjourned the meeting at 5:55 p.m.

Minutes Approved: April 25, 2023