

Affordable Housing Advisory Committee

2026 Report of Recommendations

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Executive Summary

Section 420.9076, Florida Statutes, requires that each jurisdiction in Florida receiving State Housing Initiatives Partnership (SHIP) funds shall appoint an eight- to eleven-member Affordable Housing Advisory Committee (AHAC). Each member represents a different role in the affordable housing industry. The AHAC is mandated to review Comprehensive Plan Elements, County Ordinances, Land Development Regulations, and County Policies and Procedures to identify regulatory barriers to affordable housing and to recommend incentives to create more affordable housing. Section 420.9076, Florida Statutes, requires the Committee to produce a report to submit to the County Commission and to the Florida Housing Finance Corporation (FHFC) annually by December 31st or risk the forfeiture of annual allocations of SHIP funds.

The Committee met three (3) times in 2026 and met jointly with the City of Tallahassee (City) AHAC two (2) times. Committee members reviewed various County documents as required by law as well as the *2025 County Affordable Housing Advisory Committee Report of Recommendations*. The Leon County AHAC, from its review, consideration, evaluation, and recommendations, drafts and submits this report, which details the scope of the Committee's work and the resulting recommendations, to the Board of County Commissioners, Florida Housing Finance Corporation, and the Florida Housing Coalition as required by Florida Statutes. The final report was also sent to the Directors of the Tallahassee-Leon County Planning Department, Development Services and Environmental Management Department, County Attorney's Office, Real Estate Management Division, and the City of Tallahassee Housing and Community Resilience Department for review.

Summary Table of Recommendations

All AHAC recommendations were discussed and voted upon by members. Table 1 provides a summary of 2026 AHAC Recommendations. As reflected in Table 1, the AHAC recommends the continued practice of statutorily required incentives. Over the past year, the AHAC has been working to maximize the efficiency and effectiveness of the County's affordable housing programs and policies.

Table 1: Summary of 2026 Affordable Housing Advisory Committee Recommendations Table

Subject	Committee Recommendation
Section 420.9076 (4) (a) Expedited Permitting	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (b) No Impact Fees	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (c) Flexible Densities	**Recommendation:** None.
Section 420.9076 (4) (d) No Special Capacity Provisions	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (e) Allowance of Affordable Accessory Units	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (f) Reduction of Parking Requirements	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (g) Flexible Lot Configurations	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (h) No Modified Street Requirements	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (i) Collaborative Policy Evaluation	**Recommendation:** Maintain the current practice.

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Section 420.9076 (4) (j) Inventory of Locally Owned Public Lands	**Recommendation:** Maintain the current practice.
Section 420.9076 (4) (k) Support of Development Near Transportation Hubs	**Recommendation:** Maintain the current practice.

BACKGROUND

In 1992, the Florida Legislature enacted the William E. Sadowski Affordable Housing Act, Chapter 92-317 of Florida Session Laws (the "Sadowski Act"), allocating to local governments a portion of documentary stamp taxes on deeds for the development and maintenance of affordable housing. In addition, the Sadowski Act created the State Housing Initiatives Partnership Act, codified at Florida Statutes, Sections 420.907-420.9079 (SHIP Statutes). The SHIP Statutes require participating local governments to establish an Affordable Housing Advisory Committee (AHAC) which is responsible for reviewing and evaluating all aspects of the County's housing activities that impact the production of affordable housing and is specifically directed to consider and evaluate the implementation of the incentives set forth at Section 420.9076(4).

In 1993, the Board of County Commissioners (Board) incorporated SHIP Act provisions by adopting Ordinance No. 93-2, which was codified in the Code of Laws of Leon County at Chapter 8, Article V, Sections 8-151 through 8-156, entitled Affordable Housing Assistance (Code of Laws). Since its establishment, the Board has adopted ordinances in 2007, 2016, and 2020 amending the Code of Laws, to align its provision with amendments to the SHIP.

Most recently, in 2020 the Florida Legislature adopted House Bill 1339, further amending Sections 420.907-420.9079, F.S. (SHIP Statute). The SHIP Statute, as amended, requires a County Commissioner to serve on the AHAC and requires the AHAC to provide an annual, rather than triennial, report to the Board. Also, a copy of the report must be submitted to the entity providing statewide training and technical assistance for the Affordable Housing Catalyst Program, currently the Florida Housing Coalition, in addition to providing the report to the Florida Housing Finance Corporation (FHFC) which administers the State Housing Initiatives Partnership (SHIP) program.

Composition of the Affordable Housing Advisory Committee

The Office of Human Services and Community Partnerships' Division of Housing Services serves as Staff for the AHAC. SHIP Statute requires that there be at least eight (8) but not more than 11 committee members, including one locally elected official, with representation from at least six categories a through k listed below. In line with Leon County's culture of community engagement, the Board of County Commissioners created a new membership category (l) for AHAC appointment on September 17, 2024 specifically for an individual who currently benefits from a rental housing assistance program (such as the Housing Choice Voucher Program), has benefitted from an affordable homeownership program (such as local or state government income-based purchase assistance or home rehabilitation programs), or experienced an eviction within the last 10 years. The new seat on the AHAC was filled in February 2025.

Table 2 lists the appointed Committee members, along with their category affiliation and appointment date, who participated in the production of this report.

(a) A citizen who is actively engaged in the residential home building industry in connection with

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affordable housing.

(b) A citizen who is actively engaged in the banking or mortgage banking industry in connection with affordable housing.

(c) A citizen who is a representative of those areas of labor actively engaged in home building in connection with affordable housing.

(d) A citizen who is actively engaged as an advocate for low-income persons in connection with affordable housing.

(e) A citizen who is actively engaged as a for-profit provider of affordable housing.

(f) A citizen who is actively engaged as a not-for-profit provider of affordable housing.

(g) A citizen who is actively engaged as a real estate professional in connection with affordable housing.

(h) A citizen who actively serves on the local planning agency pursuant to s. 163.3174. If the local planning agency is comprised of the governing board of the county or municipality, the governing board may appoint a designee who is knowledgeable in the local planning process.

(i) A citizen who resides within the jurisdiction of the local governing body making the appointments.

(j) A citizen who represents employers within the jurisdiction.

(k) A citizen who represents essential services personnel, as defined in the local housing assistance plan.

(l) A citizen who currently benefits from a rental housing assistance program, has benefited from an affordable homeownership program, or has experienced an eviction within the 10 years preceding their appointment.

Table 2: Affordable Housing Advisory Committee Membership

Name	Category Represented	Begin Term
1. Nick Maddox	County Commissioner	01/01/2025
2. Lawrence Tobe	Resident Within the Jurisdiction Making Appointment	02/01/2025
3. Oral Payne	Engaged in Residential Homebuilding	02/01/2026
4. Bruce Strouble	Advocate for Low-Income Persons	02/01/2026
5. Micheal K. Parker	Resident Within the Jurisdiction Making Appointment	02/01/2025
6. Sean William Morgan	Home Building Industry	02/01/2026
7. Danielle Iman Andrews	Real Estate Professional	02/01/2025
8. Will Shepherd	Planning Commission Member	09/17/2024
9. Christie Droz Perkins	Real Estate Professional	02/01/2025
10. Tee Thompson	For-profit Provider of Affordable Housing	02/01/2026
11. Victoria Allsaint-Cole	Benefitted from an affordable homeownership program	02/01/2026

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Affordable Housing Advisory Committee Recommendations

As established in the SHIP Statute, the Committee is responsible for annually reviewing and evaluating local plans, policies, procedures, land development regulations, the Comprehensive Plan, and other aspects of the County housing activities that impact the production of affordable housing. Further, the AHAC has specifically considered and evaluated the strategies set out in Section 420.9076(4)(a)-(k), F.S. Based on the Committee's evaluation, it may recommend to the Board of County Commissioners that it modify, provide exceptions, and/or create new plans, policies, procedures, and other governing authority documents that would encourage production of affordable housing which must be approved at a public hearing by affirmative vote of a majority of the membership in accordance with the SHIP Statute.

The Committee conducted a public hearing, held three (3) public meetings, and met jointly with the City AHAC during two (2) additional public meetings in 2026 to produce this report and the recommendations herein. The Committee has specifically considered and evaluated the strategies set forth in Section 420.9076(4), F.S., to formulate the following recommendations and submits them to the Board for possible incorporation into its housing 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 Section 163.3177(6)(f)3, F.S.

Current Practice: Expedited permitting of affordable housing projects is accomplished by administrative direction, close coordination, and teamwork, which include:

1) Using pre-permitting review to determine project status, identify and resolve potential legal problems that might preempt permitting, and otherwise expedite affordable housing.
2) Obtain assistance and cross-training from Building Inspection with the initial inspection of rehabilitation projects to ensure all code compliance issues are addressed in write-ups and permit applications. This expedites plan review and minimizes changes that delay permitting and project completion.
3) The Director of the Office of Human Services & Community Partnerships and staff are the designated liaisons with the Affordable Housing Program and assist with the resolution of difficult permitting issues.

AHAC Recommendation: Maintain the current practice.

(b) The modification of impact-fee requirements, including reduction or waiver of fees and alternative methods of fee payment for affordable housing.

Current Practice: Leon County does not impose impact fees. Impact fees were eliminated in 1995.

AHAC Recommendation: Maintain the current practice.

(c) The allowance of flexibility in densities for affordable housing.

Current Practice: Although the Land Development Code (LDC) does not specifically address density flexibility for affordable housing, it does provide incentives for affordable housing regarding the required review level. For example, projects with 50% or more affordable housing units can have their

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review threshold increased by 50% thereby potentially allowing a lower review level and reducing permitting costs. [Section 10-7.402(4) of the LDC]

AHAC Recommendation: None at this time. Currently, County is working to update its LDC. These updates are expected to address density bonuses for affordable housing projects. The County's Office of Development Support & Environmental Management anticipate bringing back final recommendations on LDC updates after a period of public engagement in late 2027 or early 2028.

(d) The reservation of infrastructure capacity for housing for very-low-income persons, low-income persons, and moderate-income persons.

Current Practice: The concurrency management system treats all projects the same and does not provide special provisions for affordable housing projects. (Article III of the LDC)

AHAC Recommendation: Maintain the current practice.

(e) The allowance of affordable accessory residential units in residential zoning districts.

Current Practice: The LDC allows accessory dwelling units in conjunction with the following principal structures: single-family detached dwellings; retail establishments; offices; and principal industrial structures. [Section 10-6.803(b)(2) of the LDC]

AHAC Recommendation: Maintain the current practice.

(f) The reduction of parking and setback requirements for affordable housing.

Current Practice: The LDC allows a permit applicant the ability to file a request of the Parking Standards Committee for reduction to the parking requirements based upon data supporting such a request (Article VII, Division 5, Subdivision III of the LDC – Parking and Loading Standards; Section 10-1.106 of the LDC)

AHAC Recommendation: Maintain the current practice.

(g) The allowance of flexible lot configurations, including zero-lot-line configurations for affordable housing.

Current Practice: Many zoning districts already provide for zero-lot-line development patterns. The Department of Development Support & Environmental Management staff provides flexibility in design in order to reduce impervious surface area consistent with Low Impact Design ordinance and to identify other efficiencies. (Sections 10-7.502 and 10-4.308 of the LDC)

AHAC Recommendation: Maintain the current practice.

(h) The modification of street requirements for affordable housing.

Current Practice: Street requirements for affordable housing are not different than for other types of housing development. Uniformity of roadways can help to minimize negative views of affordable

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housing. Emergency vehicles require the same mobility in affordable housing developments as in others.

AHAC Recommendation: Maintain the current practice.

(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.

Current Practice: County staff conducts collaborative evaluation (Department of Development Services & Environmental Management, Human Services and Community Partnerships & Public Works) of potential impactful policies, procedures, ordinances, regulations, or plans.

AHAC Recommendation: Maintain the current practice.

(j) The preparation of a printed inventory of locally owned public lands suitable for affordable housing.

Current Practice: County staff prepares, and makes available to the public, a printable inventory of County-owned lands suitable for affordable housing.

AHAC Recommendation: Maintain the current practice.

(k) The support of development near transportation hubs and major employment centers and mixed-use developments.

Current Practice: Applicable zoning districts such as the Mahan Corridor, the Lake Protection Node districts, and others are designed to promote this incentive by providing mixed use development patterns centered near major intersections. These zoning districts are intended to accomplish several goals including but not limited to: providing convenience goods to area residents within a short distance of home, maximizing infrastructure, minimizing automobile dependency, promoting transit, and facilitating compatibility with nearby neighborhoods. (Sections 10-6.654.1 and 10-6.660 of the LDC)

AHAC Recommendation: Maintain the current practice.

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Additional Recommendations

From review and evaluation of County ordinances, regulations, comprehensive plan, policies, and procedures, the Committee makes the following, additional recommendations to the Board for consideration of incorporation into its housing program strategy:

Leon County Policy

Inclusionary Housing

In 2021, the County AHAC recommended jointly with the City AHAC that the County and City adopt respective yet consistent inclusionary housing policies. Since that time, the County has partnered with the City and the Florida Housing Coalition to explore options, models, and understand recent legislative changes that would impact the effectiveness of inclusionary housing policies that mandate or incentivize the development of affordable housing units within market rate developments. In FY 2026, the County strategically allocated funds for gap financing via the Rental Development Program to enhance ongoing efforts to address the highest affordable housing need in our community: rental units for very low- and extremely low-income households. Comparative research and long-term engagement with the local development community have pointed toward gap financing and development incentives as the most practical local tools for creating affordable rental units. In conjunction with the recent allocation of gap financing, the County is also in the process of updating the Leon County Land Development Code, which will include the provision of inclusionary housing incentives for projects that set aside affordable units, including density bonuses. The LDC amendment process, which is led by Office of Development Support & Environmental Management, will include several months of public engagement in early 2027, and will conclude with recommendations being presented to the Board of County Commissioners at public hearings anticipated for late 2027 or early 2028.

Gap Financing for Rental Developments

As previously mentioned, the highest affordable housing need in the community is rental units for very low-income households earning 50% or less of the AMI ($49,750 for a household of four). In the last five years, Leon County has invested $5.8 million in direct funding and more than $198 million in bonding for affordable housing rental projects that have or will build more than 1,200 units within the next 12 or so months for low and very low-income households. To continue to address this need, the County's Rental Development Program allocates SHIP and general revenue funds to provide gap financing (funding required to complete a project) to developers to build new affordable rental units for low, very low, and extremely low-income renters. Under this program, developers are required to set aside units for very low- and/or extremely low-income households. The Housing Finance Authority (HFA) of Leon County is responsible for receiving and evaluating applications for Rental Development funding and making project recommendations to the Board of County Commissioners. County staff continue to work with the HFA to promote the availability of Rental Development funds (as well as bond financing) for developers seeking to build projects that include units for very low-income households.

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SHIP Local Housing Assistance Plan

Every local government participating in SHIP is required to have an active Florida Housing Finance Corporation-approved Local Housing Assistance Plan (LHAP). Generally, local governments submit LHAPs by May 2 once every three years, covering the three state fiscal years beginning July 1 of the year the plan is submitted. LHAPs are designed to detail how each local government will expend SHIP funds allocated to them for each of the three fiscal years.

Amendments to the Manufactured Housing Assistance Program

AHAC Recommendation: Update the language in the County's SHIP-LHAP to expand temporary relocation assistance for low-income owners of manufactured homes that experience severe lot rent increases (with rent increases by at least 100%) due to transfer of ownership of a mobile home park.

Analysis:
Section 420.9075, Florida Statutes, as amended by Chapter 2026-173, Laws of Florida, requires every local government receiving SHIP funding to add a program to address manufactured housing to their LHAP, including relocation assistance for owners/tenants who have been evicted due to a closure of a mobile home park, as well as lot rent assistance to owners of manufactured housing. To meet this requirement, the County's SHIP-LHAP was revised by the Board of County Commissioners in September 2026 to establish the Manufactured Housing Assistance Program. Consistent with Florida Statutes, the Program will provide up to $10,000 in relocation assistance for owners or tenants that have recently been evicted due to a mobile home park closure, or up to $5,000 (not to exceed six months) of lot rental assistance for owners of manufactured homes that have been installed on rented parcels of land. As established, this Program serves low-income households, at or below 80% of the area median income (AMI), residing in Unincorporated Leon County. In accordance with Section 420.9075, Florida Statutes, as amended by Chapter 2026-173, Laws of Florida, the City of Tallahassee is also anticipated also provide a similar program for eligible residents within its jurisdiction.

At the September 2026 meeting of Board of County Commissioners, the Board also directed staff to explore the option of further extending Manufactured Housing relocation assistance to not only owners/tenants who have been evicted due to a closure of a mobile home park, but also those who experience severe increases in lot rent due to the sale of a mobile home park to a new owner. According to a recent market analysis by Keel Team Real Estate Investments, mobile home park lot rents in North Florida typically increase by 15-50% when investors or new owners acquire the park, depending on market conditions and whether the baseline rent was below market rate. However, some isolated cases have seen mobile home park lot rents increase by as much as 130% after a transfer of ownership. There is currently no statutory cap on how much a mobile home park owner can increase rent when ownership transfers. According to the FHC, there is also no precedent set for local governments extending the proposed form of manufactured housing assistance.

Considering staff's comparative analysis and consultation with the FHC and FHFC, this report recommends amending the language in the County's SHIP-LHAP to expand temporary relocation assistance for low-income owners of manufactured homes that experience severe lot rent increases (with rent increases by at least 100%) due to transfer of ownership of a mobile home park.

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Committee Adoption of the 2026 Report of Recommendations

The Committee officially adopted the report by affirmative vote of a majority of the membership at a public hearing on November 4, 2026. Notice of the public hearing to adopt the final report was published in the *Tallahassee Democrat* (Exhibit A) and posted on the County's website. The notice included how interested persons could obtain a copy of the final report.

Plan for Implementation

At the December 8, 2026, County Commission meeting, Commissioners will consider acceptance of the AHAC's report to comply with the state-mandated December 31, 2026, deadline. As required by SHIP Statutes, the County Commission must review and discuss the Committee's recommendations and vote to adopt the recommendations they plan to implement within 90 days of receipt. County Commissioners may adopt to implement any AHAC recommendations into policy or regulatory documents, including amending the appropriate LHAP to include new affordable housing incentive strategies.

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NOTICE OF PUBLIC HEARING

Notice is hereby given that the Leon County Affordable Housing Advisory Committee (AHAC) will hold a public hearing on Wednesday, November 4, 2026, at 10 a.m. in the Auditorium of the Leon County Office of Human Services & Community Partnerships, located at 615 E. Paul Russell Road, to adopt an Annual Report of recommendations regarding local housing incentives to be presented to the Board of County Commissioners.
Recommendations that address Section 420.9076 (4) (a)-(k), Florida Statutes, are included in the report to be considered at the public hearing.
The AHAC will receive public comments at the hearing. For more specific information about the proposed recommendations, or to obtain a copy of the draft 2026 Report of Recommendations, please visit LeonCountyFL.gov/Housing, email HSCP-HousingServices@LeonCountyFL.gov, or visit the Division of Housing Services at 615 Paul Russell Road during regular business hours (Monday-Friday 8 a.m.-5 p.m.). Please note that additional recommendations may be presented and adopted at this public hearing.
PLEASE BE ADVISED that if a person decides to appeal any decision made by the AHAC with respect to any matter considered at this hearing, such person will need a record of these proceedings; and, for this purpose, such person may need to ensure that a verbatim record of the proceedings is made, which record indicates the testimony and evidence upon which the appeal is to be based. The AHAC does not provide or prepare such a record. See Section 286.0105, F. S.
In accordance with the Americans with Disabilities Act and Section 286.26, Florida Statutes, persons needing a special accommodation to participate in this public meeting should contact Jelani Marks prior to the proceeding by written request to HSCP-HousingServices@LeonCountyFL.gov or call 850-606-1900, 1-800-955-8771 (TTY), 1-800-955-8770 (Voice), or 711 via Florida Relay Service. Any non-English speaking persons wishing to attend the meeting should contact Jelani Marks at least 24 hours prior to the hearing and an interpreter will be provided. (La información y los materiales del programa están disponibles en español a pedido.)
10/25/26