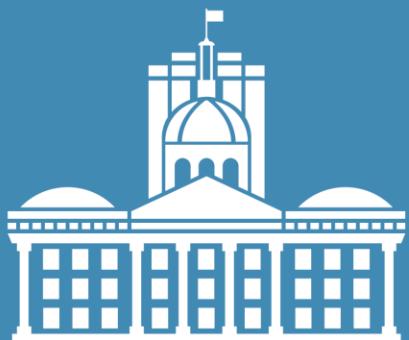


Affordable Housing Programs in Florida: 2025

Report 25-07

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OPPAGA

Office of Program Policy Analysis and Government Accountability

Affordable Housing Programs in Florida: 2025

EXECUTIVE SUMMARY

Millions of Floridians throughout the state lack affordable housing. Affordable rental and homeownership opportunities are not always available, especially for extremely low-income households. The Legislature created Florida's state housing strategy to encourage the production and rehabilitation of affordable housing through state and local government collaboration with communities and the private sector. The Florida Department of Commerce and the Florida Housing Finance Corporation (FHFC) administer various state housing programs that implement the strategy in coordination with federal and local housing programs and activities.

Florida's housing programs are consistent with 28 state housing strategy policies, in that at least one state housing program implements each policy. The number of programs implementing each policy in the state housing strategy varies. The two most commonly implemented policies are expending state funds to create new housing stock and addressing the wide range of need for safe, decent, and affordable housing with an emphasis on assisting the neediest persons.

State housing programs contribute to the production and preservation of affordable rental properties and homeownership opportunities. Programs administered by FHFC have funded more rental units and homeownership households in the most recent five years than other housing programs, supporting 64,907 rental units and 37,617 homeowners.

State-level entities and local governments coordinate to support affordable housing efforts throughout the state. Coordination activities include aligning regulations with affordable housing programs, feedback opportunities, participating in workshops, and leveraging multiple sources of funding.

REPORT SCOPE

Section 420.0003(3)(d)3., *Florida Statutes*, directs OPPAGA to evaluate existing state-level housing rehabilitation, production, preservation, and finance programs to determine consistency with relevant state housing policies and effectiveness in providing affordable housing. This report also examines the degree of coordination between housing programs of this state, and between state, federal, and local housing activities.

BACKGROUND

Floridians throughout the state lack affordable housing. Affordable rental and homeownership opportunities are limited, especially for extremely low-income households. The Legislature created Florida's state housing strategy to encourage the production and rehabilitation of affordable housing through state and local government collaboration with communities and the private sector. The Florida Department of Commerce (FloridaCommerce) and the Florida Housing Finance Corporation (FHFC) administer various state housing programs that implement the strategy in coordination with federal and local housing programs and activities.

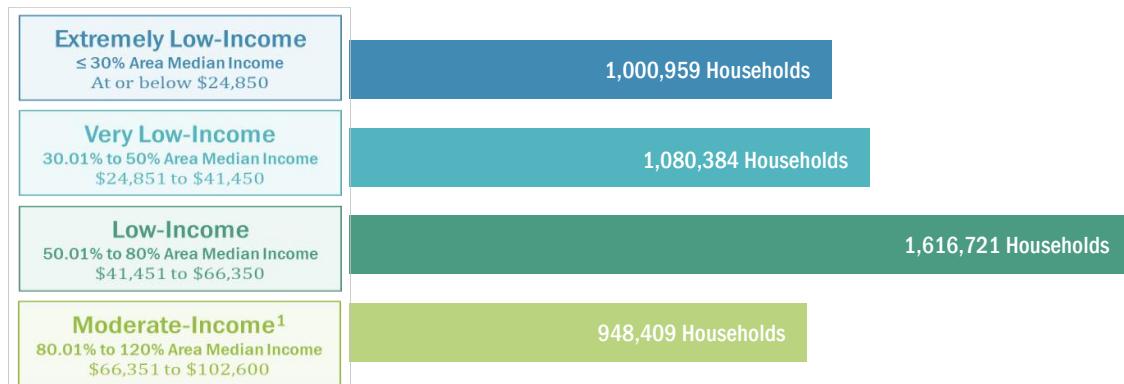
Many Florida households lack affordable and available housing

Florida law defines housing as affordable when taxes, insurance, utilities, and rent or mortgage payments do not exceed 30% of a household's gross annual income.¹ Households are considered *cost burdened* if housing costs exceed 30% of a household's gross annual income and *severely cost burdened* if housing costs exceed 50% of a household's gross annual income. In 2023, the University of Florida's Shimberg Center for Housing Studies (Shimberg Center) estimated that 3.0 million (34%) of Florida's 8.9 million households were cost burdened, including 1.5 million (16%) that were severely cost burdened.²

Florida and the federal government use household income to define low-income status and eligibility for housing assistance programs. The U.S. Department of Housing and Urban Development (HUD) annually publishes estimates of area median income (AMI) for every non-metropolitan county and metropolitan area in the country. Household income level groupings are defined by a household's total income as a percentage of the AMI. Government housing programs serve households with low to moderate incomes, though income limits depend on the specific program. In federal Fiscal Year 2023, Florida's state median income for a family of four was \$85,500, which is classified as moderate income.³ (See Exhibit 1.)

Exhibit 1

Millions of Florida Households Have Income Low Enough to Qualify for Government Housing Programs



¹ Estimates were only available for households between 80.01%–100% of the area median income, a smaller interval, so the number presented is an underestimate.

Source: OPPAGA analysis of Florida Housing Finance Corporation and the University of Florida's Shimberg Center for Housing Studies data.

¹ Section [420.0004\(3\), F.S.](#)

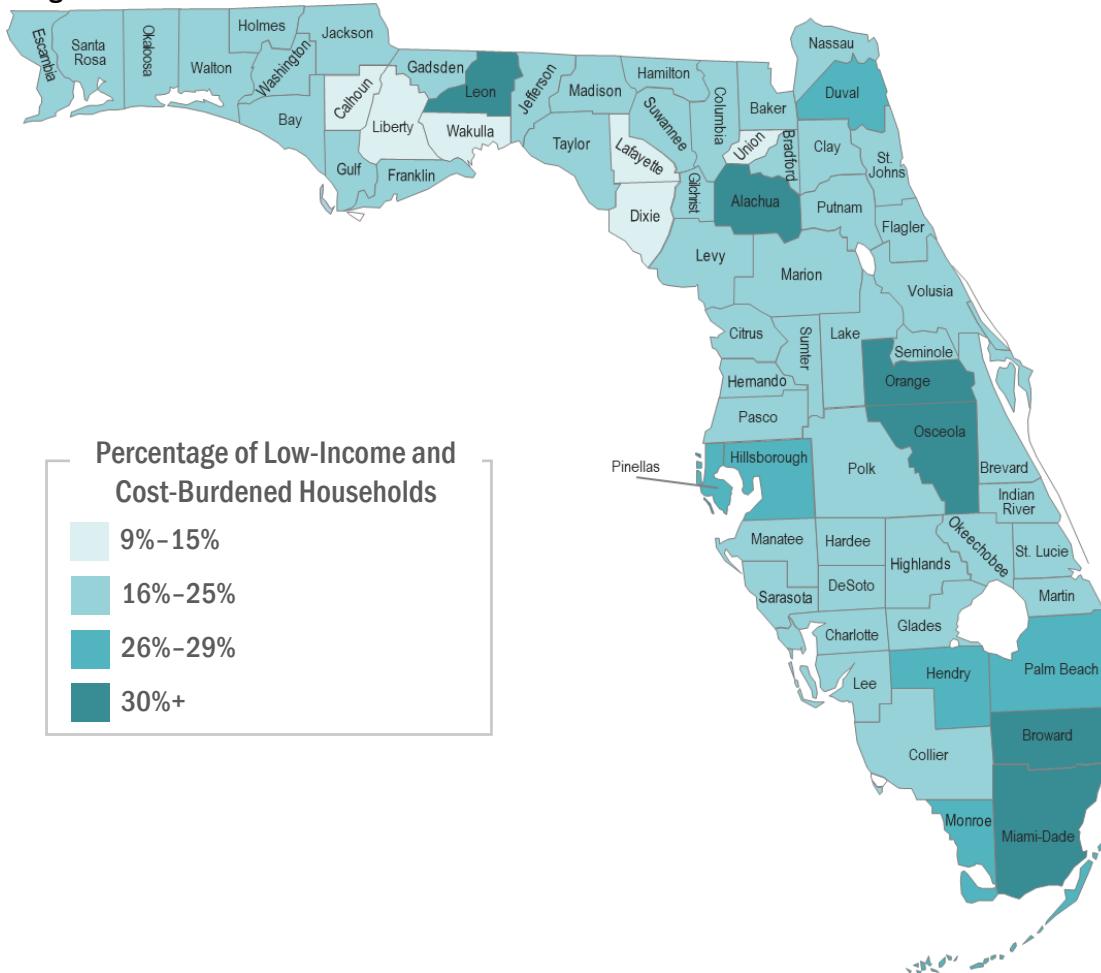
² The University of Florida's Shimberg Center for Housing Studies' compiled these estimates and projections based on a HUD comprehensive housing affordability strategy dataset and population projections by the University of Florida's Bureau of Economic and Business Research.

³ According to FHFC, the average household size in Florida is just above two persons.

All Florida counties have low-income and cost-burdened households, but the percentage of the low-income and cost-burdened population varies across the state, ranging from 9% of households in Dixie County to 39% in Miami-Dade County. (See Exhibit 2.) About half of Florida's low-income and cost-burdened households live in the 10 counties with the highest percentage of low-income and cost-burdened households.⁴

Exhibit 2

The Percentage of Low-Income and Cost-Burdened Households Is Over 30% in Six Counties



Source: OPPAGA analysis of the University of Florida's Shimberg Center for Housing Studies data.

Florida has a shortage of affordable and available rental units and homes for sale. For households to obtain affordable housing, rental units and homeownership for low-income and cost-burdened households must be both affordable and available. Affordable rental units are unavailable to low-income households if higher-income households already occupy the units. The Shimberg Center's 2025 Rental Market Study indicated that the number of rental units that are both affordable and available to households under 120% of the AMI is insufficient.⁵ Extremely low-income households, those with household incomes at or below 30% of the AMI, experience the largest housing shortage, and the number of affordable and available rental units is less than a quarter of the total number of renter households.

⁴ The 10 counties with the largest percentage of low-income and cost-burdened households are Miami-Dade (39%), Osceola (34%), Broward (33%), Leon (32%), Alachua (31%), Orange (30%), Palm Beach (29%), Monroe (29%), Duval (28%), and Hendry (27%).

⁵ University of Florida's Shimberg Center for Housing Studies. *2025 Rental Market Study*. June 2025.

http://www.shimberg.ufl.edu/publications/2025_rental_market_study.pdf

Florida's housing market has become increasingly unavailable to low- and moderate-income households with changes in home prices and sales. Despite steady increases in the production of single-family homes since 2011, Florida has a limited supply of affordable single-family homes available for purchase because of increasing home prices. According to the Shimberg Center, the median single-family home price reached \$411,600 in the first half of 2024. Median home prices in the past three years, when adjusted for inflation, were greater than previous peaks in the mid-2000s. These higher prices require larger down payments and mortgage payments that are not affordable for many low-income buyers. Overall, the supply of lower-priced homes has declined, while the share of higher-priced homes has increased. In 2014, homes priced under \$200,000 comprised 49% of all sales, while homes priced at \$500,000 or more accounted for 9%. By 2024, only 6% of homes sold were priced below \$200,000, and the share of homes over \$500,000 had climbed to 36%.

FHFC and FloridaCommerce administer housing programs to implement the state housing strategy

The 1988 Legislature established a state housing strategy, which currently has the statutory goal of ensuring that every Floridian has safe, decent, and affordable housing.⁶ To accomplish this goal, the strategy requires that state and local governments collaborate with communities and the private sector using financial and regulatory commitments. Policies within the state housing strategy, as delineated in s. 420.0003(2), *Florida Statutes*, guide how state entities and local governments should support housing production and rehabilitation, public-private partnerships, the preservation of housing stock, and unique housing needs.

The 2023 Legislature enacted the Live Local Act, substantially updating the state housing strategy and providing \$711 million for new affordable housing programs and incentives. Following enactment, the Legislature continued to make revisions, including minor updates and improvements to further housing affordability. For example, the 2025 Legislature made changes related to the administrative approval of certain affordable housing developments.

FHFC and FloridaCommerce administer 26 affordable housing programs in Florida, including programs that use state funding, federal funding, or a combination of both.⁷ (See Exhibit 3.) FHFC is a public-private entity that oversees the majority of Florida's affordable housing programs.⁸ FHFC administers federal and state resources to finance the development and preservation of affordable rental housing and to expand homeownership with financing and down payment assistance. In addition, FHFC administers the State Housing Initiatives Partnership (SHIP) program, which provides funds to local governments as an incentive for creating partnerships to produce and preserve affordable housing for rent or ownership. FloridaCommerce administers federal programs that support affordable housing and community development including Community Development Block Grant Program (CDBG) programs. (See Appendix A for a list of Florida's state-level affordable housing programs.)

⁶ Section 420.0003(1), *F.S.*

⁷ Other state entities also administer housing programs. For example, the Florida Department of Children and Families administers the Emergency Solutions Grant that provides emergency services to individuals and families facing homelessness.

⁸ Section 420.504(1), *F.S.*, created FHFC, a public-private entity, in 1997 to provide and promote public welfare by administering the governmental function of financing or refinancing housing within the state. FHFC is functionally housed within FloridaCommerce. It is a separate budget entity and its operations are not subject to the control, supervision, or direction by the department.

Exhibit 3

The Florida Housing Finance Corporation and the Florida Department of Commerce Administer 26 Affordable Housing Programs to Support Rental and Homeownership Opportunities



Source: OPPAGA analysis of Florida Housing Finance Corporation and Florida Department of Commerce data.

FHFC administers federal and state rental housing programs that provide financing for developers to create affordable rental units. According to FHFC, in 2024, the corporation's rental housing programs funded 14,401 total units, of which 13,662 were set aside for income qualifying residents.⁹ One major state-funded program is the State Apartment Incentive Loan (SAIL) program that provides low-interest competitive loans to developers seeking to construct or rehabilitate rental units for very low-income individuals and families.¹⁰

FHFC uses a competitive request for application (RFA) process to allocate available rental development resources. FHFC issues about 15 RFAs every annual cycle for applicants (e.g., private developers and nonprofit organizations) to apply for multifamily rental financing through FHFC's rental programs. RFAs include applicant eligibility requirements and are generally similar each year, but FHFC may adjust RFAs based on market conditions and feedback from stakeholders.¹¹ For example, after COVID-19, the Legislature provided viability funding to alleviate inflation-related cost increases for housing developments. The deadlines for competitive RFAs vary but follow a consistent cycle generally starting in spring and continuing throughout the calendar year. After applicants submit applications, FHFC staff scores the applications and forwards recommendations to FHFC's board of directors, which makes final award decisions.¹² In the 2024 RFA cycle, FHFC issued 17 RFAs, had 384 applicants, and funded 80 projects.

FHFC uses a combination of state and federally funded programs to support affordable rental development. For example, SAIL financing is often combined with financing from other housing programs administered by FHFC, such as federal Low-Income Housing Tax Credits and Mortgage Revenue Bonds, to bridge the gap between the development's primary financing and its total costs. Leveraging funds allows developers to obtain the full financing needed to construct or rehabilitate affordable housing units for different eligibility groups including elderly persons, farmworkers, or commercial fishing workers; persons experiencing homelessness; and persons with special needs. In addition, FHFC programs that fund rental development require funded properties to set aside units for

⁹ This count includes some rental units funded by SHIP. SHIP funding information is from the most recent closed year (Fiscal Year 2021-22) because local governments have three years to expend the funds. FHFC estimates that 50% of the 1,223 SHIP-funded rental units overlap with units funded by other programs included in the total number of units funded in 2024.

¹⁰ Section [420.5087, F.S.](#), provides that a minimum of 20% of a development's units must be set aside for families earning 50% or less of the state or local median income.

¹¹ Eligibility requirements vary by RFA but include criteria such as a minimum unit set-aside commitment, developer experience requirements, evidence of a community-based board of directors, and proof that the mix of unit types meets requirements.

¹² Eight members of FHFC's board of directors are appointed by the Governor and confirmed by the Senate, one member is appointed by the President of the Senate, and one member is appointed by the Speaker of the House of Representatives; the secretary (or designee) of FloridaCommerce is an ex officio voting member. Board members serve four-year terms, and members appointed by the Governor are selected as representatives of various housing industry groups.

different categories of low-income renters based on AMI. For example, to participate in the SAIL program, developers must set aside a minimum of 20% of the development's units for families earning 50% or less of the AMI.¹³ FHFC rental programs require properties to comply with income and rent limits for a specific amount of time, typically 15 to 50 years, after which the units may be lost from the affordable housing stock.

FHFC maintains a rental portfolio (i.e., inventory) of properties financed through the corporation's rental housing programs. FHFC visits and monitors properties in the portfolio to ensure compliance with applicable federal and state laws and rules. Additionally, FHFC staff annually reviews audited financial statements for each property as part of permanent loan servicing and asset management processes.

FHFC also administers homeownership programs that provide low interest rate first mortgage loans and down payment assistance to individuals and families. According to FHFC, in 2024, the corporation's homeownership programs served 11,071 homeowners with \$3.3 billion in first mortgage funding and \$160.0 million in down payment assistance.¹⁴ The two homeownership programs that assisted the most homeowners were the Homebuyer Loan Programs and the Hometown Heroes Program.¹⁵ FHFC's Homebuyer Loan Programs offer 30-year, fixed-rate first mortgage loans from approved lenders throughout the state. In addition, qualified borrowers are eligible to access FHFC's down payment assistance programs. For example, the Hometown Heroes Program provides down payment and closing cost assistance to first-time, income-qualified individuals in specific occupations—such as law enforcement officers and educators—so that they can purchase a primary residence in the community where they work. In 2024, Hometown Heroes supported 8,300 households with a total of \$132.3 million in down payment assistance allowing homebuyers to secure \$2.6 billion in first mortgage assistance.

The SHIP program provides funds to local governments as an incentive for creating partnerships to produce and preserve affordable rental housing and homeownership opportunities. FHFC administers SHIP and distributes program funds to all 67 counties and eligible municipalities using a population-based formula.¹⁶ The minimum allocation to a county government is \$350,000 and there is no statutory limit. The 2024 Legislature appropriated \$174.0 million to SHIP for Fiscal Year 2024-25.¹⁷

Florida law requires a county or municipality to submit its local housing assistance plan (LHAP) and plan amendments to FHFC for approval to be eligible to receive SHIP funding.¹⁸ Each county's or eligible municipality's LHAP must specify how the local government will make affordable residential units available to persons of very low-, low-, or moderate-income.¹⁹ State law allows local governments

¹³ Section [420.5087](#), F.S. The percentage of unit set asides differs if using Low Income Housing Tax Credits as a financing resource with SAIL.

¹⁴ Two homeowners received first mortgages and did not require down payment assistance.

¹⁵ FHFC refers to its first mortgage assistance as Homebuyer Loan Programs. The corporation offers various types of first mortgage loans including conventional loans and loans backed by the Federal Housing Administration, U.S. Department of Agriculture, and U.S. Department of Veterans Affairs.

¹⁶ Under s. [420.9071\(10\)](#), F.S., eligible municipality means a municipality that is eligible for federal CDBG entitlement moneys as an entitlement community identified in 24 C.F.R. s. 570, subpart D, Entitlement Grants, or a non-entitlement municipality that is receiving local housing distribution funds under an interlocal agreement that provides for possession and administrative control of funds to be transferred to the non-entitlement municipality.

¹⁷ The Legislature specified that \$663,600 of this appropriation be used for training and technical assistance provided through the Affordable Housing Catalyst Program. FHFC contracts with the Florida Housing Coalition to implement the program, which provides community-based organizations and state and local governments assistance including training on developing affordable housing programs, public-private partnerships, local housing assistance plans, and regulatory reforms.

¹⁸ Section [420.9072\(2\)\(a\)](#), F.S.

¹⁹ Section [420.0004](#), F.S., defines "very low-income" persons as one or more natural persons or a family, not including students, the total annual adjusted gross household income of which does not exceed 50 percent of the median annual adjusted gross income for households within the state,

to enter into an interlocal agreement to establish a joint LHAP. FHFC disburses SHIP funds to each county or eligible municipality to be administered according to the interlocal agreement. LHAPs are effective for three years and local governments must spend program funds during that time.²⁰ FHFC must approve a plan before it can distribute SHIP funds to program participants.²¹

FloridaCommerce administers federal CDBG programs that support both rental housing and affordable homeownership activities. CDBG grants include CDBG (non-entitlement) for states and small cities (CDBG-SC) and CDBG disaster recovery (CDBG-DR).²² HUD allocates CDBG-SC funds to the states for distribution to eligible local governments. One of the eligible uses for funds is the rehabilitation of substandard housing that benefits low- and moderate-income individuals, eliminates slum and blight, or addresses an urgent need. Eligible local governments implement projects funded by this program. FloridaCommerce manages applications and grant agreements, monitors compliance, and disburses all payments.

FloridaCommerce is also responsible for administering all HUD long-term recovery funds awarded to the state to rebuild disaster-impacted areas, including CDBG-DR funds. Grantees can use CDBG-DR funding to address housing, infrastructure, and economic development needs related to disasters that remain after other assistance is exhausted. FloridaCommerce administers some CDBG-DR funds through a contract with FHFC, which manages the multi-family housing workforce programs that mostly fund rental housing in eligible communities per the HUD allocation. For example, FHFC leveraged CDBG-DR funds allocated subsequent to Hurricane Irma with other resources to fund the construction of rental units for low- to moderate-income families. Grantees can also use CDBG-DR funds to repair, reconstruct, or replace homes damaged by natural disasters.

State and local entities collaborate to support affordable housing programs

State-level entities, including FloridaCommerce, FHFC, and the Florida Housing Coalition, collaborate to provide assistance to local governments.²³ FHFC and FloridaCommerce work together to administer state and federal funding to meet local governments' affordable housing needs. According to FHFC staff, the corporation works with many state agencies to coordinate state affordable housing activities, including the Florida Agency for Health Care Administration, the Florida Agency for Persons with Disabilities, the Florida Department of Children and Families, the Florida Department of Agriculture and Consumer Services (FDACS), and the Florida Department of Health (DOH). For example, FHFC uses information from FDACS and DOH to develop metrics for RFA scoring.

or 50 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater; "low-income" persons are defined as one or more natural persons or a family, the total annual adjusted gross household income of which does not exceed 80 percent of the median annual adjusted gross income for households within the state, or 80 percent of the median annual adjusted gross income for households within the MSA or, if not within an MSA, within the county in which the person or family resides, whichever is greater; and "moderate-income" persons are defined as one or more natural persons or a family, the total annual adjusted gross household income of which is less than 120 percent of the median annual adjusted gross income for households within the state, or 120 percent of the median annual adjusted gross income for households within the MSA or, if not within an MSA, within the county in which the person or family resides, whichever is greater.

²⁰ Per r. [67-37.005\(1\), F.A.C.](#)

²¹ Section [420.9072, F.S.](#)

²² HUD also supports CDBG for entitlement communities with funding provided directly to metropolitan cities and urban counties to meet housing and community development needs. In 2024, 23 counties and 59 cities received HUD CDBG funding directly from the federal government.

²³ The Florida Housing Coalition is a statewide 501(c)(3) organization providing affordable housing training and technical assistance. The coalition has offices throughout the state, with its headquarters in Tallahassee.

Local governments coordinate with state and federal housing entities and conduct financial and regulatory activities to support statewide affordable housing efforts. Examples of financial activities include providing funding for rehabilitation or new construction of affordable housing units, and regulatory activities include facilitating expedited permitting and easing land use requirements to accommodate affordable housing. Some local governments establish trust funds to support affordable housing efforts. For example, the City of Fort Myers Affordable Housing Trust Fund Rental Assistance program provides rental subsidies to individuals and families with incomes that are 120% or less of the AMI. Additionally, in accordance with its Fiscal Years 2023-2025 Affordable Housing Trust Fund Plan, Orange County provided \$300,000 to rehabilitate the homes of 15 very low- and low-income households. (See Appendix B for a list of local financial and regulatory affordable housing activities.)

State-level entities work directly with local governments to ensure that state program funding meets local needs. Both FloridaCommerce and FHFC hold workshops to provide guidance on the state's affordable housing programs and receive feedback from local governments on unmet needs. For example, FHFC incorporates local entity feedback throughout the multifamily rental RFA process through workshops that solicit comments and suggestions from local governments and the private sector. Additionally, FHFC contracts with the Florida Housing Coalition to operate the Affordable Housing Catalyst Program that provides training and technical assistance throughout the state. The coalition assists local governments by providing free information about how to navigate various housing programs.

FINDINGS

Florida's housing programs are consistent with state housing strategy policies; at least one state housing program implements each of the policies. State housing programs contribute to the production and preservation of affordable rental properties and homeownership opportunities for low-income Floridians. Of the local governments that reported coordinating with state-level entities, most indicated effective coordination.

Florida's housing programs are consistent with and implement state housing strategy policies

At least one state affordable housing program implements all of the state housing strategy policies, although the number of programs implementing each policy varies. OPPAGA identified relevant policies in the state housing strategy for each state affordable housing program by examining program requirements in the *Florida Statutes* and the *Florida Administrative Code*.²⁴ These policies include financial and regulatory affordable housing strategies for state-level entities, local governments, and the private sector. (See Appendix C for a list of policies in the state housing strategy and the programs that implement each strategy.)

²⁴ If the policy is not included in state affordable housing program requirements in state law or rule, OPPAGA did not identify the policy as relevant.

Examples of policies in the state housing strategy include

- community-led planning that focuses on urban infill, flexible zoning, redevelopment of commercial property into mixed-use property, resiliency, and furthering development in areas with preexisting public services;
- modern housing concepts such as manufactured homes, tiny homes, 3D-printed homes, and accessory dwelling units; and
- interlocal agreements to coordinate local government strategies and maximize the use of state and local funds.

After identifying relevant policies, OPPAGA examined Florida Housing Finance Corporation and Florida Department of Commerce documentation, including requests for applications, scoring criteria, and annual reports, to determine if state programs implement the policies. The number of programs implementing each policy in the state housing strategy varies. For example, the State Apartment Incentive Loan Program - Live Local Act is the only program to explicitly provide funding for projects that maximize efficiency in land and resource use, such as high-density, high-rise, and mixed-use projects. The two most common policies implemented by programs are expending state funds to create new housing stock and addressing the need for safe, decent, and affordable housing with an emphasis on assisting the neediest persons. Both policies are implemented by 13 programs.

OPPAGA identified one policy in the state housing strategy that local governments implement despite not having any affordable housing program requirements in either Florida law or rule. The policy states that local incentives to stimulate private sector development of affordable housing may include establishing density bonus incentives, which increase the maximum number of housing units allowable on a project site. Although not required by law or rule, some local governments include flexible densities in local housing assistance plans, which are required to receive funds from the State Housing Initiatives Partnership program.

State affordable housing programs contribute to the production and preservation of affordable housing

FHFC affordable housing programs fund more rental units and homeownership households than other state affordable housing programs. OPPAGA analyzed the most recent five years of available data for each affordable housing program. In the past five fiscal years, FHFC substantially expanded its rental property inventory by adding 64,907 rental units. Additionally, from calendar years 2020 through 2024, FHFC's homeownership programs provided funding to 37,617 homeowners. Moreover, the SHIP program contributed to 5,970 rental housing units and assisted 13,523 homeowners from Fiscal Years 2017-18 through 2021-22, the most recent years with complete SHIP funding information. FloridaCommerce programs also support the production and preservation of affordable housing by administering federal Community Development Block Grants. From Fiscal Years 2019-20 through 2023-24, CDBG Small Cities program funded rehabilitation for 193 households via completed projects, and CDBG Disaster Recovery grant recipients reported creating or rehabilitating 4,749 single-family homes and 1,717 rental units.

In the past five fiscal years, FHFC's multifamily rental programs funded 494 properties with 64,907 units, mostly in areas with low-income and cost-burdened households

As of July 2025, the FHFC inventory included 1,808 multifamily rental properties with 226,093 total rental units, 217,033 of which were FHFC set-aside units.^{25,26} These FHFC-funded properties were located in 250 cities throughout the state and in 63 of the 67 counties. Four counties had no FHFC-funded multifamily rental properties ready for occupancy—Calhoun, Lafayette, Liberty, and Union.²⁷

From Fiscal Years 2020-21 through 2024-25, FHFC provided \$5.4 billion in funding to add 494 multifamily rental properties with an anticipated 64,907 total units to its inventory.²⁸ (See Exhibit 4.) Over 4,000 of these units were set aside for extremely low-income residents experiencing the greatest shortage of affordable and available rental units in the state. During this five-year period, FHFC did not fund any new rental property projects in 18 counties, including Indian River County, where 50% of the county's rental households are low income and cost burdened. (See Appendix D for a list of FHFC rental program activities from Fiscal Years 2020-21 through 2024-25.)

Exhibit 4

The Florida Housing Finance Corporation Funded 494 Properties With 64,907 New Rental Units From Fiscal Years 2020-21 Through 2024-25

| Fiscal Year ¹ | Number of Properties | Number of Total Units ² | Extremely Low-Income Units ³ | Funding Amount |
|--------------------------|----------------------|------------------------------------|---|------------------------|
| 2020-21 | 107 | 12,758 | 869 | \$740,024,729 |
| 2021-22 | 113 | 16,289 | 724 | 921,265,184 |
| 2022-23 | 56 | 6,605 | 488 | 487,043,342 |
| 2023-24 | 107 | 15,212 | 1,140 | 1,252,930,875 |
| 2024-25 | 111 | 14,043 | 1,149 | 1,951,633,097 |
| Total | 494 | 64,907 | 4,370 | \$5,352,897,227 |

¹ Fiscal year is approximate and will not correspond to Florida Housing Finance Corporation reports. OPPAGA based fiscal year primarily on request for application year using the year funded to refine the measure and categorize noncompetitive awards.

² Total units include all units in each development, including those that are set aside as affordable at various levels as well as those that are not. Most often the count of total units and units set aside for income-qualifying residents are the same; however, some developments include additional units that are not set aside as affordable.

³ OPPAGA identified extremely low-income units as those serving residents with incomes at or below 30% of the area median income. This number may be an underestimate because OPPAGA used the maximum single count of extremely low-income units for a property and did not add unit counts across income thresholds or from separate funding programs.

Source: OPPAGA analysis of Florida Housing Finance Corporation data.

Most properties in the FHFC rental portfolio are located in or near areas with a low-income and cost-burdened population. OPPAGA determined if properties in the FHFC rental inventory were within half a mile of a census tract that had a low-income and cost-burdened (LICB) rental population (i.e., LICB areas).²⁹ Overall, 72% of rental developments in the FHFC rental portfolio were located in an LICB area. A slightly higher percentage of rental developments funded from Fiscal Years 2020-21

²⁵ Data are from the University of Florida's Shimberg Center for Housing Studies' Assisted Housing Inventory. OPPAGA defines operating properties as those that are ready for occupancy; an additional 227 properties were in the pipeline and not yet ready for occupancy. This list of properties includes 186 that received FHFC funding during the review period.

²⁶ Set-aside units are those reserved for income-qualifying residents.

²⁷ Calhoun, Lafayette, and Union counties had federally supported multifamily rental housing.

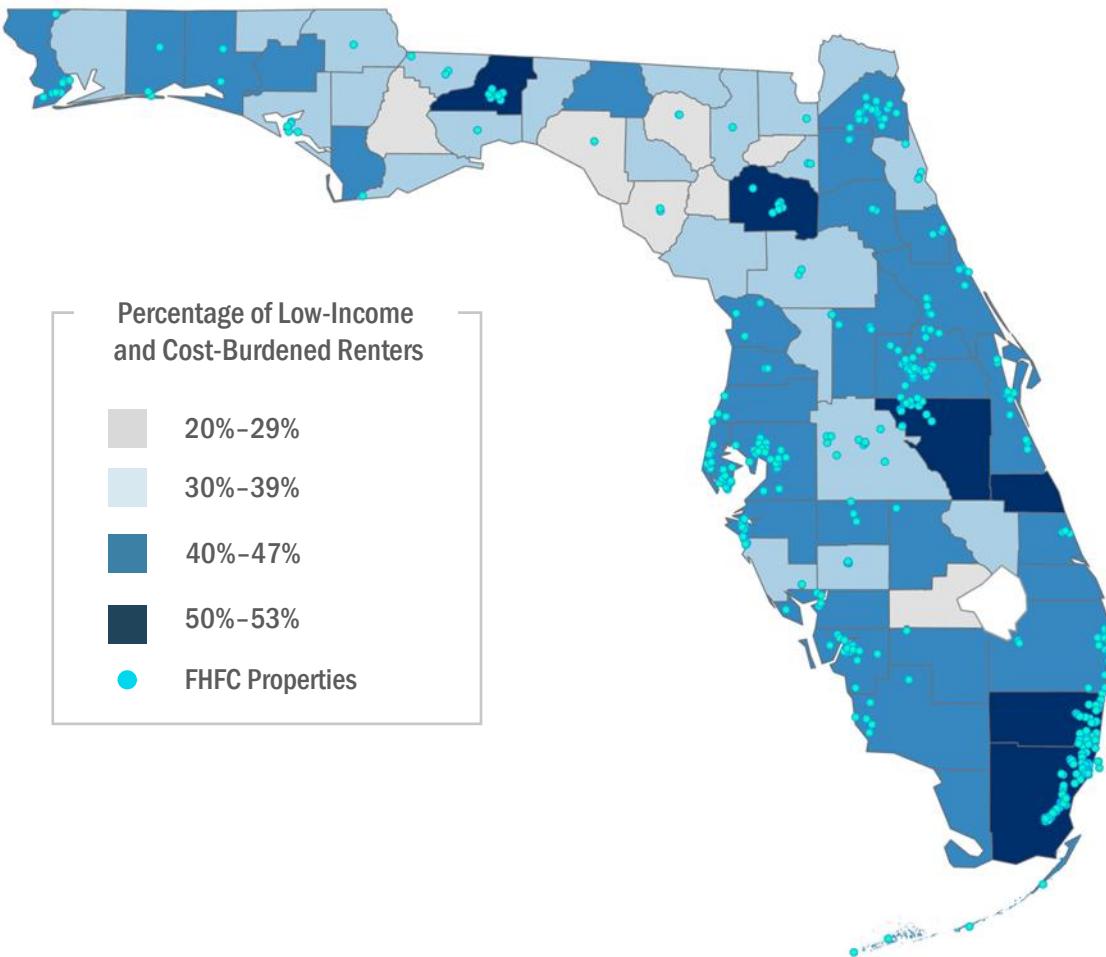
²⁸ OPPAGA excluded rental properties funded by the Predevelopment Loan Program and CBDG from this count, because such properties are not FHFC rental programs. One-hundred-eighty-eight of the developments funded during the review period were not yet ready for occupancy, thus the units are not currently available for rental.

²⁹ The low-income tract measure included those with a median income less than or equal to 80% of the county median income. Cost-burdened tracts were those where the majority of rental households were cost burdened at the 30% level or higher.

through 2024-25 were in an LICB area (75%). Developments in LICB areas had more rental units than developments in other areas, particularly units that were set aside for extremely low-income renters. In the group of developments funded from Fiscal Years 2020-21 through 2024-25, 78% of all units and 85% of units set aside for extremely low-income renters were in an LICB area. At the county level, these FHFC-funded rental properties were concentrated in counties with large percentages of low-income and cost-burdened renters. (See Exhibit 5.)

Exhibit 5

Florida Housing Finance Corporation Properties Funded From Fiscal Years 2020-21 Through 2024-25 Were Clustered in Counties With Large Percentages of Low-Income and Cost-Burdened Rental Households

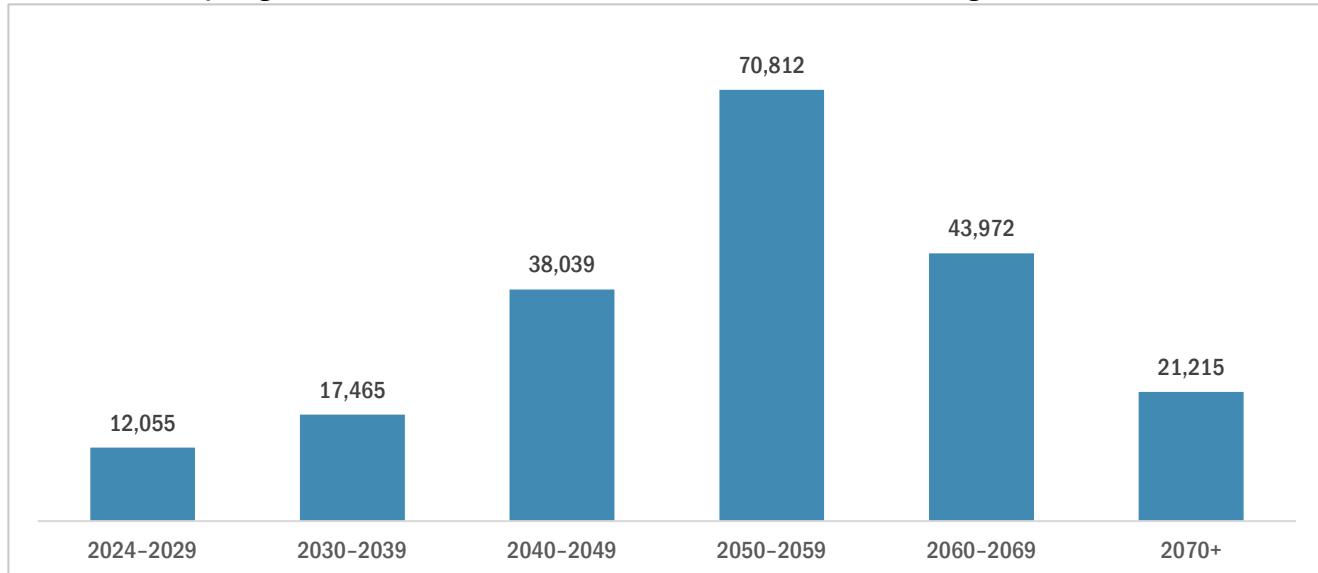


Source: OPPAGA analysis of Florida Housing Finance Corporation and the University of Florida's Shimberg Center for Housing Studies data.

FHFC established a plan to preserve affordable rental properties funded through its programs. Funding affordability requirements for FHFC-funded rental properties expire after a specific amount of time, typically 15 to 50 years. Based on FHFC's August 2024 estimate, 12,055 portfolio units are set to expire between calendar years 2024 through 2029. The number of expiring units will increase in future decades. (See Exhibit 6.) Many units set aside for specific populations will expire before 2030, including nearly 500 units set aside for extremely low-income and very low-income households, 177 units for elderly persons, and 378 units for persons with special needs.

Exhibit 6

The Number of Expiring Rental Units Will Increase to Over 70,000 From 2050 Through 2059¹



¹ The number of expiring rental units is based on Florida Housing Finance Corporation's August 2024 estimates.

Source: OPPAGA analysis of Florida Housing Finance Corporation's Portfolio Preservation Plan.

In December 2018, FHFC's board of directors approved the corporation's Portfolio Preservation Plan to maintain affordable housing properties as FHFC funding affordability restrictions expire. The plan provides strategies to retain aging properties in FHFC's rental portfolio while also prioritizing properties based on general criteria and property risk factors.³⁰ For example, the plan prioritizes the preservation of rental properties with a high percentage of extremely low-income units and properties located near schools, transit, and jobs.

From calendar years 2020 through 2024, FHFC's homeownership programs provided funding to 37,617 homeowners across all 67 counties

From calendar years 2020 through 2024, FHFC administered nine homeownership programs, including the Homeownership Assistance Program and the Hometown Heroes Program. Some FHFC homeownership programs were only available in certain years during this period. For example, the Hurricane Michael Recovery Loan Program was available in calendar years 2019 through 2021. Similarly, the Hometown Heroes Program was available from calendar years 2022 through 2024; this program accounted for over half of homeowners (21,501 of 37,617) assisted. (See Appendix E for a list of FHFC homeownership program activities from calendar years 2020 through 2024.)

FHFC loaned \$10.4 billion in down payment and mortgage assistance to homeowners from calendar years 2020 through 2024; 95% of funds were for first mortgages.³¹ (See Exhibit 7.) FHFC awarded the least homeownership loan funding in calendar year 2020 and the most in calendar year 2023. Recent increases in funding for homeownership programs have led to increases in the number of homeowners served, from 3,450 in calendar year 2020 to 11,071 in calendar year 2024.

³⁰ FHFC can retain aging properties by promoting recapitalization, for example by refinancing existing debt or offering additional financing for rehabilitation.

³¹ The total amount of downpayment assistance and mortgage assistance does not include \$16.3 million from the Homeownership Pool Program.

Exhibit 7

From Calendar Years 2020 Through 2024, Florida Housing Finance Corporation Homeownership Programs Funded Mortgages for at Least 3,000 Homeowners Each Year, Totaling Over 37,000 Loans¹

| Calendar Year | Number of Homeowners Served | Total Down Payment Assistance ² | Total First Mortgage |
|---------------|-----------------------------|--|------------------------|
| 2020 | 3,450 | \$28,499,167 | \$612,014,086 |
| 2021 | 4,272 | 38,887,606 | 844,041,616 |
| 2022 | 5,533 | 65,490,133 | 1,381,551,060 |
| 2023 | 13,291 | 189,686,980 | 3,841,674,166 |
| 2024 | 11,071 | 159,977,143 | 3,273,805,015 |
| Total | 37,617 | \$482,541,029 | \$9,953,085,943 |

¹ The total number of homeowners served, total amount of downpayment assistance, and total amount of first mortgage assistance does not include 641 homeowners served by the Homeownership Pool Program, which totals \$16.3 million.

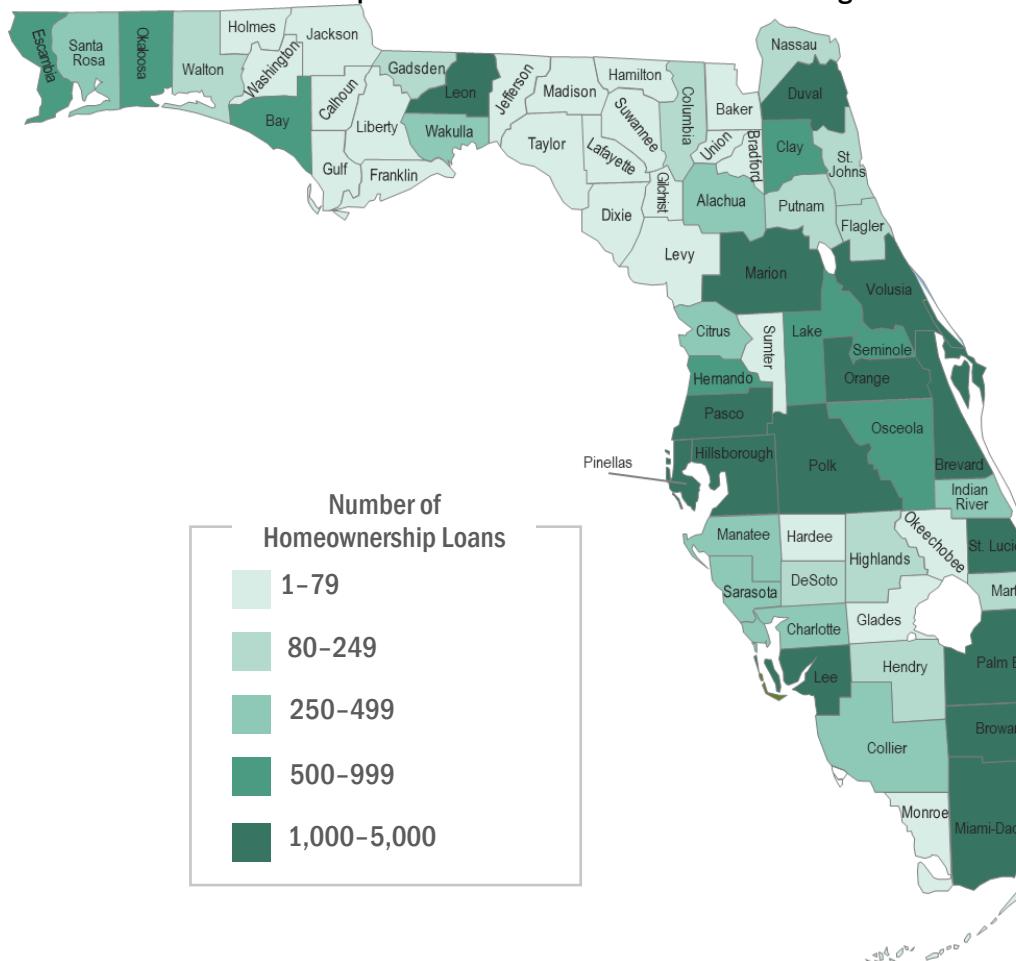
² In some cases, the first mortgage and down payment assistance total amounts for a county may be higher than the average home sales price because buyers also receive assistance with closing costs, a key barrier to entering homeownership for many.

Source: OPPAGA analysis of Florida Housing Finance Corporation annual reports.

During the five calendar years, homeowners in all 67 counties received funds from FHFC homeownership programs. (See Exhibit 8.) The number of homeowners assisted ranged from 4 in Lafayette County to 4,903 in Duval County.

Exhibit 8

The Number of Homeownership Loans From Calendar Years 2020 Through 2024 Exceeded 1,000 in 15 Counties¹



¹ The total number of homeowners served does not include 641 homeowners served by the Homeownership Pool Program.

Source: OPPAGA analysis of Florida Housing Finance Corporation annual reports.

SHIP funding from Fiscal Years 2017-18 through 2021-22 supported 5,970 rental units and 13,523 homeowners

Local governments received a total of \$472.2 million in funds from Fiscal Years 2017-18 through 2021-22.³² The most recent complete SHIP funding information is from Fiscal Year 2021-22 because local governments that participate in the program have up to three years to expend program funds on affordable housing activities. Consistent with Florida law, 84% of SHIP expenditures during the period were for homeownership programs at the local level.³³

From Fiscal Years 2017-18 through 2021-22, local governments spent \$438.4 million on affordable housing strategies, including \$68.9 million on rental housing (16% of all expenditures). Over the five-year period, local governments funded 5,970 rental units, including 2,986 extremely low-income rental units. (See Exhibit 9.) SHIP expenditures on affordable rental housing and the number of units produced were higher in Fiscal Year 2017-18 than the following three years.

Exhibit 9

State Housing Initiatives Partnership Program Expenditures Supported More Rental Units in Fiscal Year 2017-18 Than in Other Fiscal Years

| Fiscal Year | Total Units | Expenditures |
|--------------|--------------|---------------------|
| 2017-18 | 2,347 | \$18,254,949 |
| 2018-19 | 928 | 9,306,311 |
| 2019-20 | 1,212 | 9,978,715 |
| 2020-21 | 659 | 12,915,968 |
| 2021-22 | 824 | 18,409,639 |
| Total | 5,970 | \$68,865,582 |

Source: OPPAGA analysis of Florida Housing Finance Corporation data.

During the same period, SHIP expenditures for homeowner assistance totaled \$369.5 million and local governments assisted 13,523 homeowners using SHIP funds, including 2,178 extremely low-income homeowners. (See Exhibit 10.) SHIP expenditures and the number of homeowners assisted were higher in Fiscal Year 2017-18 than the following three years.

Exhibit 10

State Housing Initiatives Partnership Program Expenditures Supported More Homeowners in Fiscal Year 2017-18 Than in Later Years

| Fiscal Year | Total Homeowners Assisted | Expenditures |
|--------------|---------------------------|----------------------|
| 2017-18 | 3,975 | \$93,803,491 |
| 2018-19 | 2,553 | 60,048,321 |
| 2019-20 | 2,505 | 59,103,719 |
| 2020-21 | 983 | 27,181,329 |
| 2021-22 | 3,507 | 129,412,680 |
| Total | 13,523 | \$369,549,540 |

Source: OPPAGA analysis of Florida Housing Finance Corporation data.

³² The Governor vetoed the Fiscal Year 2020-21 SHIP program legislative appropriation of \$225 million.

³³ Specifically, program participants must reserve at least 65% of SHIP funds for homeownership for eligible persons; up to 25% for rental housing; at least 75% for construction, rehabilitation, or emergency repair of affordable, eligible housing; and a minimum of 20% to serve persons with special needs as defined in s. [420.0004](#), F.S.

From Fiscal Years 2019-20 through 2023-24, FloridaCommerce funded the construction or rehabilitation of 1,717 rental units and 4,942 single-family homes

FloridaCommerce administers the CDBG-SC and CDBG-DR programs, which utilize federal funds to support various types of projects, including affordable housing. Both rental housing and homeownership activities are eligible for CDBG-SC and CDBG-DR funding. From Fiscal Years 2019-20 through 2023-24, the CDBG-SC program only provided funding for homeownership activities, while the CDBG-DR program provided funding for both rental housing and homeownership activities.

During this period, FloridaCommerce reported \$20.4 million in CDBG-SC expenditures on affordable housing activities. Grantees used all expended funds on the rehabilitation of single-unit residential homes. According to FloridaCommerce's Consolidated Annual Performance Evaluation Reports, CDBG-SC-funded projects completed during the same period rehabilitated homes for 193 extremely low-, low-, or moderate-income level households.

Grant recipients used CDBG-DR funding to construct, reconstruct, and rehabilitate affordable housing across the state. HUD allocates the state CDBG-DR funding for long-term resiliency efforts following federally declared disasters. The amount of available funding varies by allocation. For example, HUD allocated Florida \$117.0 million following Hurricanes Hermine and Matthew in 2016 and, as of January 2025, announced \$925.4 million in CDBG-DR for 2023 Hurricane Idalia, 2024 Hurricanes Debby, Helene, and Milton, and the 2024 North Florida Tornadoes.³⁴

From Fiscal Years 2019-20 through 2023-24, CDBG-DR grant recipients reported creating or rehabilitating 1,717 rental units and 4,749 single-family homes.³⁵ During the same period, these grant recipients reported approximately \$943.7 million in affordable housing-related expenditures from state allocations for 2016 Hurricanes Hermine and Matthew, 2017 Hurricane Irma, and 2018 Hurricane Michael. The expenditures reported per year ranged from \$41.5 million in Fiscal Year 2019-20 to \$340.3 million in Fiscal Year 2022-23.³⁶ (See Exhibit 11.)

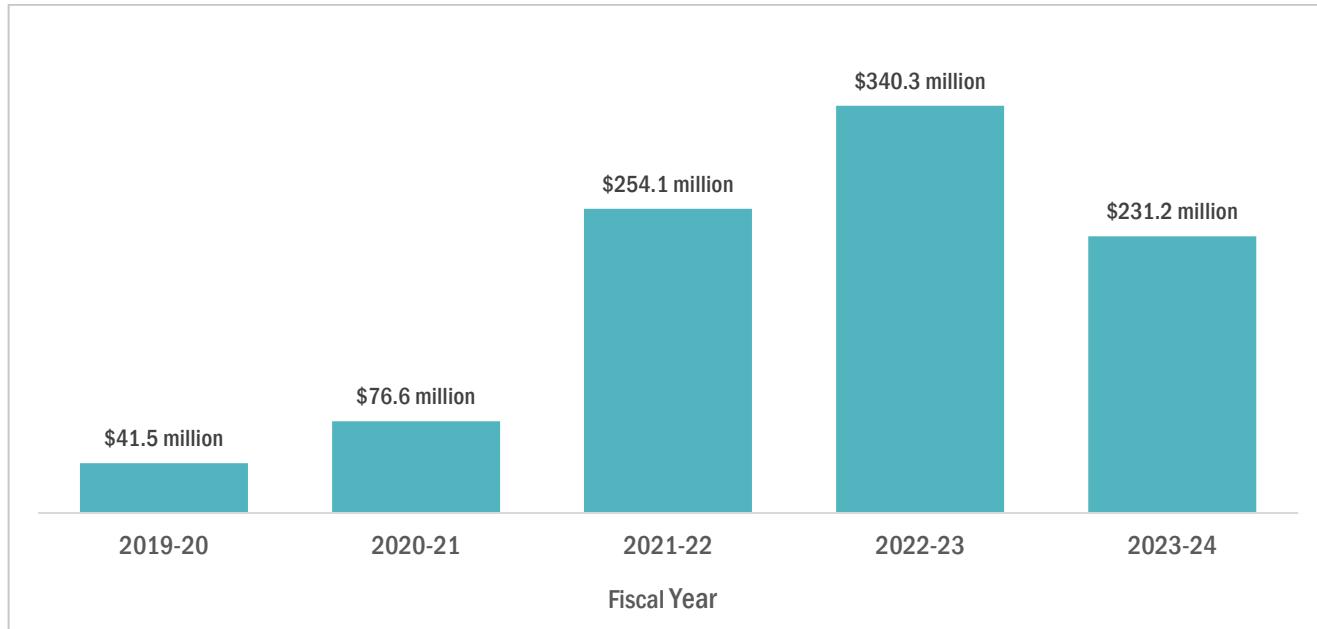
³⁴ HUD allocates funding to rebuild disaster-impacted areas and provide crucial seed money to start the long-term recovery process, which sometimes includes multiple federally declared disasters.

³⁵ For the purpose of this report, FloridaCommerce defines rental unit as a single residential dwelling contained within a larger housing development and single-family home as a residential building that houses one family and has four units or fewer.

³⁶ This funding represents the amount spent on projects that reported homeownership or rental units served. Because some projects include both homeownership and rental support, OPPAGA cannot distinguish between funding spent on homeownership versus rental activity.

Exhibit 11

Community Development Block Grant Disaster Recovery Recipients Expended the Highest Amount in Fiscal Year 2022-23



Note: Because some projects include both rental and homeowner support, OPPAGA cannot distinguish between funding spent on homeownership versus rental activity.

Source: Florida Department of Commerce data.

Affordable housing projects funded by CDBG-DR were ongoing across the state as of September 2025. From Fiscal Years 2019-20 through 2023-24, grant recipients reported expenditures from five different storm allocations, including 2016 Hurricanes Hermine and Matthew, 2017 Hurricane Irma, 2018 Hurricane Michael, 2020 Hurricane Sally, and 2022 Hurricane Ian.

Local governments reported effective coordination with state-level entities; some counties and municipalities need more assistance

State-level entities and local governments coordinate to support affordable housing efforts across the state. OPPAGA defines coordination as collaborating to share information, align goals, and maximize resources to successfully implement affordable housing programs and policies. Coordination activities include aligning regulations with affordable housing programs, feedback opportunities, participating in workshops, and leveraging multiple funding sources. To describe coordination efforts between state-level and local entities, OPPAGA surveyed county and municipal officials.

Approximately 44% of local government survey respondents reported coordinating with at least one state-level entity on affordable housing activities

OPPAGA surveyed 477 county and municipal officials regarding coordination between state and local housing activities and analyzed 252 responses.³⁷ Of those responses, 96% (47 of 49) of counties and

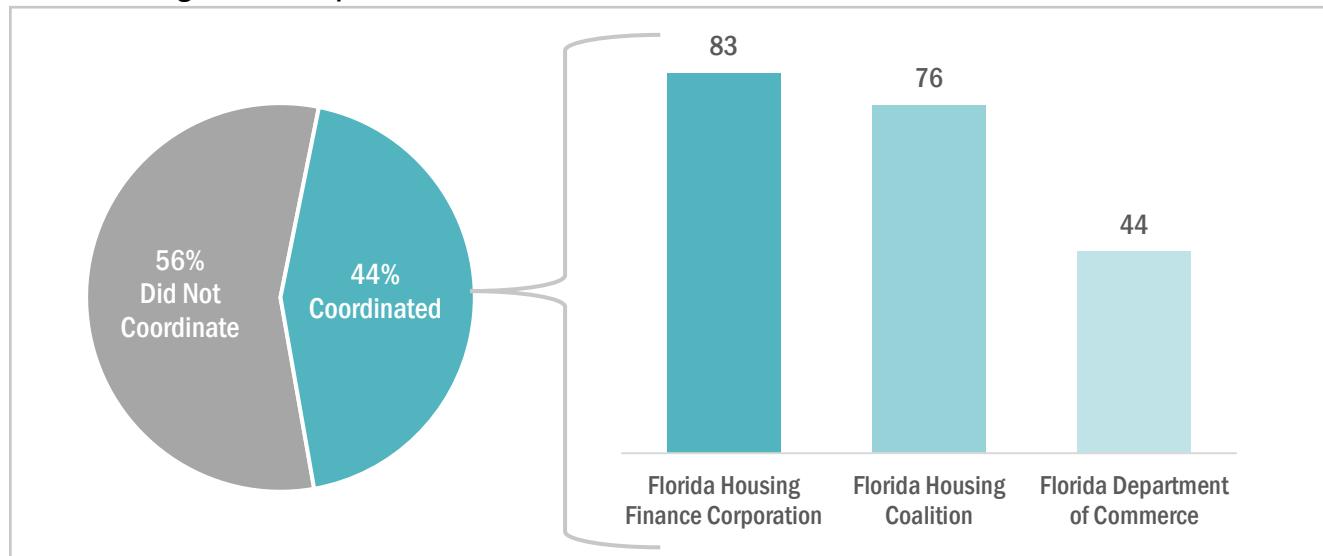
³⁷ OPPAGA analyzed survey responses for all respondents who indicated that they coordinated with federal and state-level entities on affordable housing activities in the past year. Some survey respondents whose answers were included in the analysis did not complete all survey questions.

32% (64 of 203) of municipalities indicated that the local government coordinated with state-level entities on affordable housing in the past year. Respondents who reported that they did not coordinate with any state-level entities offered several explanations. For example, some respondents indicated that their local government has limited resources, such as a lack of affordable and available land to develop affordable housing or insufficient local staff capacity. Other respondents reported that their municipality relies on the county for affordable housing, sometimes through interlocal agreements. Some respondents stated that they did not coordinate because there are no affordable housing projects in their locality.

Respondents most often reported coordinating with FHFC (83 of 110), the Florida Housing Coalition (76 of 110), and FloridaCommerce (44 of 110). (See Exhibit 12.) Twenty-eight respondents reported coordinating with all three state-level entities. Some respondents indicated coordinating with other state-level entities, including the Florida Department of Children and Families, the Florida Department of Environmental Protection, and the Florida Department of Health.

Exhibit 12

Of the 44% of Respondents Who Reported Coordinating With State-Level Entities, Most Coordinated With the Florida Housing Finance Corporation



Source: OPPAGA analysis of survey data.

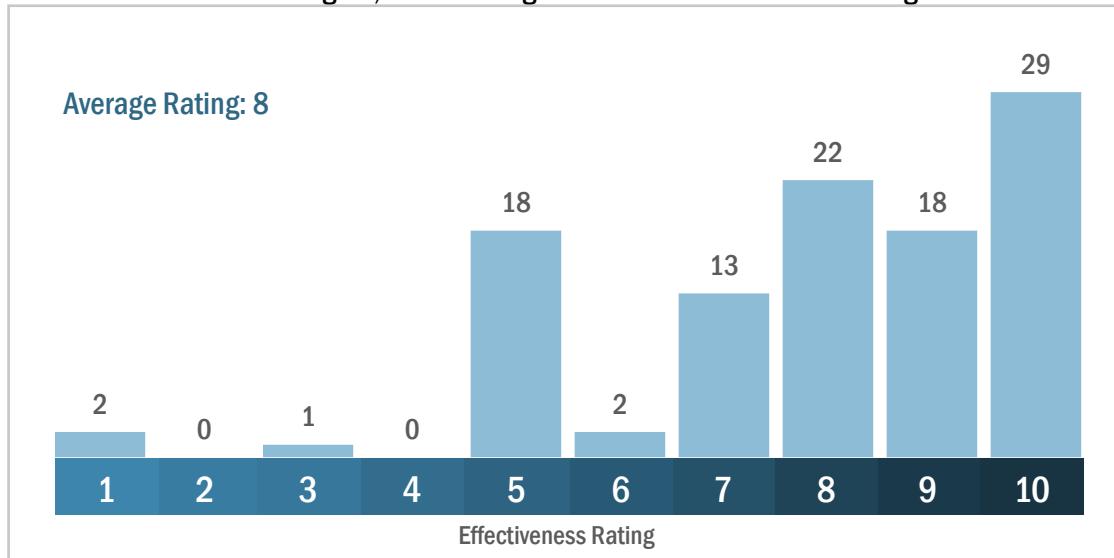
OPPAGA asked respondents to identify the financial and regulatory activities that their local governments coordinated with state-level affordable housing programs in the past year. Eighty-six respondents reported coordinating at least one financial activity with state-level affordable housing programs, including 44 respondents who coordinated five or more financial activities. Respondents most frequently reported providing funding for rental unit or home rehabilitation as a financial activity coordinated with state housing programs (81 of 100). Eighty-nine respondents indicated coordinating at least one regulatory activity with state-level affordable housing programs, including 29 respondents who coordinated five or more regulatory activities. Respondents most often reported facilitating expedited development approval processes or permitting for affordable housing projects as a regulatory activity coordinated with state housing programs (81 of 101).

On average, survey respondents who reported local government coordination with state-level entities on affordable housing rated the coordination an 8 on a scale from 1 to 10 (1 being the least effective and 10 being the most). (See Exhibit 13.) Of the 105 respondents who rated coordination with state-level entities, approximately 25% of municipal respondents (15 of 59) and 30% of county respondents

(14 of 46) indicated a 10. Survey respondents generally agreed that state-level entities effectively communicated available affordable housing funding opportunities and technical assistance programs. Some respondents specifically identified FHFC's and Florida Housing Coalition's responsiveness and technical assistance as reasons for their high ratings. Seventy-four percent of survey respondents, including 38 municipalities and 43 counties, agreed that state-level entities continued to help their local governments implement affordable housing programs after receiving funding.

Exhibit 13

Of the Survey Respondents Who Reported Coordinating With State-Level Entities, 66% Rated the Effectiveness of the Coordination an 8 or Higher, With 1 Being the Least Effective and 10 Being the Most



Source: OPPAGA analysis of survey data.

Some survey respondents reported needing additional training and enhanced communication with state-level entities

Approximately 35% of survey respondents who reported coordinating with state-level entities (38 of 110), including representatives from 24 municipalities and 14 counties, reported that their local government required additional assistance related to affordable housing. The three most common types of assistance identified were financial assistance (33 of 38), program awareness (26 of 28), and technical training (29 of 38). In addition, some respondents identified the need for state-level entities to increase educational opportunities about state affordable housing programs.

Improving coordination on affordable housing activities requires a joint effort between state and local stakeholders. Some survey respondents acknowledged that local governments could take actions to improve coordination. In addition, many survey respondents reported needing increased communication from state-level entities. For example, survey respondents want greater communication about regulatory changes, establishing regional housing work groups, data sharing between local governments and state-level entities, and training or educational opportunities for local elected officials. FHFC staff agrees that increased local government participation in workshops and information sharing with state-level entities could improve the coordination between state-level housing programs and local housing activities. Additionally, they reported that it would be beneficial for local governments to coordinate and communicate about their housing trust funds to efficiently leverage development funding.

AGENCY RESPONSE

In accordance with the provisions of s. 11.51(2), *Florida Statutes*, a draft of OPPAGA's report was submitted to the Florida Housing Finance Corporation and the Florida Department of Commerce. The written responses have been reproduced in Appendix F.

APPENDIX A

Florida's State-Level Affordable Housing Programs

From Fiscal Years 2019-20 through 2023-24, the Florida Housing Finance Corporation and the Florida Department of Commerce administered 26 affordable housing programs, including rental, homeownership, and combination programs. Approximately 38% of state administered programs use federal financial tools to support affordable housing. Examples of federal financial tools include grants, tax-exempt bond authority, and tax credit allocations. (See Exhibit A-1.)

Exhibit A-1

Florida's State-Level Affordable Housing Programs Include Rental, Homeownership, and Combination Programs

| Program | Uses Federal Financial Tools ¹ | Description |
|---|---|---|
| Rental Housing Programs | | |
| Construction Housing Inflation Response Program ² | ✓ | Gap financing for projects experiencing cost increases related to market inflation |
| Construction Inflation Response Viability Funding | ✓ | Funding to alleviate inflation-related cost increases impacting the development of projects |
| Development Viability Loan Funding | ✓ | Funding to alleviate impacts of market volatility affecting the development of projects |
| Elderly Housing Community Loan Program | ✗ | Up to \$750,000 to developers that substantially improve elderly housing; funds may be used for building preservation, sanitary repairs, or life safety improvements |
| Grants to Finance Housing for Persons with Developmental Disabilities | ✗ | Permanent supportive housing for persons with developmental disabilities, allowing the resident to continue living independently while remaining integrated within the greater community |
| HOME-Investment Partnerships | ✓ | Non-amortizing, low-interest rate loans to developers of affordable housing to construct housing for low-income families |
| Housing Stability for Schoolchildren Program | ✓ | Up to 24 months of HOME tenant-based rental assistance and housing stability services to families with school-aged children experiencing homelessness |
| Live Local Tax Credit | ✓ | Opportunity for businesses to contribute to the State Apartment Incentive Loan program, which provides low interest loans for developing large-scale projects of significant regional impact that must include a substantial civic, educational, or health care use and may include a commercial use |
| Low-Income Housing Tax Credits ³ | ✓ | Federal tax credits for nonprofit and for-profit developers; credits are sold to investors to be used for a dollar-for-dollar reduction in their federal tax liability in exchange for equity to finance the acquisition, rehabilitation and/or new construction of affordable rental housing; special consideration for properties targeting specific demographic groups (e.g., elderly, persons with special needs, and households experiencing homelessness) |
| Multifamily Middle Market Certification | ✗ | Property tax exemptions to encourage new and recently constructed rental developments to offer affordable units; interested owners must request a certification notice from the Florida Housing Finance Corporation and then apply with their local property appraiser to obtain the ad valorem property tax exemption |

| Program | Uses Federal Financial Tools ¹ | Description |
|---|---|--|
| Rental Housing Programs | | |
| Multifamily Mortgage Revenue Bonds | ✓ | Below market rate loans through taxable and tax-exempt bonds to nonprofit and for-profit developers that set aside a certain percentage of their apartment units for low-income households |
| National Housing Trust Fund | ✓ | Funding to produce and preserve affordable housing for extremely low-income households, which are incomes at or below 30% of area median income and is used to target units, including units for special needs residents, at or below 22% of area median income |
| Rental Recovery Loan Program | ✓ | Funding to assist areas of the state that experienced significant housing damage caused by natural disasters |
| State Apartment Incentive Loan Program | ✗ | Low-interest loans to for-profit, nonprofit and public entities to provide affordable rental housing to families, elderly persons, persons with special needs, persons who are homeless, and commercial fishing workers and farmworkers |
| Homeownership Programs | | |
| Homebuyer Loan Programs ⁴ | ✓ | Thirty-year, fixed rate first mortgage loans originated by trained and approved lenders statewide |
| Homeownership Assistance Program | ✗ | Up to \$10,000 per household available to eligible first-time homebuyers for down payment assistance |
| Hometown Heroes Housing Program | ✗ | Down payment and closing cost assistance to first-time, income-qualified homebuyers so they can purchase a primary residence in the community in which they work and serve |
| Homeownership Loan Program Second Mortgage | ✗ | Up to \$10,000 to assist first-time homebuyers with down payment and closing costs |
| Homeownership Pool Program | ✓ | Builders reserve funds for eligible homebuyers on newly constructed homes to provide downpayment assistance on a first-come, first-served basis |
| Housing Finance Agencies Preferred PLUS Grants | ✓ | Up to 3%, 4%, or 5% of the new home loan amount in down payment assistance; second mortgage is forgiven at 20% a year over its five-year term when used with the Florida Housing Finance Corporation's conventional Housing Finance Authority Preferred or Housing Finance Authority Advantage first mortgage products; eligible applicants include households with incomes at or below 140% of area median income |
| Salute Our Soldiers Military Loan Program | ✗ | Thirty-year, fixed rate mortgage loans at a low interest rate and down payment assistance options to eligible military service personnel and veterans who purchase their primary residence in Florida |
| Combination Programs | | |
| Community Development Block Grant Disaster Recovery | ✓ | Funding to help cities, counties, Indian tribes, and states to rebuild areas impacted by federally declared disasters and start the long-term recovery process |
| Community Development Block Grant Small Cities | ✓ | Funding to local governments for commercial revitalization, economic development, housing rehabilitation, and neighborhood revitalization |
| Hurricane Housing Recovery Program | ✗ | Funding for local governments impacted by hurricanes; the Legislature appropriates state funding to address the recovery efforts related to a specific hurricane; funds may be used for insurance deductibles, emergency repairs, new construction, rehabilitation, and other recovery needs |

| Program | Uses Federal Financial Tools ¹ | Description |
|---|---|--|
| Combination Programs | | |
| Predevelopment Loan Program | X | Technical assistance and predevelopment funding to nonprofit and community-based organizations, local governments, and public housing authorities interested in accessing permanent financing to develop affordable rental and homeownership units |
| State Housing Initiatives Partnership Program | X | Funding to local governments using a population-based formula to produce and preserve affordable housing for very low-, low-, and moderate-income households; local governments can use funds to support local affordable housing strategies such as purchasing, repairing, or modifying a home, the production of rental units, and short-term rental assistance to prevent homelessness. |

¹ States may receive grants, tax-exempt bond authority, or tax credit allocations. While the direct source may not be a federal financial tool, these resources may be coupled with federal financial tools and therefore may use federal financial tools.

² In 2022, the Construction Housing Inflation Response Program used both federal and state resources depending on the original program financing. The Florida Housing Finance Corporation reported that this program was initially a federal program, but in the most recent fiscal year, was a state-funded initiative.

³ Two types of Low-Income Housing Tax Credits are available: the 4% credit and the 9% credit.

⁴ The Florida Housing Finance Corporation reports the 30-year first mortgage loans are backed by federal insurance programs, such as Federal Housing Administration loans being insured by the U.S. Department of Housing and Urban Development, and that some of the first mortgage loans are funded by the sale of tax-exempt bonds.

Source: OPPAGA analysis of Florida Housing Finance Corporation and Florida Department of Commerce data.

APPENDIX B

Local Financial and Regulatory Affordable Housing Activities

OPPAGA surveyed 477 county and municipal officials about local affordable housing financial and regulatory activities performed in coordination with state-level affordable housing programs. We received a total 252 responses from 49 out of 67 counties and 203 of 410 municipalities. Not all respondents answered each survey question. Local affordable housing activities included in the survey were based on State Housing Incentives Partnership Program incentive and assistance strategies included in Local Housing Assistance Plans. (See Exhibit B-1.)

Exhibit B-1

Local Government Survey Respondents Reported Coordinating Various Financial and Regulatory Activities With State-Level Affordable Housing Programs

| Affordable Housing Activities | Total Number of Respondents | Number of County Respondents | Number of Municipal Respondents |
|--|-----------------------------|------------------------------|---------------------------------|
| Financial Affordable Housing Activities¹ | | | |
| Providing funding for the rehabilitation of homes or rental units | 81 | 46 | 35 |
| Providing funding for homebuyer purchase assistance, including downpayment assistance or payment of pre-purchase fees | 70 | 44 | 26 |
| Providing funding for disaster assistance, including rental assistance, rehousing costs, or immediate home repairs | 55 | 36 | 19 |
| Providing funding for new construction of affordable housing, including homes and rental units | 54 | 28 | 26 |
| Providing funding for the demolition and reconstruction of homes or rental units | 48 | 32 | 16 |
| Providing funding for affordable housing for individuals with special needs | 44 | 28 | 16 |
| Providing funding for tenant-based rental assistance or subsidies, including security and utility deposits | 32 | 22 | 10 |
| Providing funding for mortgage payment assistance to prevent foreclosures | 24 | 14 | 10 |
| Purchasing of land for the development of affordable housing units or homes | 19 | 9 | 10 |
| Purchasing of homes for rehabilitation and resale as affordable housing | 14 | 7 | 7 |
| Regulatory Affordable Housing Activities² | | | |
| Facilitating expedited development approval processes or permitting for affordable housing projects | 81 | 39 | 42 |
| Maintaining an inventory of surplus land that developers can use for affordable housing | 65 | 37 | 28 |
| Establishing ongoing regulatory review processes to consider the impact of governmental requirements on the cost of affordable housing development | 62 | 28 | 34 |
| Providing fee waivers for development or construction of affordable housing | 45 | 19 | 26 |
| Easing land use requirements to accommodate affordable housing | 45 | 20 | 25 |
| Reserving infrastructure capacity to accommodate affordable housing development orders | 25 | 8 | 17 |

¹ A total of 100 local governments responded to the survey question about financial activities local governments coordinate with state-level housing programs, including 47 counties and 53 municipalities. Some respondents selected more than one financial activity.

² A total of 101 local governments responded to the survey question about regulatory activities local governments coordinate with state-level housing programs, including 44 counties and 57 municipalities. Some respondents selected more than one regulatory activity.

Source: OPPAGA analysis of survey results.

APPENDIX C

State Housing Strategy Policies and Programs

OPPAGA identified relevant policies in the state housing strategy for each state affordable housing program by examining program requirements in the *Florida Statutes* and the *Florida Administrative Code*. OPPAGA then determined if programs implement relevant policies by examining documentation from state-level entities. (See Exhibit C-1.)

Exhibit C-1

State Rental, Homeownership, and Combination Programs Implement Relevant Policies in the State Housing Strategy

| Relevant Policies | Number of Programs |
|--|--------------------|
| State funds should be expended to create new housing stock | |
| - Construction Housing Inflation Response Program - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Hurricane Housing Recovery Program - Live Local Tax Credit - Low-Income Housing Tax Credits - Multifamily Middle Market Certification | 13 |
| The wide range of need for safe, decent, and affordable housing must be addressed, with an emphasis on assisting the neediest persons | |
| - Community Development Block Grant Disaster Recovery - Elderly Housing Community Loan Program ² - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Homeownership Pool Program - Hurricane Housing Recovery Program - Multifamily Mortgage Revenue Bonds | 13 |
| State funds should be used for repayable loans rather than grants | |
| - Construction Housing Inflation Response Program - Elderly Housing Community Loan Program - HOME-Investment Partnership - Homebuyer Loan Program - Hometown Heroes Housing Program - Homeownership Assistance Program | 11 |
| State funds should be heavily leveraged to achieve the maximum federal, local, and private commitment of funds | |
| - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Homeownership Assistance Program - Hurricane Housing Recovery Program - Live Local Tax Credit | 9 |

| Relevant Policies | Number of Programs |
|--|--|
| State-funded development should emphasize use of developed land, urban infill, and the transformation of existing infrastructure in order to minimize sprawl, separation of housing from employment, and effects of increased housing on ecological preservation areas | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Hurricane Housing Recovery Program - Low-Income Housing Tax Credits | <ul style="list-style-type: none"> - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program - State Apartment Incentive Loan Program - Live Local Act - State Housing Initiatives Partnership Program |
| 9 | |
| Cost-effective public-private partnerships must emphasize production and preservation of affordable housing | |
| <ul style="list-style-type: none"> - Construction Housing Inflation Response Program - Elderly Housing Community Loan Program - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Live Local Tax Credit | <ul style="list-style-type: none"> - Low-Income Housing Tax Credits - Multifamily Middle Market Certification - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program |
| 9 | |
| The existing stock of affordable housing must be preserved and improved through rehabilitation programs and expanded neighborhood revitalization efforts to promote suitable living environments for individuals and families | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities - Grants to finance housing for persons with developmental disabilities - HOME-Investment Partnership - Hurricane Housing Recovery Program - Low-Income Housing Tax Credits | <ul style="list-style-type: none"> - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program - State Apartment Incentive Loan Program - Live Local Act - State Housing Initiatives Partnership Program |
| 9 | |
| State housing programs must promote the self-sufficiency and economic dignity of the people of this state, including elderly persons and persons with disabilities | |
| <ul style="list-style-type: none"> - Community Development Block Grant Disaster Recovery - Elderly Housing Community Loan Program - Grants to finance housing for persons with developmental disabilities - Homeownership Pool Program - Hurricane Housing Recovery Program | <ul style="list-style-type: none"> - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program - State Apartment Incentive Loan Program - Live Local Act - State Housing Initiatives Partnership Program |
| 9 | |
| State funds should be used to ensure long-term affordability | |
| <ul style="list-style-type: none"> - Elderly Housing Community Loan Program - HOME-Investment Partnership - Low-Income Housing Tax Credits - Predevelopment Loan Program | <ul style="list-style-type: none"> - Rental Recovery Loan Program - State Apartment Incentive Loan Program - State Housing Initiatives Partnership Program |
| 7 | |
| In coordination with local activities and with federal initiatives, the state shall provide incentives for public sector and private sector development of affordable housing | |
| <ul style="list-style-type: none"> - HOME-Investment Partnership - Homeownership Pool Program - Multifamily Middle Market Certification - Multifamily Mortgage Revenue Bonds | <ul style="list-style-type: none"> - Predevelopment Loan Program - State Apartment Incentive Loan Program - State Housing Initiatives Partnership Program |
| 7 | |
| State and local governments provide incentives to encourage the private sector to be the primary delivery vehicle for the development of affordable housing | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities - Construction Housing Inflation Response Program - Live Local Tax Credit | <ul style="list-style-type: none"> - Multifamily Middle Market Certification - Multifamily Mortgage Revenue Bonds - State Housing Initiatives Partnership Program |
| 6 | |

| Relevant Policies | Number of Programs |
|--|--|
| The housing requirements of special needs populations must be addressed through programs that promote a range of housing options bolstering integration with the community | |
| <ul style="list-style-type: none"> - Community Development Block Grant Disaster Recovery - Grants to finance housing for persons with developmental disabilities - Homeownership Pool Program | <ul style="list-style-type: none"> - State Apartment Incentive Loan Program - State Apartment Incentive Loan Program - Live Local Act - State Housing Initiatives Partnership Program |
| 6 | |
| All housing initiatives and programs must be nondiscriminatory | |
| <ul style="list-style-type: none"> - HOME-Investment Partnership - Homeownership Pool Program - Low-Income Housing Tax Credits | <ul style="list-style-type: none"> - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program - State Housing Initiatives Partnership Program |
| 6 | |
| Community-led planning that focuses on urban infill, flexible zoning, redevelopment of commercial property into mixed-use property, resiliency, and furthering development in areas with preexisting public services | |
| <ul style="list-style-type: none"> - Community Development Block Grant Disaster Recovery - Community Development Block Grant Small Cities - Live Local Tax Credit | <ul style="list-style-type: none"> - State Apartment Incentive Loan Program - State Apartment Incentive Loan Program - Live Local Act |
| 5 | |
| State funds should be available only to local governments that provide incentives or financial assistance for housing | |
| <ul style="list-style-type: none"> - HOME-Investment Partnership - Hurricane Housing Recovery Program | <ul style="list-style-type: none"> - Live Local Tax Credit - State Housing Initiatives Partnership Program |
| 4 | |
| Housing available to the state's workforce should prioritize proximity to employment and services | |
| <ul style="list-style-type: none"> - Grants to finance housing for persons with developmental disabilities - Predevelopment Loan Program | <ul style="list-style-type: none"> - State Apartment Incentive Loan Program - Live Local Act - State Housing Initiatives Partnership Program |
| 4 | |
| State and local government funds allocated to enhance public housing must be used to supplement, not supplant, federal support | |
| <ul style="list-style-type: none"> - HOME-Investment Partnership - Low-Income Housing Tax Credits | <ul style="list-style-type: none"> - Multifamily Mortgage Revenue Bonds - State Apartment Incentive Loan Program |
| 4 | |
| State and local governments should consider and implement innovative solutions to housing issues where appropriate | |
| <ul style="list-style-type: none"> - State Apartment Incentive Loan Program - Live Local Act | <ul style="list-style-type: none"> - State Housing Initiatives Partnership Program |
| 2 | |
| Modern housing concepts such as manufactured homes, tiny homes, 3D-printed homes, and accessory dwelling units | |
| <ul style="list-style-type: none"> - Hometown Heroes Housing Program | <ul style="list-style-type: none"> - Homeownership Pool Program |
| 2 | |
| State funds should be made available only for projects consistent with the local government's comprehensive plan | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities | <ul style="list-style-type: none"> - State Housing Initiatives Partnership Program |
| 2 | |
| Local governments are encouraged to enter into interlocal agreements as appropriate, to coordinate strategies, and maximize the use of state and local funds | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities | <ul style="list-style-type: none"> - State Housing Initiatives Partnership Program |
| 2 | |
| Data must be developed and maintained on the affordable housing activities of local governments, community-based organizations, and private developers | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities | <ul style="list-style-type: none"> - Elderly Housing Community Loan Program |
| 2 | |
| The state shall assist local governments and community-based organizations by providing training and technical assistance | |
| <ul style="list-style-type: none"> - Community Development Block Grant Small Cities | <ul style="list-style-type: none"> - State Housing Initiatives Partnership Program |
| 2 | |

| Relevant Policies | Number of Programs |
|--|---|
| The geographic distribution of resources must provide for the development of housing in rural and urban areas | |
| - State Apartment Incentive Loan Program | - State Apartment Incentive Loan Program - Live Local Act |
| Utilizing publicly held land to develop affordable housing through state or local land purchases, long-term land leasing, and school district affordable housing programs | |
| - State Apartment Incentive Loan Program - Live Local Act | 1 |
| Project features that maximize efficiency in land and resource use, such as high density, high rise, and mixed use | |
| - State Apartment Incentive Loan Program - Live Local Act | 1 |
| Mixed-income projects that facilitate more diverse and successful communities | |
| - State Apartment Incentive Loan Program - Live Local Act | 1 |
| Local incentives to stimulate the private sector development of affordable housing may include the establishment of density bonus incentives³ | |
| | 0 |

Note: OPPAGA did not include the Construction Inflation Response Viability Funding, Development Viability Loan Funding, HOME-Investment Partnerships-American Rescue Program, Housing Stability for Schoolchildren Program, Homeownership Loan Program Second Mortgage, Housing Finance Agencies Preferred PLUS Grants, and Salute Our Soldier Military Loan Program in project counts because these program requirements are not in the *Florida Statutes* or the *Florida Administrative Code*.

¹ OPPAGA counted the State Apartment Incentive Loan Program and the additional State Apartment Incentive Loan funds appropriated through the Live Local Act as separate programs.

² Elderly Housing Community Loan is no longer a program. It was removed from s.420.5087(3)(e), F.S., in 2022.

³ OPPAGA did not identify program laws or rules that promote the use of density bonus incentives to stimulate the private sector development of affordable housing. Although not required by law or rule, some local governments include flexible densities in Local Housing Assistance Plans.

Source: OPPAGA analysis of the *Florida Statutes*, the *Florida Administrative Code*, Florida Housing Finance Corporation documentation, and Florida Department of Commerce documentation.

APPENDIX D

Florida Housing Finance Corporation Rental Programs

From Fiscal Years 2020-21 through 2024-25, the Florida Housing Finance Corporation provided \$5.4 billion to add 494 multifamily rental properties with an anticipated 64,907 total units added to the multifamily rental portfolio (i.e., inventory).³⁸ The three programs associated with the most funding and units were Low-Income Housing Tax Credits (\$988.6 million), Multifamily Mortgage Revenue Bonds (\$2.9 billion), and State Apartment Incentive Loan Program (\$649.9 million). (See Exhibit D-1.)

Exhibit D-1

From Fiscal Years 2020-21 Through 2024-25, Ten Florida Housing Finance Corporation Multifamily Rental Programs Funded Rental Housing Activities¹

| Program | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 | Total |
|--|---------------|---------------|---------------|---------------|-----------------|-----------------|
| Development Viability Loan Funding² | | | | | | |
| Number of Developments | 3 | 13 | 4 | 8 | 0 | 28 |
| Number of Total Units ³ | 385 | 1,953 | 246 | 965 | 0 | 3,549 |
| Extremely Low-Income Units ⁴ | 0 | 0 | 0 | 0 | 0 | 0 |
| Funding Amount | \$10,697,501 | \$55,077,999 | \$11,969,691 | \$32,155,345 | \$0 | \$109,900,536 |
| Elderly Housing Community Loan Program | | | | | | |
| Number of Developments | 2 | 0 | 0 | 0 | 0 | 2 |
| Number of Total Units | 250 | 0 | 0 | 0 | 0 | 250 |
| Extremely Low-Income Units | 0 | 0 | 0 | 0 | 0 | 0 |
| Funding Amount | \$1,500,000 | \$0 | \$0 | \$0 | \$0 | \$1,500,000 |
| Grants to Finance Housing for Persons With Developmental Disabilities | | | | | | |
| Number of Developments | 3 | 4 | 0 | 1 | 2 | 10 |
| Number of Total Units | 72 | 48 | 0 | 50 | 66 | 236 |
| Extremely Low-Income Units | 0 | 2 | 0 | 8 | 0 | 10 |
| Funding Amount | \$4,986,100 | \$2,674,450 | \$0 | \$4,600,000 | \$5,644,500 | \$17,905,050 |
| HOME-Investment Partnerships | | | | | | |
| Number of Developments | 8 | 4 | 11 | 4 | 16 | 43 |
| Number of Total Units | 241 | 116 | 607 | 302 | 1,149 | 2,415 |
| Extremely Low-Income Units | 18 | 5 | 8 | 20 | 58 | 109 |
| Funding Amount | \$42,766,988 | \$19,212,600 | \$44,335,820 | \$7,717,958 | \$30,643,468 | \$144,676,834 |
| Low-Income Housing Tax Credits | | | | | | |
| Number of Developments | 94 | 103 | 49 | 108 | 95 | 449 |
| Number of Total Units | 12,200 | 15,810 | 6,160 | 15,389 | 13,091 | 62,650 |
| Extremely Low-Income Units | 790 | 625 | 422 | 1,071 | 1,092 | 4,000 |
| Funding Amount | \$154,990,528 | \$224,668,861 | \$102,071,485 | \$255,888,258 | \$250,964,018 | \$988,583,150 |
| Multifamily Mortgage Revenue Bond | | | | | | |
| Number of Developments | 13 | 15 | 9 | 24 | 37 | 98 |
| Number of Total Units | 2,073 | 2,932 | 1,133 | 3,023 | 5,690 | 14,851 |
| Extremely Low-Income Units | 0 | 0 | 0 | 0 | 0 | 0 |
| Funding Amount | \$347,500,000 | \$464,740,000 | \$228,515,000 | \$609,201,319 | \$1,287,265,000 | \$2,937,221,319 |

³⁸ OPPAGA excluded rental properties funded by the Predevelopment Loan Program and the Community Development Block Grant from this count, because such properties are not Florida Housing Finance Corporation rental programs. One-hundred and eighty-eight of the developments funded during the review period were not yet ready for occupancy, thus the units are not currently available for rental.

| Program | Fiscal Year | | | | | Total |
|--|---------------|---------------|--------------|---------------|---------------|---------------|
| | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 | |
| National Housing Trust Fund | | | | | | |
| Number of Developments | 13 | 9 | 16 | 21 | 5 | 64 |
| Number of Total Units | 1,526 | 975 | 1,514 | 2,071 | 388 | 6,474 |
| Extremely Low-Income Units | 72 | 38 | 97 | 120 | 33 | 360 |
| Funding Amount | \$20,344,000 | \$10,908,800 | \$25,756,300 | \$37,030,000 | \$8,108,000 | \$102,147,100 |
| Rental Recovery Loan Program | | | | | | |
| Number of Developments | 0 | 0 | 0 | 10 | 0 | 10 |
| Number of Total Units | 0 | 0 | 0 | 931 | 0 | 931 |
| Extremely Low-Income Units | 0 | 0 | 0 | 0 | 0 | 0 |
| Funding Amount | \$0 | \$0 | \$0 | \$71,634,500 | \$0 | \$71,634,500 |
| State Apartment Incentive Loan Program⁵ | | | | | | |
| Number of Developments | 46 | 38 | 26 | 50 | 44 | 204 |
| Number of Total Units | 5,375 | 5,189 | 2,532 | 5,604 | 4,322 | 23,022 |
| Extremely Low-Income Units | 319 | 238 | 202 | 365 | 126 | 1,250 |
| Funding Amount | \$157,239,612 | \$143,982,474 | \$74,395,046 | \$137,070,674 | \$137,256,490 | \$649,944,296 |
| State Apartment Incentive Loan Program - Live Local Act | | | | | | |
| Number of Developments | 0 | 0 | 0 | 10 | 22 | 32 |
| Number of Total Units | 0 | 0 | 0 | 1,467 | 3,177 | 4,644 |
| Extremely Low-Income Units | 0 | 0 | 0 | 170 | 142 | 312 |
| Funding Amount | \$0 | \$0 | \$0 | \$97,632,821 | \$231,751,621 | \$329,384,442 |

¹ Fiscal year is approximate and will not correspond to Florida Housing Finance Corporation reports. OPPAGA based fiscal year primarily on request for application year, using the year funded to refine the measure and categorize noncompetitive awards.

² This category includes the Construction Housing Inflation Response Program, Construction Inflation Response Viability Funding, and Development Viability Loan Funding, all of which represent viability loan funding programs.

³ Total units includes all units in each development, including those that are set aside as affordable at various levels as well as those that are not. Grand totals for all programs combined are less than the sum of individual programs because of program overlap. Most often the count of total units and units set aside for income-qualifying residents are the same; however, some developments include additional units that are not set aside as affordable.

⁴ OPPAGA identified extremely low-income units as those serving residents with incomes at or below 30% the area median income. This number may be an underestimate because OPPAGA used the maximum single count of extremely low-income units for a property and did not add unit counts across income thresholds or from separate funding programs. Grand totals for all programs combined are less than the sum of individual programs because of program overlap.

⁵ OPPAGA presents the State Apartment Incentive Loan Program and the additional State Apartment Incentive Loan funds appropriated through the Live Local Act as separate programs.

Source: OPPAGA analysis of Florida Housing Finance Corporation data.

APPENDIX E

Florida Housing Finance Corporation Homeownership Programs

OPPAGA analyzed funding data from calendar years 2020 through 2024. During this period, the Florida Housing Finance Corporation (FHFC) administered nine homeownership programs, including the Homeownership Assistance Program and Hometown Heroes Program. Some FHFC homeownership programs were only available in certain years. The total amount of homeownership loan funding varied across years. (See Exhibit E-1.) FHFC awarded the least homeownership loan funding in calendar year 2020 and the most in calendar year 2023. Homeowners in all 67 counties received FHFC homeownership program funds during the five calendar years.

Exhibit E-1

From Calendar Years 2020 Through 2024, Nine Florida Housing Finance Corporation Homeownership Programs Funded Homeownership Activities

| Program | Calendar Year | | | | |
|---|---------------|---------------|---------------|-----------------|-----------------|
| | 2020 | 2021 | 2022 | 2023 | 2024 |
| Housing Assistance Program - Florida Assist | | | | | |
| Number of Homeownership Loans | 2,361 | 2,716 | 2,850 | 2,401 | 2,719 |
| Total Down Payment Assistance | \$17,628,584 | \$22,610,174 | \$27,762,601 | \$23,981,280 | \$27,190,000 |
| Total First Mortgage | \$391,870,062 | \$516,718,869 | \$612,644,961 | \$542,858,307 | \$639,872,265 |
| Florida Housing Loan Program Second Mortgage | | | | | |
| Number of Homeownership Loans | 256 | 231 | 102 | 12 | 8 |
| Total Down Payment Assistance | \$2,553,358 | \$2,307,000 | \$1,016,700 | \$120,000 | \$80,000 |
| Total First Mortgage | \$46,299,338 | \$42,447,453 | \$21,541,493 | \$2,029,118 | \$2,131,046 |
| Hometown Heroes | | | | | |
| Number of Homeownership Loans | 0 | 0 | 2,362 | 10,839 | 8,300 |
| Total Down Payment Assistance | | | \$34,644,511 | \$165,324,662 | \$132,276,190 |
| Total First Mortgage | \$0 | \$0 | \$694,014,901 | \$3,285,285,628 | \$2,618,285,404 |
| No Down Payment Assistance Homebuyer Loan Programs | | | | | |
| Number of Homeownership Loans | 65 | 43 | 3 | 9 | 2 |
| Total Down Payment Assistance | \$0 | \$0 | \$0 | \$0 | \$0 |
| Total First Mortgage | \$15,855,839 | \$11,602,803 | \$409,939 | \$2,078,146 | \$408,943 |
| Housing Finance Agencies Preferred Plus Grants | | | | | |
| Number of Homeownership Loans | 439 | 920 | 188 | 30 | 42 |
| Total Down Payment Assistance | \$3,480,115 | \$8,552,612 | \$1,873,566 | \$261,038 | \$430,953 |
| Total First Mortgage | \$95,046,243 | \$204,464,625 | \$44,482,703 | \$8,386,504 | \$13,107,357 |
| Salute Our Soldiers | | | | | |
| Number of Homeownership Loans | 0 | 0 | 361 | 0 | 0 |
| Total Down Payment Assistance | \$0 | \$0 | \$3,416,189 | \$0 | \$0 |
| Total First Mortgage | \$0 | \$0 | \$99,735,838 | \$0 | \$0 |
| Hurricane Michael Recovery Loan Program | | | | | |
| Number of Homeownership Loans | 316 | 362 | 0 | 0 | 0 |
| Total Down Payment Assistance | \$4,721,968 | \$5,417,820 | \$0 | \$0 | \$0 |
| Total First Mortgage | \$61,046,936 | \$68,807,866 | \$0 | \$0 | \$0 |

| Affordable Income Subsidy Grant | | | | | |
|---|-------------|-------------|-------------|-------------|-------------|
| Number of Homeownership Loans | 13 | 0 | 0 | 0 | 0 |
| Total Down Payment Assistance | \$115,142 | \$0 | \$0 | \$0 | \$0 |
| Total First Mortgage | \$1,895,668 | \$0 | \$0 | \$0 | \$0 |
| Homeownership Pool Program¹ | | | | | |
| Number of Homeowners Served | 126 | 103 | 87 | 150 | 175 |
| Total Closed Loans | \$3,066,929 | \$2,572,521 | \$2,225,438 | \$3,869,440 | \$4,550,242 |

¹The Homeownership Pool Program is a non-competitive program that allows builders to reserve funds for eligible homebuyers to provide down payment assistance on a first-come, first-served bases. The federal HOME Investment Partnership Program provides funding for the program.

Source: OPPAGA analysis of Florida Housing Finance Corporation annual reports.

APPENDIX F

Agency Responses



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December 10, 2025

Kara Collins-Gomez
Coordinator
Office of Program Policy Analysis and Government Accountability
111 West Madison Street, Room 312
Tallahassee, FL 32399-1475

Dear Ms. Collins-Gomez:

Thank you for the opportunity to review and respond to the Office of Program Policy Analysis and Government Accountability's preliminary report, *Affordable Housing Programs in Florida: 2025*. Florida Housing Finance Corporation thanks OPPAGA for its efforts in studying how Florida's housing programs implement the state's housing strategy and the coordination between the administrators of Florida's affordable housing resources and programs and local governments. Collaboration, coordination, and information dissemination with public and private stakeholders, including local governments, continue to be key priorities of Florida Housing's strategic plan. We were pleased to read that our programs positively contribute to the production and preservation of affordable housing for Floridians and that our coordination strategies have been effective.

Florida Housing appreciates the thoughtful process that the OPPAGA staff used to learn about Florida Housing's programs and will review opportunities to enhance our coordination efforts.

Sincerely,

Angeliki G. Sellers
Chief Financial Officer
Florida Housing Finance Corporation

Ron DeSantis, Governor

Board of Directors: Sandra Veszi Einhorn, Chair • Ryan Benson, Vice Chair
Larry Cretul • Justin Domer • Mario Facella • Reynolds Henderson • Olivia Hoblit • Jody Hudgins • Ron Lieberman • Daniel Martell • Dev Motwani

December 11, 2025

Ms. Kara Collins-Gomez, Coordinator
Office of Program Policy Analysis and Government Accountability
111 West Madison Street, Pepper Building
Tallahassee, Florida 32399

Dear Coordinator Collins-Gomez:

This letter serves as the Florida Department of Commerce's response to the report titled: *Affordable Housing Programs in Florida: 2025*.

The Department would draw attention to two sets of statements that appear several times in the report.

1. *"Millions of Floridians throughout the state lack affordable housing." or "Floridians throughout the state lack affordable housing."*

The first statement is plainly not accurate, and studies such as the Shimberg Center report, which you cite, provide statistically accurate ways to represent the gaps in affordable housing. The second statement, if taken out of context, would have the potential to misrepresent the data that substantiates and underlies report, and the statement is also unnecessary rhetoric when you have so many quantitative data points to choose from to make an objective point. We highly recommend you focus such opening statements on objective data that comes directly from the analysis therein the report.

2. *Coordination activities include aligning regulations with affordable housing programs, feedback opportunities, participating in workshops, and leveraging multiple sources of funding.*

The underlined portion of the statement appears twice in the report but has no substantiating data or anecdote. The report would be better served to present this with data or anecdote for support and context, or removing the underlined statement.

We thank you and your staff for the opportunity to participate in the review process and for incorporating our proposed edits. Your analysis and findings are appreciated as our Department remains committed to supporting affordable housing programs in Florida.

Sincerely,



J. Alex Kelly

OPPAGA Comments on FloridaCommerce's Response

OPPAGA Comment 1

Regarding agency comments:

“Millions of Floridians throughout the state lack affordable housing.” or “Floridians throughout the state lack affordable housing.”

The first statement is plainly not accurate, and studies such as the Shimberg Center report, which you cite, provide statistically accurate ways to represent the gaps in affordable housing. The second statement, if taken out of context, would have the potential to misrepresent the data that substantiates and underlies report, and the statement is also unnecessary rhetoric when you have so many quantitative data points to choose from to make an objective point. We highly recommend you focus such opening statements on objective data that comes directly from the analysis therein the report.

OPPAGA provides data supporting the statement that “*Millions of Floridians throughout the state lack affordable housing*” on page 1 of the report using data from the University of Florida’s Shimberg Center for Housing Studies, which in 2023 estimated that 3.0 million (34%) of Florida’s 8.9 million households were cost burdened, including 1.5 million (16%) that were severely cost burdened. Per s. 420.0004(3), *Florida Statutes*, housing is affordable when taxes, insurance, utilities, and rent or mortgage payments do not exceed 30% of a household’s gross annual income. According to the Shimberg Center, households are considered *cost burdened* if housing costs exceed 30% of a household’s income and *severely cost burdened* if housing costs exceed 50% of a household’s income.

OPPAGA provides data supporting the statement that “*Floridians throughout the state lack affordable housing*” on page 2 of the report. Based on Shimberg Center data, all Florida counties have low-income and cost-burdened households. Exhibit 2 includes the percentage of such households in each county.

OPPAGA Comment 2

Regarding agency comments:

“Coordination activities include aligning regulations with affordable housing programs, feedback opportunities, participating in workshops, and leveraging multiple sources of funding.”

The underlined portion of the statement appears twice in the report but has no substantiating data or anecdote. The report would be better served to present this with data or anecdote for support and context, or removing the underlined statement.

OPPAGA provides data supporting the statement that “*Coordination activities include aligning regulations with affordable housing programs...*” on pages 3, 15, and 16 of the report. Per s. 420.0003, *Florida Statutes*, the state housing strategy requires that state and local governments work in partnership with communities and the private sector using financial and regulatory commitments. OPPAGA surveyed 477 local government officials regarding coordination between state and local housing activities and analyzed 252 responses. OPPAGA asked respondents to identify the financial and regulatory activities that their local governments coordinated with state-level affordable housing programs. Eighty-nine respondents indicated coordinating at least one regulatory activity with state-level affordable housing programs, including 29 respondents who coordinated five or more regulatory activities. Additional data on local regulatory affordable housing activities is found in Appendix B on page 21 of the report.



OPPAGA

Office of Program Policy Analysis and Government Accountability

OPPAGA provides performance and accountability information about Florida government in several ways.

- [Reports](#) deliver program evaluation and policy analysis to assist the Legislature in overseeing government operations, developing policy choices, and making Florida government more efficient and effective.
- [Government Program Summaries](#) (GPS) provides descriptive information on Florida state agencies, including funding, contact information, and references to other sources of agency information.
- [PolicyNotes](#), an electronic newsletter, delivers brief announcements of research reports, conferences, and other resources of interest for Florida's policy research and program evaluation community.
- Visit [OPPAGA's website](#).

OPPAGA supports the Florida Legislature by providing data, evaluative research, and objective analyses that assist legislative budget and policy deliberations. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or by mail (OPPAGA, Claude Pepper Building, Room 312, 111 W. Madison St., Tallahassee, FL 32399-1475).

Project supervised by Alex Regalado (850/717-0506)

Project conducted by Ana Prokos (850/717-0551), Will Bullen, Amelia Nelson, Luke Ourednik, and
Kyle Rose
Kara Collins-Gomez, Coordinator