



A HOME FOR EVERYONE

A Final Transition Team Report
for Mayor Lauren McLean

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COMMITTEE MEMBERS

Vanessa Fry, Co-Chair

Shellan Rodriguez, Co-Chair

Maureen Brewer, City of Boise

Wyatt Schroeder, City of Boise

Drew Alexander

Bart Cochran

Byron Folwell

Pete Gombert

Latonia Keith

Ali Rabe

Jerry Sturgill

Dana Zuckerman

A HOME FOR EVERYONE

The City of Boise (Boise or city) is an incredible place to call home. The relatively low cost of living, natural amenities, clean air and water, low crime rate and economic opportunities keep residents in Boise and attracts others to the Treasure Valley. In recent years, however, population growth in the region has led to scarce housing opportunities and high housing costs for many households.

Although housing is one of the highest expenses in a person's life, home ownership is one of the keys to building equity and attaining upward mobility. This opportunity is increasingly scarce for households across income levels in Boise. In addition, it is becoming difficult for some households on fixed-incomes to afford to continue living in their home. Although permanent housing solutions exist, including income-based rent subsidies, the programs have limited availability in Ada County. In addition, expiring periods of affordability have created significant risk to the existing stock of affordable housing. Perpetually affordable housing opportunities would mitigate this risk.

In Boise more than 29 percent of households are housing burdened (45 percent of renter-occupied housing and 19 percent of owner-occupied housing).¹ This means these households are spending more than 30 percent of their income on housing costs. The vast majority of these households are low income households who are living paycheck to paycheck. A combination of factors, including costly trigger events, such as medical issues or car problems, place these households in imminent risk of experiencing housing instability or homelessness.² These households are in need of services which will help them maintain their housing.

In 2019, 1,214 households experiencing housing instability or homelessness were served by coordinated entry, the central access point to homeless services in Ada County. At the end of 2019, 214 families with children and 458 adult-only households were still active on the waitlist for housing; these are our community members who are literally living on the street or staying in emergency shelters. Although it is not acceptable for any of our community members to be experiencing homelessness, the numbers in Ada County are still at a magnitude where we can address the issue and foreseeably solve both the housing crisis and end homelessness.

There is clear demand for a variety of housing opportunities in Boise, but barriers to housing development, as well as preservation of affordable housing, has reduced the market's ability to respond to the demand. As a result, Boise now faces an undersupply of housing opportunities for

1 U.S. Census Bureau. (2019). *American Community Survey five-year estimates: 2012-2017*. Retrieved from <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

2 Gaetz, S., & Dej, E. (2017). *A new direction: A framework for homelessness prevention*. Toronto, Ontario, Canada: Canadian Observatory on Homelessness Press.

those that need it the most. Although well-intended regulation may support historic preservation, environmental protection or public safety, some policies may purposefully omit opportunities for multi-family or affordable housing. Local policies acting as barriers to increasing housing supply include land use and zoning restrictions, parking requirements, preservation regulations, residential conversion restrictions, permitting processes and fees and overlapping jurisdictions. Such regulations can make land development and property conversion much more costly than it is inherently and may prevent development of housing for our growing community.³ Removing unnecessary barriers can create a pathway to producing more housing, at lower costs, more quickly. In addition, incentives can encourage preservation of existing affordable housing stock as well as new development.

ASSUMPTIONS

With these issues in mind, the Home for Everyone Committee (committee) tackled the question, “What will it take to ensure quality, affordable housing for all?”

The committee’s recommendations are based on the following assumptions as well as the city’s philosophy “Everyone deserves a home and we’re going to do everything we can to get them one.”

- Deficits in the region’s housing supply demands an increase in housing stock to create additional affordability.
- Addressing the housing crisis will require engagement from a diverse group of stakeholders from across the community as housing is not just a City of Boise issue, it’s a regional issue.
- Innovation in policy, process and product is necessary.
- The housing crisis impacts people of all ages, races and, increasingly, income levels. However, some populations have historically been more heavily impacted than others. Therefore diversity, inclusion, equality and equity should be built into the city’s housing efforts. In addition, diversity fosters innovation and innovation is what is needed to solve the housing crisis.
- Housing affordability is not just about cost. Homelessness can occur due to the culmination of a number of factors and is made worse by stigma. Simply put, housing ends homelessness. The issue is complex, but that complexity should not delay response, particularly when there is a framework of solutions to work within.
- Data and evidence should inform all decision making.

3 The White House (2016). *Housing Development Toolkit*. Retrieved from https://www.whitehouse.gov/sites/whitehouse.gov/files/images/Housing_Development_Toolkit_percent20f.2.pdf

It is important to recognize the City of Boise's current efforts and accomplishments in regards to housing and homelessness, therefore the committee's recommendations build off of the work outlined below that has already been undertaken by the city.

HOUSING

Grow Our Housing is the city's strategic approach to addressing housing affordability. It is designed to augment the Housing and Community Development division's mission to support access to housing opportunities and neighborhood vitality in Boise. Grow Our Housing has a number of ongoing housing efforts including:

LOAN PROGRAMS

- Property Preservation loan program assists landlords with improvements on behalf of income-eligible residents.
- Multi-Family New Construction loan program provides gap financing for new development.
- Home Improvement loan program assists income-eligible homeowners with necessary repairs to ensure ongoing affordability and livability.
- Homeownership loan program offers income-qualified applicants an opportunity to purchase a home.

ENERGIZE OUR NEIGHBORHOODS

- Neighborhood program to increase livability improvements, community connections and capacity building in which housing is one of eight focus areas.

GRANT ADMINISTRATION

- Homeless Prevention and Rapid Re-Housing.
- Neighbors in Need Trust Fund.
- Community Development Block Grant.
- HOME Investment Partnerships Program.

RENTAL HOUSING

- Boise owns and operates a \$20 million portfolio with more than 300 housing units that serve income-eligible households.

OUR PATH HOME

- The public-private partnership working to end homelessness in Ada County.

Grow Our Housing recently audited existing tools which revealed that additional strategies are needed to maximize private sector development and allow public entities to fill housing gaps.

The following four strategies were identified by Grow Our Housing to complement existing tools:

- Establish a Housing Land Trust.
- Align Public and Private Funding and Resources.
- Expand the Housing Incentive Program.
- Maximize Land Use Allowances.

In addition, in 2018, Boise City Council declared their primary goals were to increase density, reduce building costs and increase supply.

Each of these strategies align with the recommendations of the committee.

HOMELESSNESS

Our Path Home, the public-private partnership working to end homelessness in Ada County, operates from the service model and philosophy that permanent housing is the solution to homelessness. Our Path Home works to minimize trauma associated with homelessness and connect those experiencing homelessness to mainstream services while also promoting long-term stability.

Our Path Home envisions a system wherein every person experiencing homelessness finds home. For households experiencing homelessness, the crisis is critical and immediate, and the response time to a housing crisis matters. As such, the nearly 50 partner agencies of Our Path Home work together to streamline the way people experiencing housing instability or homelessness are assessed and referred into programs necessary to stabilize their housing situation. Programs associated with Our Path Home include prevention, early intervention, rapid re-housing and permanent supportive housing.

Our Path Home's current strategic initiatives include:

- Reducing first-time experiences of homelessness.
- Launching a campaign to end family homelessness.
- Increasing access to and the availability of supportive housing.
- Elevating the partnership through community engagement.

THE ROLE OF PREVENTION

Homelessness is not only inhumane; it is also very expensive. Once someone loses their home and experiences homelessness it becomes increasingly difficult and more expensive to get them back into housing. In addition, the longer that someone experiences homelessness the more they rely on costly services and the more likely they are to engage with the criminal justice system.

Prevention programs ensure households maintain stable housing. In Ada County, prevention programs provided by organizations like Jesse Tree, Boise School District and Idaho Health and Welfare provide one-time financial assistance towards rent or utilities to people at risk of losing their housing.⁴ Our Path Home is piloting a system to make homeless prevention programs both effective and efficient, stopping people at risk of losing their housing from becoming homeless while targeting individuals and families who are at high risk of homelessness for more intensive interventions and financial assistance.⁵ Our Path Home is working to ensure resources and services go to those households who would likely experience homelessness without assistance, rather than those who would be likely to find a way to maintain housing even without support. The partnership is taking steps to further integrate data systems to provide increased targeting of such households for preventative services and has established a Housing Crisis Line, vulnerability assessment to identify households with the most urgent and intensive needs, and intake data integration in the Homeless Management Information System (HMIS).

LIMITATIONS: REGULATION VERSUS INCENTIVES

The committee is keenly aware of the need to create additional permanently-affordable homes. However, inclusionary zoning, which typically requires developers to include a certain amount

4 Idaho Housing and Finance Association. (2017). *Helping Idaho's Homeless: Idaho Homelessness Community Report 2017*. Boise, Idaho.

5 Shinn, M. & Cohen, R. (Jan. 2019). *Homelessness Prevention: A Review of the Literature*. Center for Evidence-Based Solutions to Homelessness. Available at http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness_Prevention_Literature_Synthesis.pdf

of affordable homes within a development, is illegal in Idaho, as is rent control. Therefore, the committee has focused many of its recommendations on providing incentives for deed restrictions, affordable housing preservation, creation of new housing and eviction prevention.

As a precursor, housing affordability is often discussed as “tiers” of a county’s Area Median Income (AMI). The most common tiers are 0-30 percent AMI (Extremely Low Income), 30-50 percent AMI (Very Low Income), 50-80 percent AMI (Low Income) and 80-120 percent AMI (Workforce Housing). The incentives recommended below rely on these tiers to create a clear reference point for incentive scalability (See Appendix B for examples of such tiers).

Incentives should be targeted based on determined housing needs and should be implemented in a way to be measurable and to be flexible to revise based on changing market conditions. Various strategies exist for offering incentives, with those identified by the committee including:

- Incentives that scale with the level of need for a specific housing type. For instance, as the level of affordability increases, the public incentive increases as well.
- Access to more incentives as the desirability of the development increases. In other words, a developer may gain access to two or three incentives if providing housing for 50 percent and below AMI, while a developer building workforce housing may only have access to one incentive.

Examples of how these incentives could be applied across AMI levels are provided in Appendix C. However, it is important to note that the delivery mechanism is still unknown and being debated by the committee; it may be the case that both scenarios above exist when the incentive program is implemented.

GOALS AND TIMELINE

Mayor McLean and her administration are well positioned to build off existing programs to ensure everyone in Boise has access to quality, affordable housing. To that end, the committee has developed the set of recommendations outlined below. A detailed explanation of these recommendations is provided in Appendix D.

WITHIN THE FIRST 100 DAYS

In order to truly address housing affordability and homelessness we first need data to drive decision making and to determine programmatic and housing needs. Innovation will be necessary to move the city and stakeholders beyond business as usual. Education and outreach will play a key role in strengthening relationships and partnerships and engaging the broader community. Successful programs and initiatives should be carried forward and supported by the city while simultaneously launching new efforts.

INVENTORY HOUSING ASSETS

Gather data around current inventory of housing stock in Boise including:

- Market rate and affordable (both subsidized and unsubsidized).
- Renter and owner-occupied properties.
- Short term rentals.
- City-owned property should be mapped.
- Existing affordable homes at risk of redevelopment must be identified.
- Identify how many homes can be built under current zoning.
- Identify what type of units are most needed based on current and projected demographics.

INVENTORY FINANCIAL RESOURCES

- Review and adopt a strategy to maximize the impact of current city funds.
- Work with Idaho Housing and Finance Association in shaping their Low-Income Housing Tax Credit (LIHTC) Program Qualified Action Plan.
- Quantify the lost opportunity costs of not addressing homelessness and the housing crisis.
- Convene stakeholders to develop financing structure and secure capital to accelerate affordable housing development in Boise.

GOALS AND TIMELINE

INVENTORY OPPORTUNITIES

- Explore role of Urban Renewal Districts.⁶
- Explore opportunity zones.

SPUR HOUSING INNOVATION WITHIN THE CITY

- Spur efforts to initiate innovation within city departments.
- Hire Housing Innovator position to work across departments.

LAUNCH EDUCATION AND OUTREACH CAMPAIGN

- Develop Housing Definition Playbook.
- Establish Housing Working Group/Task Force.

CONTINUE SUPPORTING SUCCESSFUL PROGRAMS AND INITIATIVES

- Provide ongoing support for Our Path Home and Grow Our Housing.
- Continue investing in rental assistance and supportive services.
- Continue forward with efforts to end family homelessness by 2025.

LAUNCH NEW PROGRAMS AND INITIATIVES

- Launch Our Path Home OUTREACH.
- Develop Needs-based Housing Incentive Program.
- Create Accessory Dwelling Unit (ADU) Initiative.
- Establish Affordable Housing as a Priority for Qualified Census Tracts.

⁶ Ensure that affordable housing is being strategically encouraged and not unintentionally eliminated in Urban Renewal Districts, especially around existing and proposed transit hubs. Affordable housing should be considered a “public benefit” as per the existing state code.

WITHIN THE FIRST YEAR

After the first 100 days the city will be prepared to take additional action for affordable housing preservation and development and homelessness prevention. Targeted education and outreach initiatives will enable the city to deepen trust and promote new initiatives. For instance, the city must engage property owners, property managers and residents so they all become part of developing collective solutions to mitigate risk and prevent costly eviction. The launch of an inventive program that directly targets the type of housing needed in the city will catalyze development of desirable housing. The city has the opportunity to leverage resources and expertise by fostering relationships to create innovative financing opportunities and Private Public Partnerships. Finally, the city is well positioned to immediately spur creation of new affordable units through developing a land trust, supporting the completion of Valor Pointe, and releasing Requests for Proposals for affordable housing development on city-owned land.

AFFORDABLE HOUSING PRESERVATION

- Incentivize redevelopment that incorporates affordable housing.
- Target housing slated for demolition and/or redevelopment.
- Create program to ensure manufactured housing communities are not redeveloped unless residents are given right of first refusal to purchase the property.
- Launch a Short Term Rental Occupancy Program.

HOMELESSNESS PREVENTION

- Implement coordinated entry for eviction prevention.
- Partner with Ada County Court and service providers to prevent recorded eviction.
- Pilot pre-court mediation.
- Provide resident training curriculum.
- Create online resources for residents.

GOALS AND TIMELINE

- Invest in foreclosure prevention.
- Create diversion program.
- Fund additional longer-term rental subsidies.
- Invest in adults-only households.

EDUCATION AND OUTREACH

- Create Housing Lab and Annual Symposium.

LAUNCH LANDLORD AND PROPERTY MANAGER PARTNERSHIP PROGRAM

- Convene a property manager and property owner workgroup.
- Create a landlord incentive package.
- Provide support for the creation of an independent property management entity for unsubsidized affordable housing.
- Develop a vacancy database.
- Examine business licensing requirements for property managers and/or landlords, capping late fees and management of rent increases.
- Consider a landlord recognition program.

LAUNCH CITY INCENTIVE PROGRAM

There are a variety of ways to incentivize the type of housing a city wants, including incentives. Generally, incentives must also come with regulatory “sticks” but because of the difficulty in achieving the latter our team focused on incentives. The team listed a variety of incentives that should be considered. As noted, the incentives recommended rely on the aforementioned tiers to create a clear reference point for incentive scalability. Incentives should be targeted based on determined housing needs and should be implemented in a way to be measurable and to be flexible to revise based on changing market conditions. See Appendix D for specific examples.

GOALS AND TIMELINE

SUPPORT INNOVATIVE FINANCING EFFORT

- Create a city-based loan/guarantee fund for developments that meet the city's prioritized housing needs.
- Continue convening stakeholder team and support their effort to refine the innovative financing model and define potential financing structures.
- Enable financing of ADUs.

LAUNCH PUBLIC PRIVATE PARTNERSHIP INITIATIVE

The city has the opportunity to leverage resources and expertise by fostering relationships to create innovative Private Public Partnerships. Examples of possible partnerships could include:

- Developer-led Housing Development Partnership.
- “Barnacling” Housing Development model.
- Land-lease Programs Agreements.
- Support Resident Owned Communities.

HOUSING CREATION

- Complete Second Permanent Supportive Housing Project (Valor Pointe).
- Launch City Land Trust.
- Develop and release Request for Proposals for affordable housing development on city-owned property.

FIRST TERM

Within the mayor's first term in office much effort can be made toward addressing the housing crisis and ending homelessness. A huge impact can be made through the city's zoning code rewrite. For instance, efforts should be made to diversify housing development opportunities beyond zoning for just single-family homes. It's imperative the city usher the Campaign to End Family Homelessness across the finish line while supporting the development of new permanent supportive housing projects. The launch of a dedicated youth homelessness initiative will provide support for one of our community's most vulnerable and underserved population, unaccompanied minors experiencing homelessness. Finally, there are many opportunities at the state level to impact housing and homelessness issues. In order to unlock these opportunities, the city must form a bi-partisan regional partnership and engage policy makers in discussions about policy solutions.

COMPLETE ZONING CODE REWRITE

New code should consider affordable housing, incorporate a Manufactured Home Zone, consider transit-oriented development and encourage alley-way Redevelopment. It should also define and codify the following housing types and draft requirements according to the properties of each:

- Co-housing
- Boarding House
- Cottage Village/Park
- Small-home Village
- Duplex/Triplex Townhouse
- Duplex Apartment
- Live/work (up-down, and front-back forms)

GOALS AND TIMELINE

SUPPORT PROGRAMS AND INITIATIVES

- Complete Ending Family Homelessness Campaign.
- Complete third Permanent Supportive Housing project.
- Launch a Youth Homelessness Project.

CREATE REGIONAL HOUSING PARTNERSHIP

There are many opportunities at the state level to address the housing crisis and help preserve and create affordable housing including:

- Tax exemption for affordable housing providers.
- Funding the State Housing Trust Fund (HTF).
- Establish exemption for new affordable housing.
- Allow for tax abatements during construction of low-income housing.
- Allow creation of a land bank, by converting tax-delinquent and vacant properties into affordable housing.

APPENDIX A: DEFINITIONS

ACCESSORY DWELLING UNIT (ADU)

A small dwelling unit (700 square feet or less) that can be legally added to an existing single family lot in addition to the primary dwelling.

AREA MEDIAN INCOME (AMI)

A statistic published annually by the U.S. Department of Housing and Urban Development, the AMI is the household income for the median - or middle - household in a region.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

A federal program that provides communities with resources to address a wide range of unique community development needs. The program works to ensure decent affordable housing, develop viable urban communities, and provide services to the most vulnerable citizens. Community development activities may support infrastructure, installation of public facilities, community centers, housing rehabilitation, public services, homeowner assistance and other identified needs.

DEVELOPMENT

A group of individual dwellings or apartment houses typically of similar design that are usually built and sold or leased by one management.

GROW OUR HOUSING

The City of Boise's strategic approach to addressing housing needs in Boise.

HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

A Homeless Management Information System (HMIS) is a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness.

HOUSING CHOICE VOUCHERS (SECTION 8)

The housing choice voucher program is the federal government's major program for assisting very low-income families, the elderly and the disabled to afford decent, safe and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments.

HOUSING LAND TRUST

The facilitation of housing affordability in perpetuity by acquiring and assembling land in strategic locations for housing.

APPENDIX A: DEFINITIONS

IDAHO HOUSING AND FINANCE ASSOCIATION (IHFA)

Idaho Housing and Finance Association is a uniquely created and organized financial institution and administrator of affordable housing resources. In its simplest form, Idaho Housing's mission is to provide funding for affordable housing opportunities in Idaho communities where they are most needed and when it is economically feasible.

LOW INCOMING HOUSING TAX CREDITS (LIHTC)

A dollar-for-dollar tax credit that encourages the investment of private equity in the development of affordable rental housing for income-restricted households.

LOW RENT PUBLIC HOUSING

Public housing was established to provide decent and safe rental housing for eligible low-income families, the elderly, and persons with disabilities. Public housing comes in all sizes and types, from scattered single family houses to highrise apartments for elderly families.

OUR PATH HOME

Our Path Home, the public-private partnership working to end homelessness in Ada County, operates from the service model and philosophy that permanent housing is the solution to homelessness.

PERMANENT SUPPORTIVE HOUSING

Evidence-based housing intervention for people experiencing homelessness, it combines affordable housing assistance with wrap-around supportive services.

PLANNED UNIT DEVELOPMENT (PUD)

Uses planned for a tract of land to be developed as a unit under single ownership or control and that may include two or more principle buildings. PUD approval requires Planning and Zoning Commission review at a public hearing. In most PUDs, various zoning standards (lot size, setback, density) can be modified to achieve a more creative and compact development.

RESIDENT

A person who lives somewhere permanently or on a long-term basis.

APPENDIX B: FY19 MEDIAN AREA INCOME LIMITS

TABLE A1: FY19 INCOME LIMITS⁷

FY 2019 INCOME LIMIT AREA	MEDIAN FAMILY INCOME	FY 2019 INCOME LIMIT CATEGORY	PERSONS IN FAMILY							
			1	2	3	4	5	6	7	8
Boise, Idaho HUD Metro FMR Area	\$73,600	Very Low (50%) Income Limits (\$)	\$25,800	\$29,450	\$33,150	\$36,800	\$39,750	\$42,700	\$45,650	\$48,600
		Extremely Low Income Limits (\$)	\$15,500	\$17,700	\$21,330	\$25,750	\$30,170	\$34,590	\$39,010	\$43,430
		Low (80%) Income Limits (\$)	\$41,250	\$47,150	\$53,050	\$58,900	\$63,650	\$68,350	\$73,050	\$77,750

7 U.S. Department of Housing and Urban Development. (2020). Income limits. <https://www.huduser.gov/portal/datasets/il.html>

The Department of Housing and Urban Development (HUD) sets income limits that determine eligibility for assisted housing programs including the Public Housing, Section 8 project-based, Section 8 Housing Choice Voucher, Section 202 housing for the elderly, and Section 811 housing for persons with disabilities programs. HUD develops income limits based on Median Family Income estimates and Fair Market Rent area definitions for each metropolitan area, parts of some metropolitan areas, and each non-metropolitan county.

APPENDIX B: FY19 MEDIAN AREA INCOME LIMITS

TABLE A2: FY19 MULTIFAMILY TAX SUBSIDY PROJECT INCOME LIMITS⁸

FY 2019 MTSP INCOME LIMITS										
FY 2019 INCOME LIMIT AREA	MEDIAN FAMILY INCOME	INCOME LIMIT CATEGORY	PERSONS IN FAMILY							
			1	2	3	4	5	6	7	8
Boise, Idaho HUD Metro FMR Area	\$73,600	50% INCOME LIMITS	\$25,800	\$29,450	\$33,150	\$36,800	\$39,750	\$42,700	\$45,650	\$48,600
		60% INCOME LIMITS	\$30,960	\$35,340	\$39,780	\$44,160	\$47,700	\$51,240	\$54,780	\$58,320

⁸ U.S. Department of Housing and Urban Development. (2020). Multifamily tax subsidy income limits. <https://www.huduser.gov/portal/datasets/mtsp.html>

Multifamily Tax Subsidy Projects (MTSP) Income Limits were developed to meet the requirements established by the Housing and Economic Recovery Act of 2008 (Public Law 110-289) that allows 2007 and 2008 projects to increase over time. The MTSP income Limits are used to determine qualification levels as well as set maximum rental rates for projects funded with tax credits authorized under section 42 of the Internal Revenue Code (the Code) and projects financed with tax exempt housing bonds issued to provide qualified residential rental development under section 142 of the Code.

APPENDIX C: INCENTIVE APPLICATION ACROSS AMI LEVELS

TABLE B1: ALIGNMENT OF RECOMMENDATIONS WITH AFFORDABILITY LEVELS

Table B1 outlines examples how programs can be applied to support housing suitable for households at varying levels of income.

AREA	RESPONSIBLE PARTY	ISSUES	IDEAS / PROGRAMS	HOMELESSNESS AND 0-30% AMI	30-50% AMI	50-80% AMI	80-120% AMI
Subsidy	City, County, State, Fed	Finite, Bureaucratic	Land Trust, LIHTC, CBDG, National Housing Trust Fund	X	X		
Regulation / Policy	City, County	Scalable but Political	Zoning, Financing	X	X	X	X
Program	City	Quick and controllable, but requires budget	Outreach, Education	X	X		

WITHIN THE FIRST 100 DAYS

In order to truly address housing affordability and homelessness we first need data to drive decision making and to determine programmatic and housing needs. Innovation will be necessary to move the city and stakeholders beyond business as usual. Education and outreach will play a key role in strengthening relationships and partnerships and engaging the broader community. Successful programs and initiatives should be carried forward and supported by the city while simultaneously launching new efforts.

INVENTORY HOUSING ASSETS

Gather data around current inventory of housing stock in Boise including:

- Market rate and affordable (both subsidized and unsubsidized).
- Renter and owner-occupied properties.
- Short term rentals.
- City-owned property and identify opportunities to redevelop, add units, rehabilitate, sell, etc. to create affordable homes.
- Existing affordable homes at risk of redevelopment (i.e., expiring LIHTC properties, naturally occurring affordable housing, mobile home parks, etc.).
- Identify how many homes can be built under current zoning.

INVENTORY FINANCIAL RESOURCES

- Review and adopt a strategy to maximize the impact of current funds received by the city (HOME, CDBG, local funding, etc.).
- Annually work with Idaho Housing and Finance Association to shape their Low-Income Housing Tax Credit (LIHTC) Program Qualified Action Plan (QAP) to best position Boise to be competitive for the limited state allocation of LIHTC.
- Quantify the lost opportunity costs of not addressing homelessness and the housing crisis (i.e., correlative avoided costs related to healthcare, criminal justice engagement, etc.).

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

- Convene stakeholders with industry knowledge and collective, creative structuring experience to investigate, and ultimately implement, an innovative Idaho-unique financing structure to leverage existing programs (LIHTC, tax exempt bonds, etc.) and organizations (Boise City, Ada County, Idaho Housing and Finance Administration, etc.), to attract greater amounts of capital to accelerate affordable housing development in Boise. Financing options should also focus on financing innovating housing solutions difficult to finance with traditional sources of capital.

INVENTORY OPPORTUNITIES

- Explore role of Urban Renewal Districts. Ensure that affordable housing is being strategically encouraged and not unintentionally eliminated in Urban Renewal Districts, especially around existing and proposed transit hubs. Affordable housing should be considered a “public benefit” as per the existing state code.
- Explore Opportunity Zones. Boise has failed to benefit from the investment of established Opportunity Zone Funds in Boise’s only formal Opportunity Zone. It is nearly 1,000 acres on the Boise Bench. This is a neglected opportunity and investment dollars remain available for development. This area should be included in any efforts to incentivize affordable housing development.

SPUR HOUSING INNOVATION WITHIN THE CITY

- Spur efforts to initiate innovation within city departments.
- Hire Housing Innovator position to work across departments.

LAUNCH EDUCATION AND OUTREACH CAMPAIGN

- Develop Housing Definition Playbook. Define and codify terminology associated with the various types of housing needed with Boise. This includes “Affordable Housing” or “Housing Affordability” as well as “Missing Middle” and “Market Rate” in order to provide a common language for all regional housing efforts.

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

- Establish Housing Working Group/Task Force. This group should be comprised of public and private sector groups working to address housing issues and should be modeled after Our Path Home but with a focus on the creation and preservation of affordable housing.

CONTINUE SUPPORTING SUCCESSFUL PROGRAMS AND INITIATIVES

- Provide ongoing support for Our Path Home and Grow Our Housing.
- Continue investing in rental assistance and supportive services.
- Continue forward with efforts to end family homelessness by 2025.

LAUNCH NEW PROGRAMS AND INITIATIVES

- Launch Our Path Home OUTREACH, a cross-agency approach to street outreach for unsheltered individuals experiencing homelessness.
- Develop Needs-based Housing Incentive Program. Determine incentives and tiers for desirable new housing development and preservation of affordable housing and consider immediate implementation (i.e., reduction of parking requirements, permit fast tracking, etc.).
- Create Accessory Dwelling Unit (ADU) Initiative. This collection of programs (city-led, non-profit, and public-private partnerships) will provide education and outreach on the city's ADU program and the benefits of ADUs with a goal of increasing the number of affordable ADUs throughout Boise.
- Establish Affordable Housing as a Priority for Qualified Census Tracts. LIHTC are awarded competitively on a point system. Many Boise submissions cannot qualify for an essential point which requires that the city specifically identify affordable housing as a goal for project areas within Qualified Census Tracts.

WITHIN THE FIRST YEAR

After the first 100 days the city will be prepared to take additional action for affordable housing preservation and development and homelessness prevention. Targeted education and outreach initiatives will enable the city to deepen trust and promote new initiatives. For instance, the city must engage property owners, property managers and residents so they all become part of developing collective solutions to mitigate risk and prevent costly eviction. The launch of an inventive program that directly targets the type of housing needed in the city will catalyze development of desirable housing. The city has the opportunity to leverage resources and expertise by fostering relationships to create innovative financing opportunities and Private Public Partnerships. Finally, the city is well positioned to immediately spur creation of new affordable units through developing a land trust, supporting the completion of Valor Pointe, and releasing Requests for Proposals for affordable housing development on city-owned land.

AFFORDABLE HOUSING PRESERVATION

- Incentivize redevelopment that incorporates affordable housing within existing buildings and infrastructure through adaptive re-use and innovative design solutions.
- Target housing slated for demolition and/or redevelopment and incentivize programmed re-homing of existing residents in equivalent housing with equal or better amenities, and equal or lower rent.
- Create program to ensure manufactured housing communities are not redeveloped to an alternative use unless offered for sale to the residents first. This will prevent displacement to residents of the largest supply of naturally occurring and unsubsidized housing in the City of Boise.
- Launch a Short Term Rental (STR) Occupancy Program. Short term rentals may be a threat to long term affordable rental housing. By requiring STRs to have proper occupancy certification, data is gathered and deed restrictions may be placed on property (once occupancy certificate is submitted). Enforcement would be required. Such an effort would ensure safety measures are in place for STRs and it would also enable data collection to help measure magnitude of the issue.

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

HOMELESSNESS PREVENTION

- Implement coordinated entry for eviction prevention. Begin efforts to coordinate cross-sector provider care for early identification of housing insecure households by partnering with Jesse Tree, Idaho Health and Welfare, El Ada Community Action Partnership, hospitals, schools, libraries, churches, food banks, etc. Consider the creation and adoption of a community-wide assessment tool to identify level of housing insecurity and need for support, a unified data-sharing mechanism, a uniform application for support and weekly case conferencing meetings between all prevention providers. These efforts will help target resources to serve low-income populations at highest risk of eviction and homelessness.
- Partner with Ada County Courts and service providers to connect residents to services which can prevent them from getting an eviction on their record and keep them out of the homeless services system. This may include access to legal, social and financial help prior to court.
- Pilot pre-court mediation. Mediation is a powerful tool that should be provided as an option prior to eviction court. The city's Housing and Community Development (HCD) division, the Boise City and Ada County Housing Authorities, and service providers should pilot a pre-court mediation program and track outcomes. Once Ada County's program is underway the city should initiate a partnership to support mediation in Canyon County.
- Provide resident training curriculum. Provide trainings for residents in collaboration with providers, including healthy housing to assist residents in identifying health and safety issues with their homes, financial literacy and budgeting, and residents' rights and responsibilities.
- Create online resources for residents. Provide educational and outreach materials on the city website to help residents understand their rights and connect them to social services and legal support.
- Invest in foreclosure prevention. There are currently even fewer resources for low-income households facing foreclosure. Consider investing in financial resources and supportive services for low-income households at risk of foreclosure.

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

- Create diversion program. Train emergency shelter staff and housing service providers in housing navigation, or consider hiring a housing navigator, to connect individuals and families who have recently become homeless to housing opportunities as soon as they enter shelter. Also train shelter staff and service providers in diversion techniques using strengths-based language and tools. Shelter stays should be avoided wherever possible, and if inevitable, they should be brief.
- Fund additional longer-term rental subsidies. Many residents are being priced out of the rental market and a one-time or time-limited rental payment is not enough to keep them stable in their housing long-term. The city should consider investing in longer-term rental subsidies covering 10-20 percent of rent for households at or below 30 percent AMI and with barriers to increasing their income, similar to a Permanent Supportive Housing or Section 8 Voucher program. Currently, most prevention funds can only be used one time a year for a household and are not long-term.
- Invest in adults-only households. There are very few housing resources available for adults-only households. Currently, Health and Welfare supports this population through its Navigation services while Jesse Tree assists with Housing and Urban Development Emergency Solution Grant and private funds. Create long-term plan to invest in ending homelessness for this subpopulation.

EDUCATION AND OUTREACH

- Housing Lab and Annual Symposium. Housing Lab would be a dedicated year-round store-front, shared library, teaching space, exhibit and workshop space for a small staff, including “housing innovation manager” (job title and description to be determined). This is a front-facing, one-stop-shop public service location. Housing Lab could engage Energize-Boise staff to provide workshops, lectures and an annual Housing Symposium. This program would also demonstrate the city’s investment in leading fair housing efforts for the entire region.

LAUNCH LANDLORD AND PROPERTY MANAGER PARTNERSHIP PROGRAM

- Convene a property manager and property-owner workgroup. The city should host a bi-monthly workgroup led by property owners and managers to come up with strategies to keep people housed and house people who have already lost their homes. If landlords are included in the strategies, they will become part of the solutions.
- Create a landlord incentive package. City staff and service providers should work together to create a landlord incentive program, including a damage mitigation fund, insurance, incentives to place long-term rentals and public recognition of property owners willing to collaborate with service providers.
- Provide support for the creation of an independent property management entity for unsubsidized affordable housing. The program would provide typical maintenance and leasing oversight, in addition to mediation and case management services that result in lower eviction rates, late fees, etc.
- Develop a vacancy database. After roll-out of the incentive program, consider creating a platform where homeowners can notify providers of vacancies in real time, allowing providers to connect residents to needed housing resources more quickly.
- The working group should discuss mechanisms including business licensing requirements for property managers and/or landlords, capping late fees and management of rent increases.
- Consider a landlord recognition program to publicly recognize homeowners who make renovations and upgrades to their properties and invest in their neighborhoods. It could also discuss creating a publicly available code violation and eviction history database.

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

LAUNCH CITY INCENTIVE PROGRAM

There are a variety of ways to incentivize the type of housing a city wants, including incentives. Generally, incentives must also come with regulatory “sticks” but because of the difficulty in achieving the latter our team focused on incentives. The team listed a variety of incentives that should be considered. As noted, the incentives recommended rely on the aforementioned tiers to create a clear reference point for incentive scalability. Incentives should be targeted based on determined housing needs and should be implemented in a way to be measurable and to be flexible to revise based on changing market conditions. See Appendix E for specific examples.

SUPPORT INNOVATIVE FINANCING EFFORT

- Create a city-based loan/guarantee fund for developments that meet the city’s prioritized housing needs.
- Continue convening stakeholder team and support their efforts to refine the innovative financing model and define potential financing structures. Team should also identify a proposed affordable housing development or redevelopment in an effort to aggregate for financing and help reduce procedural friction and transaction costs.
- Financing for ADUs could be developed to provide support for ADU development by homeowners who cannot afford to build through conventional means and who agree to provide affordable rents, perhaps working with the Housing Authority Section 8 Voucher program, city managed funding sources such as CDBG, and the needs of local lenders.

LAUNCH PUBLIC PRIVATE PARTNERSHIP INITIATIVE

The city has the opportunity to leverage resources and expertise by fostering relationships to create innovative Private Public Partnerships. Examples of possible partnerships could include:

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

- Developer-led Housing Development Partnership between the city and mission-driven private development companies to provide housing developments consisting of units that qualify as affordable. Developments may be specialized by resident demographics or general purpose housing units designed for the housing market.
- “Barnacled” Housing Development model for the inclusion of city-developed housing units to be attached to (i.e., adjacent, above, within) private commercial developments. These developments would be identified based on location and proximity to transit and infrastructure. Housing unit development could also be added to redeveloped existing commercial, such as strip malls, big box retail, office park and other suburban style development. Housing may be constructed by a city-led development corp. and/or by private contracting using city funds.
- Land-lease Programs Agreements between the city and private owner or developer to reduce the cost (lease) of developable land.
- Partner with programs that help residents cooperatively purchase the land and convert mobile home parks into to Resident Owned Communities.

HOUSING CREATION

- Complete Second Permanent Supportive Housing Project (Valor Pointe).
- Launch City Land Trust.
- Develop and release Request for Proposals for affordable housing development on city-owned property.

FIRST TERM

Within the mayor's first term in office much effort can be made toward addressing the housing crisis and ending homelessness. A huge impact can be made through the city's zoning code rewrite. For instance, efforts should be made to diversify housing development opportunities beyond zoning for just single-family homes. It's imperative the city usher the Campaign to End Family Homelessness across the finish line while supporting the development of new permanent supportive housing projects. The launch of a dedicated youth homelessness initiative will provide support for one of our community's most vulnerable and underserved population, unaccompanied minors experiencing homelessness. Finally, there are many opportunities at the state level to impact housing and homelessness issues. In order to unlock these opportunities, the city must form a non-partisan regional partnership and engage policy makers in discussions about policy solutions.

COMPLETE ZONING CODE REWRITE

The following should be adhered to during the rewrite of the city's Zoning Code:

- Considers affordable housing throughout.
- Incorporates a Manufactured Home Zone to preserve use.
- Considers transit-oriented development.
- Encourages alley-way Redevelopment. Existing right-of-way alleys throughout the City are unused and have been incorporated into backyard spaces. If these ROW alleys were developed, homeowners and neighborhoods alike would share in the benefits of garage access, better ADU development opportunities, drainage and sewer improvements, and shared spaces (similar to Northend alleys). This is a long and difficult program and would require significant PR and local buy-in. However, the opportunities for easier ADU development are significant.
- Properly defines and codifies the following housing types and draft requirements according to the properties of each:

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

1. Co-housing - Single family residential structure with related or non-related inhabitants. Each individual rents a bedroom and shares kitchen, bathroom, living and outdoor facilities. Minimal structural conversion. Ideal housing type with shared-vehicle program. Can be integrated into any neighborhood setting. To minimize neighborhood impact, should be owner-occupied.
2. Boarding House - traditionally, this housing type is almost indistinguishable from 'Co-Housing' (except that meals used to be included in Boarding Houses). This housing type should be a separately-defined type in order to incentivize the construction of new boarding-house-style structures. Newly-constructed Boarding Houses may be more easily controlled and designed for minimum impact to the neighborhood. New Boarding Houses may also include ensuite arrangements in which bathroom facilities are paired with sleeping rooms, and living, kitchen, laundry and outdoor spaces are shared. Ideal housing type with shared-vehicle program. Can integrate into neighborhood setting, but ideal on the boundaries of neighborhood-to-commercial or transit uses. Can be managed through a cooperative legal entity, and owner-occupancy is not necessary.
3. Cottage Village/Park - A Planned Unit Development (PUD), with smaller homes, increased density, possible shared facilities (kitchen, laundry, garage), and reduced parking requirements. The elimination of garage space (and the associated driveways, backup space and turning radii) alone will free up 30-40 percent of grade-level area for additional homes. Ideal with a shared-vehicle program. Can integrate into any neighborhood. Owner-occupancy is not necessary.
4. Small-home village - Similar to a Cottage Village, this housing type is decidedly non-permanent. Homes are a variety of tiny homes, shipping containers, manufactured homes and other innovative housing types not required to be sited on a permanent foundation. Ideal for land that may someday need to be reset into open land, or lots that are more experimental in nature - pioneer lots where new townsites may be established. City-owned lots that are years

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

out from planning. Just increasing the number of available lots for manufactured homes in the city would help alleviate the stresses caused by redevelopment and eviction. Communities can be planned around home size and configuration. Ideal housing type with shared-vehicle program. May include shared facilities as well. Challenges with CDC sewer, water, and gas hookup.

5. Duplex / Triplex Townhouse.
6. Duplex Apartment.
7. Live/work (up-down, and front-back forms).

SUPPORT PROGRAMS AND INITIATIVES

- Complete Ending Family Homelessness Campaign.
- Complete third Permanent Supportive Housing Project.
- Launch a Youth Homelessness Project. There are no dedicated city or state resources for unaccompanied youth experiencing homelessness. The city should encourage Our Path Home to seek grant funding to launch such a program.

CREATE REGIONAL HOUSING PARTNERSHIP

- There are many opportunities at the state level to address the housing crisis and help preserve and create affordable housing.
- Tax exemption. Currently Affordable Housing companies are not exempt from Idaho Sales Tax while many other organizations are. Consider adding affordable housing providers to the list.
- Fund the State Housing Trust Fund (HTF). Idaho's HTF was established in 1992. However, Idaho remains one of only three states that has yet to dedicate revenue sources to its HTF. As a start, add the HTF to the elective donations on the state tax form.

APPENDIX D: DETAILED LIST OF RECOMMENDATIONS

- Establish exemption for new affordable housing. Would provide property owners and developers a tax exemption on new multifamily buildings that set aside a certain portion of homes as affordable housing.
- Allow for tax abatements during construction of low-income housing.
- Allow creation of a land bank, by converting tax-delinquent and vacant properties into affordable housing. This enables jurisdictions to more effectively pursue tax foreclosure on unproductive vacant properties and place them into productive use through the development of affordable housing.

APPENDIX E: EXAMPLES OF INCENTIVES

The Committee discussed a number of incentives that should be considered. We've outlined several below but recommend further discussion with city staff and stakeholders.

DENSITY BONUS

Density is simply the number of housing units in a specific development. A density bonus creates the ability to build more units than underlying zoning allows. For example, in the City of Boise's R-2 (Residential Medium Density) Zone, 14.5 units of housing are allowed per acre. A density bonus would allow a developer to exceed that limit if certain housing types were provided with the development.

In a tiered approach, the bonus would increase with the level of affordability addressed. The following is a proposed system.

HOUSING TYPE BUILT	0-30% AMI	30-50% AMI	50-80% AMI	WORKFORCE
DENSITY BONUS RECEIVED (per unit)	2	1.75	1.5	1

DENSITY CREDIT

Unlike a density bonus, a density credit can be reallocated (landed) in a separate development. This creates an incentive to developers who voluntarily create affordable housing, but possibly in smaller scales and without market-rate units in the mix. The same logic used in the bonus would apply, where the amount of credits received scales with the affordability tier addressed. This creates a "density market," where the affordable housing developer is able to sell credits to market-rate developments seeking densities beyond zoning limits. For the purpose of this report, the same allocation scale for the density bonus is recommended.

HOUSING TYPE BUILT	0-30% AMI	30-50% AMI	50-80% AMI	WORKFORCE
DENSITY CREDIT RECEIVED (per unit)	2	1.75	1.5	1

APPENDIX E: EXAMPLES OF INCENTIVES

PARKING REDUCTION

Nearly all uses within the City of Boise have parking requirements. Parking, especially for housing, is a considerable amount of the overall cost of a development. For example, structured parking often costs between \$20,000 and \$30,000 per stall. Below are the existing off-street parking requirements for multi-family housing.

UNIT/TYPE	STUDIO/ EFFICIENCY	1 BEDROOM	2 BEDROOMS	3+ BEDROOMS
REQUIRED OFF-STREET PARKING (per unit)	0.75	1	1.25	1.5

To lower the overall cost of construction and increase overall development density, this incentive would allow a waiver, or reduction, of the parking requirement if affordable housing units were built. The following table is a suggested approach, again increasing the incentive along with the affordability spectrum.

HOUSING TYPE BUILT	0-30% AMI	30-50% AMI	50-80% AMI	WORKFORCE
PARKING REDUCTION*	100%	80%	60%	50%

**In any scenario, parking for accessibility would still be required per code.*

Boise City Code currently has a number of parking reduction incentives for multi-family housing, including one for Affordable Housing⁹. The committee is suggesting replacing the Affordable Housing incentive with this revamped approach, while maintaining the other incentives that mainly reward building form and location. Lastly, code establishes a maximum parking reduction, no greater than 30 percent of the required amount. The committee recommends creating immunity for the affordable housing incentives from this cap to maximize the potential benefit.

⁹ See 11-06-03, subsection 2

APPENDIX E: EXAMPLES OF INCENTIVES

PERMIT FAST TRACKING

This incentive aims to reduce the time spent obtaining permits and inspections for affordable housing construction. Delays often have implications on financing, contracts, etc. and this mechanism would help move an affordable housing development toward the front of the permitting queue. Benefits of this approach could be felt on the entitlement (land use), building permit and inspection portions of the process.

If a developer commits to a defined percentage of units to be at or below a target AMI, they can benefit from the fast track incentive. In addition, a liaison or ombudsman affiliated with the city, could be assigned to assist with the overall process, clarify deed restriction requirements, and help negotiate the applications/process with city departments and other agencies.

FEE WAIVERS/ REDUCTIONS AND DEFERRALS

This incentive requires an assessment of existing impact and permitting fees, and the city's ability to waive, reduce and/or defer them for affordable housing developments. In addition, fees exist for various types of land use requests, including but not limited to planned unit developments (PUD), subdivision requests, and conditional use permits. The committee recommends that city staff, along with the Housing Task Force, assess these fees and identify opportunities for waivers and/or reductions and deferrals.

APPENDIX E: EXAMPLES OF INCENTIVES

ZONING ALLOWANCES

Zoning allowances can include a range of incentives (aside from density) that enable flexibility, ease site constraints and reduce costly requirements. The committee has not vetted a comprehensive list, but some options may include:¹⁰

- Waiver of architectural compatibility requirements (e.g., building inflection).
- Waiver and/or reduction of building setback requirements.
- Reduction of minimum lot sizes.
- Increases to maximum allowable height.
- Density increases in single-family zones, including housing type conversions.
- “By-right” for ADUs and other development or redevelopment.

EDUCATION AND OUTREACH

If a proposed development stands risk of resistance from neighborhood associations, businesses or other entities, the city will provide education and outreach support. Not to be confused with advocacy, this support will primarily help describe the development, its alignment with City Code, access to incentive programs, etc. This resource is likely most valuable during neighborhood hearings and noticing, with the overarching goal of fostering an objective process, measured by the development’s merits and its commitment to the city’s affordable housing goals.

¹⁰ Many concepts here borrowed from Austin’s *Affordability Unlocked* program: <http://www.austintexas.gov/department/%E2%80%98affordability-unlocked%E2%80%99-development-bonus-program>



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