

# GRAND TRAVERSE COUNTY

## *2013 Housing Strategy*



# Acknowledgements

This document was prepared for Grand Traverse County by the Northwest Michigan Council of Governments. Oversight in the development of the document was provided by the Grand Traverse County Housing Strategy Committee. Funding was provided through the Sustainable Communities Challenge Planning Grant Program, which is made possible through the Partnership for Sustainable Communities, an interagency partnership of the US Departments of Housing and Urban Development, Transportation, and the Environmental Protection Agency. Through this partnership, these three federal agencies came together to help places around the country develop in more environmentally and economically sustainable ways. To guide its work, the Partnership developed six livability principles:



- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate and leverage federal policies and investment.
- Value communities and neighborhoods.

The Community Challenge grant is also funding a new Master Plan process for the County. The Master Plan is a different approach compared to previous County plans. It will integrate local land use priorities into a county-wide policy by utilizing the leadership of local planning commissioners from local units of government, while building upon the principles of the Grand Vision. The information contained herein will be used by the County in developing an affordable housing strategy through the master planning process.



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HOUSING STRATEGY



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# Introduction



Grand Traverse County struggles to meet a variety of housing challenges that are unique to its mix of urbanized areas, high-value shoreline, and sparsely populated rural areas.

While much of the County’s land area is rural, the County is also home to the region’s major employment center of Traverse City and surrounding townships, as well as a tourism-based economy focused on the Grand Traverse Bay and the County’s many lakes and rivers. The County’s geography and economy, along with demographic shifts, have contributed to persistent and far-reaching housing challenges that affect both renters and homeowners in rural and urban communities alike: the County’s supply of rentals is inadequate to meet increasing demand for small homes or the needs of low-income households. Housing is often unaffordable to low- and moderate-income households, especially in communities with

employment opportunities, pushing many households into rural communities with few employment opportunities, resulting in long commutes to work and high transportation costs. Significant numbers of deteriorating homes in both rural and developing areas threaten the health and safety of many households, and the lack of housing choices or accessibility features present challenges to small households, the County’s growing number of seniors, and those with disabilities. And the County’s housing issues are compounded by population growth rates that are among the highest in Michigan.

Stakeholders in the County have

historically, and will continue to, work to address these issues. Grand Traverse County is served by a number of public agencies, nonprofits, and private sector interests that strive to address the full spectrum of the County’s housing needs, from homelessness to homeownership (see appendix B), building and managing emergency shelters, quality long-term affordable homes, supportive housing units, and a variety of rental assistance programs. Local and county governments, as well, have contributed to housing efforts by updating zoning ordinances, providing development tools, and partnering with housing providers to meet needs. Private developers and other private sector interests, meanwhile, have

## The Grand Vision

The Grand Vision is an ambitious, citizen-led vision for the future of land use, transportation, economic development, and environmental stewardship across six counties in north-west lower Michigan. Developed over three years with a series of public workshops, unparalleled collaboration between government, non-profits and the private sector, and 12,000 citizens voicing their opinions about the future of their communities, the Grand Vision is built on six guiding principles:



1. A regional multi-modal transportation system that supports energy conservation
2. Unique and vibrant communities that strengthen the local economy
3. Protected and preserved water, forests, natural and scenic areas
4. Local farms and regional food systems as a viable part of our economy
5. A diverse mix of regional housing choices with affordable options
6. Sustainable-energy uses in construction, transportation and economic development

The Vision is now being implemented, as six counties, six issue area networks, and a CORE team all work to incorporate the Grand Vision principles into plans, developments, investments, and practices.

## The Grand Vision Housing Solutions Network

The Grand Vision Housing Solutions Network seeks to implement the Grand Vision housing principles by working to aid in development of a diverse mix of regional housing choices with affordable options that fit in with the small town character of the countryside, neighborhoods, villages, and cities of our region. The group is made up of representatives from nonprofit housing organizations, funders, lending institutions, real estate, local government, and other housing stakeholders from Antrim, Benzie, Grand Traverse, Kalkaska, Leelanau, and Wexford Counties. Members work collaboratively to raise and leverage funding, sponsor new programs and initiatives, provide educational resources, and build awareness of housing issues.

The principles of the Grand Vision, along the goals of the Grand Vision Housing Solutions Network, provide the foundation for this Housing Strategy.

## Partnership for Sustainable Communities

Funding for the Grand Traverse Housing Strategy was provided through the Sustainable Communities Challenge Planning Grant Program, which is made possible through the Partnership for Sustainable Communities, an interagency partnership of the US Departments of Housing and Urban Development, Transportation, and the Environmental Protection Agency. Through this partnership, these three federal agencies came together to help places around the country develop in more environmentally and economically sustainable ways.



made enormous contributions to meeting affordable housing needs, through private tax-credit-based projects, market rate housing, and partnerships with public and nonprofit agencies. And, finally, in all of these efforts, state and federal housing agencies have been essential partners: the Michigan State Housing Development Authority (MSHDA), the US Department of Housing and Urban Development (HUD), and US Department of Agriculture (USDA)-Rural Development have provided critical financial and technical support in the development and provision of affordable housing over the years.

However, despite the efforts of these committed organizations, a number of financial, regulatory, and other barriers prevent stakeholders from meeting demand for services.

- High land costs, as well as the complexities of development and redevelopment processes, limit options for affordable housing development in areas with infrastructure, employment access, and nearby services.

- Deteriorating housing issues are often not addressed by local ordinances or programs, leading to challenges in repairing or replacing deteriorating homes.
- Limited capacity and funding for nonprofit housing activities severely restricts local nonprofits' abilities to meet demand. Affordable housing providers and developers depend on support from state and federal agencies to respond to housing needs. However, housing policies and resources are often a "one size fits all" approach, with little flexibility for communities that deviate from statewide trends. The diversity of housing issues in Grand Traverse County is not addressed by policies or resources that are designed for high-density urban areas struggling with high rates of foreclosures, abandonment, blight, and shrinking populations—limiting the ability of local and county agencies to respond to their diverse and rapidly changing housing needs.

- Some planning and zoning issues, or regulatory barriers, raise the costs of housing and limit the types of housing choices available in some communities.
- Lack of awareness of housing issues and needs, on the part of the public and policy makers, sometimes contributes to opposition to housing efforts.

This Grand Traverse County Housing Strategy includes policies that can help local, county, and regional partners most effectively address current and emerging issues, while providing a platform for partnerships with state and federal organizations that will maximize the use of resources in order to meet the community's needs.

### **Planning Process and Related Plans**

The intent of the Housing Strategy, as part of the Grand Traverse County Master Plan, is to provide a policy framework that will assist in addressing local housing needs

and ensuring housing choice and access for all residents, while meeting community goals established by citizens and locally adopted plans. The Master Plan will integrate local land use priorities into a County-wide policy by utilizing the leadership of local planning commissioners from local units of government, while building upon the principles of the Grand Vision.

The Housing Strategy was developed with assistance from the Northwest Michigan Council of Governments, with oversight from the Grand Traverse County Housing Strategy Committee, which is a working group with representatives from local government and the public, private, and nonprofit sectors. Goals, objectives, and recommended actions are built on findings from the *2012 Housing Inventory*, committee and stakeholder input, and the principles of the Grand Vision, as well as the six livability principles established by the Partnership for Sustainable Communities. Strategy goals are intended to be complementary to and consistent

## Fair Housing

Fair Housing law prohibits discrimination in the sale, rental, and financing of homes based on race, ethnicity, age, familial or marital status, and disability. Fair housing discrimination can take many forms: zoning that prohibits certain types of housing, a refusal to show, sell, or rent available housing, intimidation or harassment on moving to a neighborhood, and lease terms that are different for different races, ethnicities, or families are all violations of Fair Housing law.

Certain communities are required to prepare an Analysis of Impediments to Fair Housing, which identifies and makes recommendations to address Fair Housing issues. Grand Traverse County has historically been included in the statewide Analysis of Impediments; however, a Regional Analysis of Impediments, developed as part of the Grand Vision to Grand Action, will address Grand Traverse County's Fair Housing needs in more detail.

with other local and regional housing policies and strategies currently in place or underway, including the *2006 Vision to End Homelessness*, *2008 Regulatory Framework for Workforce Housing in Traverse City*, and the *Grand Vision to Grand Action*, a regional sustainable development plan (currently underway).

Please note that this document is focused on the provision of permanent housing; homelessness strategies are included in the *Vision to End Homelessness*.

## **Background and Context**

### **Housing Inventory Findings**

The Housing Strategy relies on findings from the 2012 Housing Inventory, as well as a number of additional studies and analyses relative to housing in Grand Traverse County.

The 2012 Grand Traverse County Housing Inventory, an analysis of existing housing

stock, indicates that:

- The majority of the County’s housing stock consists of single-family detached, owner-occupied housing – accounting for over 90% of the housing stock in some communities – with fewer housing choices that meet the needs of smaller households, individuals with disabilities, and low-income households. Few housing units – either rental or ownership units – in the County provide accessibility features; and the number of small rentals (one-bedroom or efficiency units) is considerably lower than the number of single-person rental households.
- While housing values have dropped in many communities over the last several years, housing affordability remains an issue for low- or moderate-income households. Nearly half of all rental households pay 30% or more of their income for housing; for households earning \$20,000 or less, that percentage is nearly 80%. And,

while nearly 40% of owner-occupied households are considered low-income, only about a quarter of the County’s housing units are considered to be an “affordable” value for low-income households.

- The typical household in Grand Traverse County spends 56% of their income on housing and transportation costs. In rural areas of the County, farther from employment opportunities, combined housing and transportation costs can account for well over 60% of a household’s budget.
- The majority of homes in Grand Traverse County are in good condition, but about 800 homes are classified by tax data as being in “poor” condition, indicating that significant deterioration is present. Many of these are older mobile homes of lower construction quality; and nearly half are non-homestead, which could indicate that they are vacant or used as rentals.
- The numbers of foreclosures and



vacancies in Grand Traverse County have risen significantly. Between 2003 and 2010, the number of recorded foreclosures rose from 100 to 412, while the percentage of vacant housing units in the County increased by 41% between 2000 and 2010.

## Trends and Projections

Population projections from the University of Michigan (2007) indicate that between 2007-2035, the total number of households in Grand Traverse County is expected to grow from 35,273 to 48,526. A number of trends will affect the type, income levels, and housing needs of those new households.

### Demographic Shifts

The numbers of seniors and senior households are increasing, while younger populations grow at a slower rate or decline. The number of households with individuals aged 60 or over increased by 48% between 2000-2010, compared to growth of about 4% of all other

households. The number of people aged 65 and older also grew during that time period, by about 28%, while those under age 18 actually declined by about 3%. Seniors are becoming a bigger percentage of the population, making up about 15% of the County's population in 2010, compared to 13% in 2000; and population projections from the University of Michigan (2006) indicate that the County's senior population is expected to make up about 25% of the County's population by 2035. This trend—along with housing preferences emerging among younger individuals and families—will affect housing demand in terms of accessibility features, housing type, and tenure (rent vs. own).

### Housing Type

Population changes may create a demand for smaller housing units, with both younger and older population groups shifting towards smaller homes. Out of the households with individuals aged 55-64 that had moved within the previous ten years, 45% had chosen to move to housing with fewer rooms, compared to 35% of

movers aged 45-54 (JCHS, Harvard University, State of the Nation's Housing 2011). Homeowners aged 65-74 were even more likely to move to smaller homes, with 58% downsizing. Additionally, younger, first time homebuyers tend to purchase homes that are smaller and less expensive than the average homebuyer: younger families and individuals—characterized as Generation Y or the Millennial



Generation—have tended to purchase or rent smaller homes and locate in urban communities. Studies and Census trends also indicate that due to affordability issues, the need for flexibility, student loan debt and accompanying credit issues, younger households are increasingly shifting toward rental and away from

homeownership.

These trends are reflected in several studies – including those by Dr. Arthur C. Nelson and Robert Charles Lesser & Co. (RCLCO) -- that have estimated future demand nationally by housing type. As the nation’s population ages, energy costs rise, and the market shifts to meet the changing needs of young people and seniors, the demand for more diverse housing types is expected to increase. Large-lot housing types are expected to account for about a quarter of the nation’s housing demand, while attached homes (such as townhomes) and small-lot single-family homes will account for a total of about 75% of the nation’s housing demand.

Grand Traverse County has a higher proportion of single family housing units (including single-family over 1/6 acre) than the nation as a whole. Currently, large-lot single-family homes account for about 3/4 of the County’s housing stock. Analysis by Fregonese Associates, Inc. in 2012 shows

Grand Traverse County’s 2035 housing stock compared with the national average projected demand for different housing unit types (see Table 1). Analysis indicates that future demand for Grand Traverse County will need a greater mix of housing types, particularly relative to single-family homes on smaller lots, as well as multi-family homes, to meet future demand.

#### **Rental demand**

Demographic changes, combined with the dramatic increase in foreclosures over the last several years, are creating higher demand for rentals nationwide. A study by the Joint Center for Housing Studies of Harvard University titled “America’s Rental Housing: Meeting Challenges, Building Opportunities” shows that the number of renter households nationwide could grow by 360,000-470,000 households annually between 2010 and 2020, increasing the number of renter households by a total of 3.6 million. With this increased demand, vacancy rates are dropping and rent prices are increasing. The study further reports that, “with little new supply in the pipeline,

affordability will continue to deteriorate over the next few years as high unemployment limits any gains in renter income.”

Projections through 2035 show the number of rental households in Grand Traverse County increasing by about 54%—from 8,812 to 13,537. About 84% of those households will be earning less than \$50,000; 65% of total rental households will earn less than \$35,000. Demand may exist for an additional 3,500 rental units that are affordable to households earning below \$35,000 per year.

#### **Ownership demand**

Ownership housing projections indicate that an additional 9,984 owner-occupied households will exist in Grand Traverse County by 2035—an increase of about 38% from current household estimates. About 16,000 households, or 43% of total households, will be earning incomes below \$50,000. Demand may exist for an additional 2,300 ownership units that are

affordable to households earning below \$50,000.

### Strategies and Implementation

These documented housing needs and projections inform the goals of the Housing Strategy.

Objectives and action items are framed within the goals adopted by the Grand Vision Housing Solutions Network, and are organized into four categories:

- Build and Preserve
- Financing and Resources
- Planning and Zoning
- Data and Education

Many of the goals, objectives, and action items included in the Housing Strategy will require coordinated efforts on the part of public, private, and nonprofit agencies and organizations, as well as a strong commitment from local, regional, and statewide government. Additional information is provided relative to partners and stakeholders that have and will

Table 1. Balanced Housing Profile for Grand Traverse County in 2035

	Housing Supply Grand Traverse County 2010	Mix to Meet Demand Household Increment (Rental)	Mix to Meet Demand Household Increment (Owner)	Occupied Housing Supply Grand Traverse County (2010)	Future Incremental Units Needed (includes new units, rehabbed vacant units, and vacancy 2010-2035)
Standard and Large Lot Single Family	64.0%	0.0%	35.0%	22,575	3,494
Small Lot Single Family	10.4%	10.0%	50.0%	3,668	5,465
Townhome	5.1%	15.0%	12.0%	1,795	1,907
Multifamily	12.0%	75.0%	3.0%	4,245	3,843
Mobile Home/Other	8.4%	0.0%	0.0%	2,979	-

# Vision



*Grand Traverse County will work towards a diverse mix of regional housing options that fit in with the unique character of the neighborhoods, villages, and cities as well as rural housing, which are all important to the area.*

## Livability Principles

The Partnership for Sustainable Communities, an interagency partnership of the US Departments of Housing and Urban Development, Transportation, and the Environmental Protection Agency, has developed six livability principles:

1. Provide more transportation choices.
2. Promote equitable, affordable housing.
3. Enhance economic competitiveness.
4. Support existing communities.
5. Coordinate and leverage federal policies and investment.
6. Value communities and neighborhoods.

## Goals

- Develop greater financial and programmatic capacities to support and enhance housing efforts of existing nonprofits.
- Raise awareness and support of affordable housing issues among the public.
- Support and encourage new housing development that is affordable, well-designed, and compatible with the region's unique character.
- Expand location- and energy-efficient housing choices to lower utility and transportation costs, decrease emissions and energy usage, and promote public health.
- Target housing activities toward existing communities to increase community revitalization, improve the efficiency of public works investments, and preserve and protect the region's agriculture and natural resources.
- Encourage affordable housing that is accessible to the growing numbers of seniors and persons with disabilities.
- Coordinate planning and zoning policies that encourage greater housing choices across government boundaries.

# Recommended Strategies: Build & Preserve

Current and historic housing studies show that housing units affordable to low- and moderate income families are a persistent challenge in Grand Traverse County.



Meeting the County's demand for new housing units will require efforts to build and enhance existing units that reflect changing population and economic trends.

## Issues and Opportunities

### Location and Transportation Costs

Typical measures of affordability state that households should pay no more than 30% of their budget for housing. However, nationwide, transportation costs make up the second largest household expense, and are greatly impacted by housing location. In some areas, far from employment centers, transportation costs can actually equal or exceed costs of housing.

Because housing and transportation costs are so closely connected, a more complete picture of housing affordability emerges when considering combined housing and transportation costs. Affordability analyses indicate that combined housing and transportation costs should take up no more than 45% of a household's budget. The Housing + Transportation Affordability Index shows that in Grand Traverse County, only two neighborhoods meet this definition of affordability—both located in or near the City of Traverse City. The typical household in Grand Traverse County spends 56% of their income on the combined costs of housing and transportation, and in rural areas, farther from employment opportunities, combined housing and transportation costs can total

## Goals: Build and Preserve

- Support and encourage new housing development that is affordable, well-designed, and compatible with the region's unique character
- Expand location- and energy-efficient housing choices to lower utility and transportation costs, decrease emissions and energy usage, and promote public health.
- Target housing activities toward existing communities to increase community revitalization, improve the efficiency of public works investments, and preserve and protect the region's agriculture and natural resources.
- Encourage affordable housing that is accessible to the growing numbers of seniors and persons with disabilities.

well over 60% of a household’s budget—leaving less money for basic needs, home repairs, or other expenses.

Locating new housing development in areas with existing infrastructure, close to jobs and services, can reduce overall costs of housing and transportation for individual households, while helping to create more efficient use of services and infrastructure in existing urban areas. However, in some cases, existing residential areas may be located near services or employment, but may lack a cohesive sense of place, pedestrian connections to nearby services, or various infrastructure components—which can impact eligibility for funding or reduce the overall affordability of housing and transportation. Placemaking activities that work to connect and enhance existing communities and services, through redevelopment and infrastructure expansion, may create additional opportunities for housing investment in existing residential areas.

Grand Traverse County, as part of the Master Plan process, is working with regional and local stakeholders toward defining “target areas” that include strategic sites for housing and other types of development based on existing and planned development patterns. This process, which is closely aligned with the goals and activities of the Grand Vision, will help inform policy and resource decisions in the future. This effort may also aid in placemaking efforts and in identifying appropriate sites or areas for future housing initiatives.

#### **Long-Term Affordability**

“Long-term” or “permanent” affordable housing is made affordable, through public or other subsidies, to low- and moderate income households. Deed restrictions or other controls limit the resale price or rent for a specified number of years. Affordability may be guaranteed for periods ranging from 10 years to perpetuity. Long term affordable housing developed in location- and energy-efficient areas, with low transportation costs and

access to employment and services, provides quality housing opportunities for eligible individuals and families.

Long-term affordable housing also includes supportive housing—a term that refers to housing that is affordable to residents and linked to support services such as mental health care, substance abuse treatment, employment or job training assistance, or other services that support independent living.

A number of housing providers work to develop and manage long-term affordable housing and supportive housing in Grand Traverse County, including Homestretch, Habitat for Humanity, the Northwest Michigan Community Action Agency, Goodwill Industries, the Traverse City Housing Commission, the Foundation for Mental Health, and Addiction Treatment Services. However, limited capacity and funding, combined with high development costs, results in production levels or assistance that is not adequate to meet

demand demonstrated by waiting lists, market studies, and requests for assistance.

To enhance capacity of local housing nonprofits, affordable housing models offering “shared equity” may present opportunities to tap into existing market opportunities and foreclosure issues while providing long term affordable housing. With a shared equity approach, a subsidy or down payment assistance that is provided by a nonprofit or other housing agency can aid eligible homebuyers in purchasing homes. In return for the assistance, the housing agency shares in the benefits of any price appreciation upon the sale of the property; or the subsidy can remain with the home to lower the purchase price for subsequent homebuyers. This is similar to a “turn key” approach, in which housing agencies or local governments purchase homes within a new development, for subsequent sale or rental to income-eligible families. This model has been successful in the past and may be effective in enhancing nonprofit

capacity.

### **Accessible housing**

Accessible housing includes features designed to meet the needs of individuals with either permanent or short-term disabilities. Accessibility features vary depending on individual needs, but may include lower cabinets and appliances, wider doorways, grab bars, ramps, and tub seats. These features may be included as specifications during design and construction of a home, or housing units may be adapted for accessibility.

Accessible housing is needed by anyone who is currently disabled or may be in the future. Most individuals are expected to experience a disability at some point in their lives. And, as the nation’s population ages, accessibility features will become increasingly important in order to allow individuals to remain in their homes: studies report that over half of those aged 75 or older have difficulties with vision, hearing, mobility, or activities related to

personal care or independent living. As the population ages, demand for accessibility features in housing units are thus expected to increase.

However, available data show that 3% or less of the County’s existing housing units currently provide accessibility features. To expand accessibility options, accessibility features can be encouraged through zoning or other incentives within local policies relative to new development. In other cases, retrofits may be necessary to allow residents to remain in their homes by modifying existing homes for greater accessibility. Some accessibility retrofits for existing homes may be addressed by home rehabilitation programs.

### **Senior Housing**

As noted, local and national demographic shifts are pointing to increasing needs for senior housing and housing that meets the needs of disabled individuals.

The Grand Traverse County Commission on Aging, the Area Agency on Aging, and other organizations provide in-home support services to residents that help seniors live independently in their homes. A number of alternative models, including co-housing and village network models, may provide additional opportunities for seniors to “age in place” or live independently in their homes and communities (see sidebar, page 18).

Additional data or market studies can help quantify the demand for these models or traditional assisted living or supportive housing models; while public, private, or nonprofit partnership opportunities could help to demonstrate these models through pilot projects or other developments.

### **Temporary and Seasonal Workforce Housing**

A housing market segment often unaddressed is the community’s sizable seasonal workforce. One example is the US Coast Guard, which operates a base in

Traverse City. Operations require considerable annual turnover, with reported difficulties in finding affordable and adequate rental housing. Agricultural and resort employers also see a large seasonal influx of employees that support the region’s agricultural and tourist economies. Migrant and seasonal workers face a number of challenges in finding adequate housing, including the need for shorter lease terms, high rents in proportion to income earned, and employer difficulties in constructing and maintaining employee housing.

Opportunities may exist for networking between employers and landlords to address temporary employee housing needs. Other options include the potential for developments that provide additional housing specifically for the County’s seasonal or temporary workforce.

### **Land and Development Costs**

In Grand Traverse County’s urbanized areas—where infrastructure and services



are concentrated—limited availability of vacant land means that costs of developable land are high, particularly land that’s appropriate for affordable housing development because of its accessibility to services and transportation. Land costs have been identified by housing developers and other stakeholders as one of the primary financial barriers in developing housing. In some areas, development and housing costs are exacerbated by high benefit fees for sewer and water hookup, as well as higher tax rates.

In more rural parts of Grand Traverse



County, land costs are lower, but limited infrastructure availability impacts the funding that's available to support activities in those areas. Additionally, rural areas are typically farther from

employment centers, increasing a household's transportation expenditures. As such, while land—and, subsequently, housing—may be less expensive to purchase in these areas, the living

expenses of households in those communities may actually be substantially higher. In some cases, this may leave less money for basic needs, utility or energy costs, and home maintenance.

## Alternative Senior and Supportive Housing Models

A number of alternative models have emerged that provide opportunities for seniors and the disabled to remain in their homes as they age:

**Co-housing** refers to a housing community that is collaboratively owned and managed in order to foster community interaction. Homes may be clustered around shared facilities that provide jointly purchased or managed services; or suites in a common house can be offered to individuals willing to provide on-site services.

**Co-located housing and services** allow developments to provide social services on-site or nearby. Service providers may choose to locate near certain residential developments because of demand; or they may occur through outreach by residents or property managers.

**Villages** provide fee-paying members access to services that allow them to remain in their homes and communities as they age. Small staffs and volunteers coordinate the services, while members oversee management of the village organization.

**Naturally occurring retirement communities (NORCs)** are developments or neighborhoods in which older adults make up a large share of the residents. Such communities are not initially developed to serve an older population, but the communities develop as residents have aged in place. These communities present a natural venue for the efficient delivery of services. Residents and property managers may collaborate with nearby service providers to develop programs that address the needs of aging populations.

## Redevelopment

Mixed-use commercial areas and commercial corridors present important opportunities for housing development: sites in developed areas are often located on existing infrastructure and are close to services, jobs, and shopping. New housing development in these areas also present the potential for catalyzing new development in underutilized or blighted areas. And, in urbanized areas like the City of Traverse City, housing demand may actually *require* redevelopment of some existing commercial areas. An analysis conducted as part of the *2008 Regulatory Framework for Affordable Housing* indicates that, in the City of Traverse City, projected housing demand over the next 20 years could be accommodated only if a significant amount of residential redevelopment occurs in commercial

districts and multi-family residential districts.

However, the complexity and costs of redevelopment—which can include costs for demolition or clean-up in addition to the land costs—may impact the feasibility of building affordable housing in commercial areas. These higher development costs may be passed on to the buyers of the units.

### **Rehabilitation and Preservation**

The 2012 Housing Inventory found that housing deterioration, particularly for older mobile homes, is an issue for some of the County's housing: about 9% of homes are classified for tax assessment purposes as being in below-average condition, with evident deterioration. A number of studies have shown that deteriorating homes can have significant impacts on residents' health and quality of life.

While housing inspection or blight

ordinances exist in some communities, inspections and enforcement activities are largely complaint-driven and may not identify or address a significant number of homes. The situation is exacerbated when the property is non-homestead or rental. Currently, rental inspection ordinances are only present within the City of Traverse City for rental properties, leaving little recourse for renters or residents in other communities. Escrow accounts may be used by some renters to address needs for housing repair or rehabilitation, but renters may lack awareness or expertise needed to establish escrow or bring legal action for neglect of rental housing issues.

Additionally, there are limited financial resources available to address rental rehabilitation needs. Most rental rehabilitation programs are structured as loans or grants, which require match or investment from property owners. Because of high demand for rentals, agencies report that even lower-quality rentals are quickly rented, reducing the perceived need to make continued investment in the

property. Similarly, while a number of programs are available to homeowners for home repair and energy efficiency, limited available resources, combined with homeowner investment requirements, may affect participation in the programs.

## Objectives and Implementation Actions

<b>Objective</b>	<b><i>Build long-term affordability requirements into new and existing housing programs</i></b>
Action	Consider shared equity or turn-key approaches to augment new affordable housing development.
<b>Objective</b>	<b><i>Locate new housing development in target areas, as identified by Grand Traverse County in cooperation with local units of government.</i></b>
Action	Identify site categories within target areas that are appropriate for affordable, senior, and supportive housing development, with consideration to <ul style="list-style-type: none"> <li>• Access to employment</li> <li>• Proximity of services</li> <li>• Transit opportunities</li> <li>• Redevelopment opportunities</li> </ul>
<b>Objective</b>	<b><i>Enhance existing housing choices and future development opportunities through placemaking efforts and infrastructure enhancements in target areas.</i></b>
Action	Encourage/support the development and implementation of sub-area or placemaking plans for target areas.
Action	Encourage and support the development of pedestrian infrastructure to provide connections between residential neighborhoods and nearby services or employment.
Action	Support placemaking efforts such lighting, landscaping, and streetscape improvements in existing residential neighborhoods.
Action	Ensure that housing development is coordinated with transit accessibility, preferably with access to transit stops and/regular routes.
Action	Encourage economic investment and job creation in target areas in coordination with housing development.
Action	Encourage and support enhancements or expansions to sewer, water, and natural gas infrastructure in target areas, in coordination with housing development.

## Objectives and Implementation Actions

<b>Objective</b>	<b><i>Preserve and expand rental housing opportunities in target areas.</i></b>
Action	Expand use of project-based housing vouchers in target areas.
Action	Consider models that will convert vacant homeownership units to rentals as opportunity presents
Action	Facilitate networks or partnerships between the Coast Guard, the agricultural community, and other employers to develop or manage rentals for seasonal or temporary employees
<b>Objective</b>	<b><i>Link energy and transportation efficiency initiatives to housing efforts.</i></b>
Action	Facilitate coordination between transit providers and housing initiatives or developments.
	Facilitate coordination between energy efficiency programs and homeowners and landlords.
	Seek funding or expand rehabilitation programs to provide retrofits within existing housing units that provide energy efficiencies, i.e. low-flow toilets, etc.
<b>Objective</b>	<b><i>Provide opportunities for senior and supportive housing and related services.</i></b>
Action	Encourage new/alternative models to senior and supportive housing such as co-housing, village models, or naturally occurring retirement communities.
Action	Promote economic development benefits in senior housing.
Action	Encourage mixed-use development approaches that co-locate housing and services.
Action	Develop and facilitate partnerships to link services, for all ages and abilities, to housing.
<b>Objective</b>	<b><i>Encourage accessibility and visitability features in housing choices.</i></b>
Action	Consider using the Affordable Housing Trust Fund for accessibility retrofits or features in new builds.

## Objectives and Implementation Actions

<b>Objective</b>	<b><i>Address deteriorating housing.</i></b>
Action	Rehabilitate, and when necessary, replace deteriorating housing.
Action	Consider using allocation program or other funding sources to deconstruct vacant, deteriorated buildings.
Action	Consider additional local housing inspections or rental inspections ordinances.
Action	Consider blight or nuisance ordinance enforcement to address vacant and dilapidated structures.
Action	Partner with existing organizations to provide education or assistance relative to home maintenance.
Action	Partner with existing organizations to provide education to tenants and landlords on home rehabilitation options and tenants/landlords rights .
Action	Raise awareness of existing legal service for tenants and landlords.
Action	Facilitate partnerships with lenders and other stakeholders to provide financing for constructing or rehabilitating rental housing.
Action	Facilitate property management training programs and technical assistance.
Action	Continue and expand rehabilitation assistance programs to fund or aid in repairs, lead paint removal, and other improvements.
Action	Target deteriorating and vacant buildings for transfer to new owners who will rehabilitate them.

# Recommended Strategies: Financing & Resources

The need for affordable housing in the Grand Traverse region is great, but financial resources available to meet that need are limited.



Many funding sources are available to meet different housing needs. However, housing production efforts reflect the requirements of funding agencies and the limited capacities of existing nonprofits. Grand Traverse County and the surrounding region struggle to meet increasing and rapidly changing housing needs with limited capacities and budgets.

sources. Organizational capacity issues and lack of funding resources are significant challenges for many housing nonprofits, and create difficulties in working through predevelopment activities such as site planning, grant applications, and other financing issues, resulting in the development of only a few new affordable homes each year.

## Issues and Opportunities

### Lack of Development Capacity

Grand Traverse County is served by only several housing nonprofits or agencies, all of which operate with limited capacity that is directly linked, in many cases, to the ability to obtain state and federal funding

A number of opportunities to expand or enhance capacities have been explored by nonprofits throughout the region. Partnerships between organizations that allow nonprofits to maximize resources have been investigated and implemented in a number of regional organizations. Additional fundraising and mission-related revenue generating activities have also

## Goal: Financing & Resources

- Develop greater financial and programmatic capacities to support and enhance housing efforts of existing nonprofits.

been explored as possible avenues to enhance the development or organization capacities of nonprofits, while reducing dependence on state or federal funding sources. Revenue-generating activities such as potential market rate development, conducting rental inspections or providing other services to private sector or local governments have been discussed as having potential to meet community goals while enhancing the ability of service providers to meet housing needs. Other opportunities to enhance capacities include partnerships with state and national organizations, such as NeighborWorks, which offer training or other support for some services.

Similar capacity issues in larger or urban communities are sometimes addressed through community development organizations or community development corporations (CDCs) that offer technical assistance to small nonprofit or community-based housing organizations in development, fundraising, and grant application processes. There is currently

no organization in the County or region that is dedicated to providing these services to the housing development community in Grand Traverse County. However, by working to secure and leverage funding sources, assist in development processes, and ensure support in compliance issues, a local technical assistance provider could provide critical support for the County's limited affordable housing development capacity.

#### **Funding Criteria and Guidelines**

Because of the region's primarily rural nature and relatively high income base, many communities do not qualify for federal or state programs that rely on poverty levels, population, foreclosure rates, or the availability of certain infrastructure as eligibility criteria. As such, it's difficult to increase the funding received for many state and federal programs beyond current levels. With limited funding, many nonprofits may lack the staff capacity or experience to successfully obtain grants, loans or other funding resources.

Further, the lack of flexibility inherent in many funding programs makes it difficult for agencies to respond to changing needs; and the highly competitive, political, and unpredictable nature of some funding programs creates a great deal of uncertainty in budgeting for local programs—resulting in significant impacts on the administration and operations of these programs.

As a response to this issue, in 2010, the Grand Traverse County Board of Commissioners established the Grand Traverse County Affordable Housing Trust Fund, which provides financing for projects addressing high-priority housing needs in the County. Proceeds from the sale of tax-foreclosed properties are dedicated to the fund, and additional funding from HUD was awarded in 2010. To ensure that the fund provides long-term support for housing needs in the County, the County is currently working to develop or pursue additional grant sources and revenue.

## Land Bank Authority

Land bank authorities are public authorities that are established by county governments to acquire, hold, manage, and develop tax-foreclosed properties, as well as other vacant, blighted, obsolete, and abandoned properties.

Land bank authorities were designed to address a myriad of issues associated with tax foreclosed properties. In order to manage these and other properties more effectively, land bank authorities have a number of financing and legal tools designed to address issues including title complications, blight, or contamination. These tools can act as financial and management incentives to facilitate the development and redevelopment of properties in a way that will achieve community goals.

A land bank can take ownership of a property through the tax-foreclosure process, and can also buy land and buildings or receive donations of property. Once a property is held by a land bank, it can be sold, rented, cleaned up, redeveloped, or simply held and maintained tax-free until it's ready for sale or development. And because they were created to deal with problems often associated with tax-foreclosed properties, they have a number of additional management tools available to them. Land bank authorities can:

- Clear “dirty” titles in order to prepare properties for sale
- Qualify for brownfield status and funding, including tax increment financing (TIF), for eligible activities
- Partner or enter into contract with private, public, or nonprofit agencies for redevelopment
- Hold properties tax-free until they're ready for development
- Retain proceeds from the sale or rental of property
- Collect a portion of a specific tax on property sold by the land bank
- Borrow money, issue bonds, apply for and accept grants, and invest in property



### **Rental Vouchers and Subsidies**

Despite a number of programs that provide assistance for rentals, such as Housing Choice Vouchers (HCV), high demand for these programs results in waiting lists for HCV that are up to 5 times higher than the number of vouchers available. Applicants may not receive a voucher for two years or more. Additionally, due to nationwide housing market issues and subsequent funding complications for state and federal agencies, the amount of subsidy and rental assistance received by public housing authorities has declined, leaving fewer rental assistance options available in the face of rising need for these programs.

### **Private Sector Development**

The private sector plays a critical and irreplaceable role in the development of all types of housing—including affordable housing. Through programs such as the Low Income Housing Tax Credit program, private development interests have successfully built and managed a significant

percentage of the County’s subsidized affordable housing. Private and nonprofit partnerships have also been successful in integrating permanent affordable housing into largely market rate developments; and market-rate affordable housing will be a crucial element in implementing the goals of the Housing Strategy.

A number of opportunities exist for partnerships between public, private, nonprofit, and government sectors—including funding sources, financing tools, and zoning incentives—and can work to strengthen and enhance affordable housing development efforts County-wide. However, development processes, eligibility requirements, and compliance issues associated with affordable housing development may discourage some private investment.

### **Development Tools and Complexity**

The Grand Traverse County Land Bank Authority (LBA) provides a number of financing and development tools to

nonprofit and private sector developers working to develop affordable housing (see sidebar). Site preparation activities and expenses, infrastructure costs, and, in some cases, land purchases, can be conducted and reimbursed to developers through partnership with the LBA. Additionally, tax-foreclosed properties that are taken into ownership by the LBA are offered for sale, at the cost of taxes owed, to nonprofits. However, use of the LBA as a tool for affordable housing development has been limited. Approval procedures required for the use of LBA incentives include lengthy political processes that can add significantly to the development timeline. The complexity of incentives and the process can discourage developers—particularly first-time developers or small nonprofits with limited capacity—from using LBA tools or similar programs. Additionally, many tax foreclosures have historically been located in areas with limited services or infrastructure, creating difficulties in use of the properties for affordable housing development.

## Objectives and Implementation Action

<b>Objective</b>	<b><i>Maximize use of available resources by layering financing and targeting resources.</i></b>
Action	Target available state, local, and federal resources to projects that meet community priorities.
<b>Objective</b>	<b><i>Work to develop and support capacities of existing nonprofits.</i></b>
Action	<p>Work with local, regional, and state partners, as well as existing nonprofits, to define and establish the potential for a new public or quasi-public entity that will assist with housing development activities and financing, including:</p> <ul style="list-style-type: none"> <li>• Grant applications</li> <li>• Development processes</li> <li>• Fundraising for the County Affordable Housing Trust Fund</li> <li>• Providing additional technical assistance to housing nonprofits and developers</li> </ul>
Action	Encourage and support nonprofit partnerships with regional, state, and national organizations that can provide funding and technical support to existing nonprofits.
Action	Encourage and support nonprofit activities that generate revenue while meeting Housing Strategy objectives, such as conducting inspections or rental/property management, for other nonprofits, private sector and local governments.
<b>Objective</b>	<b><i>Capitalize and maintain the Affordable Housing Trust Fund.</i></b>
Action	Continue efforts to build the Affordable Housing Trust Fund with additional grant or revenue sources.
Action	Use the Affordable Housing Trust Fund to support high-priority housing needs as identified by ongoing data collection and study efforts.

## Objectives and Implementation Action

**Objective**      ***Use County and local programs to enhance housing initiatives.***

Action              Engage the Land Bank Authority to secure and appropriate sites in target areas through purchase or government donations.

Action              Work with banks to donate foreclosed properties to the LBA and/or housing nonprofits for redevelopment as affordable rental or ownership opportunities.

**Objective**      ***Encourage private sector investment in housing initiatives.***

Action              Provide educational resources regarding development tools available through the Land Bank Authority and Brownfield Redevelopment Authority.

Action              Investigate opportunities to streamline incentive programs to attract private investment.

Action              Facilitate or provide assistance to private sector developers on eligibility or compliance periods.

Action              Investigate partnerships with lenders regarding conversions of foreclosures to nonprofit-managed affordable rental or ownership units.

**Objective**      ***Engage employers in affordable housing development and promotion.***

Action              Investigate the potential for employer participation in the Low Income Housing Tax Credit program by allowing employers to buy equity at a predetermined rate.

Action              Work with employers to conduct employee housing surveys and questionnaires.

Action              Support and promote employer-assisted housing.

Action              Partner with State agencies and stakeholders to develop regionally-specific housing policies and flexible housing programs.

# Recommended Strategies: Planning & Zoning

Studies show that regulatory barriers like low-density zoning, complicated review procedures, and limitations on housing type can substantially raise the costs of land and construction—making new homes unaffordable for many.



A number of previous studies and analyses—including the 2007 Regulatory Barriers study, 2008 analysis for the City of Traverse City by Fregonese Associates, and the 2012 Housing Inventory—identified a number of regulatory issues that could complicate or discourage the development of affordable or diverse housing choices.

## Issues and Opportunities

### Lack of coordinated policies

All local jurisdictions in Grand Traverse County adopt and administer their own zoning. As such, zoning requirements and procedures often vary widely across borders.

A number of efforts have worked to address coordination issues. Best practice resources, guidebooks, and model ordinances, provided by state, regional, and county organizations, are available to local planning commissions on a wide variety of topics identified as common concerns. A *Guide to Permitting and Zoning* was created by the Traverse City Area Chamber of Commerce in 2011 for Grand Traverse County to provide a planning and zoning “roadmap,” with information on procedures and contacts in each jurisdiction, for property owners, business owners, and developers within the County. Additionally, the County Master Plan process—developed within the context of

## Goal: Planning & Zoning

- Coordinate planning and zoning policies that encourage greater housing choices across government boundaries.

## Zoning Terms

The following terms are defined for the purposes of this document, although multiple definitions may exist.

**High density zoning** refers to 6 or more units per acre.

**Impervious Surface Ratio (ISR)** is the allowable amount of surface that may be occupied by structures.

**Low density Zoning** is under 6 units per acre.

**Planned Unit Development (PUD)** is an alternative development option defined by individual communities. A larger parcel may be developed under more flexible guidelines, usually in exchange for providing a community benefit.

**Sliding scale zoning** or maximum density zoning allows for small lots, while limiting the overall density in an area. This method techniques can result in smaller, less expensive lots without the impacts often associated with higher density.

**Special use zoning** requires an additional approval process for land uses that are thought to need extra standards to be compatible in the defined zone.

existing local plans—has been designed with the intent of forming connections across government boundaries and issue areas to address common concerns in a coordinated manner. The Master Plan will provide a framework and platform for coordinating future planning efforts.

### Housing Type

Nearly all zoning districts in Grand Traverse County permit residential development; however, the type and density of residential development is predominantly designed for low- and moderate-density single-family housing. The lack of residential flexibility in many zoning districts may contribute to a lack of housing choices—particularly in terms of housing type—in many communities throughout the County. Including provisions in zoning for smaller housing, accessory dwelling units, townhomes, or multi-family dwelling units in target areas, as identified by the County and local units of government, may contribute to the creation of additional housing choices in the County.

### Zoning Density

The majority of the County's acreage is zoned for low-density single-family residential development: high-density residential zoning—defined as 6 or more units per acre, for the purposes of the County Housing Strategy—accounts for less than 1% of zoned property in the County.

The lack of high-density zoning, and the predominance of low-density zoning, or larger minimum lot sizes, lower the overall availability of land and translates into higher costs for land, raising housing costs. While it's often used in efforts to preserve rural and small-town character, low-density zoning can actually contribute to sprawl, while concurrently raising the costs of housing: a home on a one- or five-acre lot will cost substantially more than that same home on a quarter-acre lot. Low-density zoning can be modified in ways that will increase a community's ability to create affordable housing while preserving rural and small-town character.

## Zoning for Housing Diversity

### Inclusionary Zoning

Inclusionary zoning refers to a technique in which developers are encouraged or required to include a certain amount of affordable housing in development projects. These ordinances ensure that new growth includes a range of housing types and prices, while providing the added benefit of integrating different housing types throughout new developments and existing neighborhoods.

To encourage builders to participate in inclusionary programs, most inclusionary ordinances offer incentives that can offset costs and provide valuable flexibility for a project. Density bonuses, which allow a developer to build more units than normally allowed, are a common incentive; but incentives may also include flexibility for parking, height, and setback standards. Some ordinances also allow the developer to take advantage of inclusionary incentives, without building any affordable homes within the development. Instead, the regulations may allow the developer to build affordable homes off-site, or to pay a fee in lieu of constructing the homes. These fees, where permitted, are often paid to a community's housing trust fund to finance affordable housing programs and projects throughout the community.

### Cottage Zoning

Cottage zoning allows for developments of small, single-family homes that are clustered together around a common area, often with shared parking. Homes in a cottage housing development are generally less than 1,000 square feet in size. Their compact size can result in lower homeowner costs while providing important options for singles, empty nesters, seniors, and other small households. Cottage housing developments are often built within existing neighborhoods under provisions that permit in higher densities than regulations might normally allow, with design guidance that limits the impact of added density.

### Accessory Dwelling Units

Accessory dwelling units (ADUs) are small homes created on a lot with an existing home. Often referred to as granny flats or mother-in-law apartments, ADUs might be located within the home, as a detached unit, or above a garage or other accessory building. Because zoning generally restricts their size, ADUs are typically more affordable than full-size homes.

A number of jurisdictions provide some flexibility for density and dimensional requirements, through mechanisms such as Planned Unit Developments (PUDs). Because PUDs can take advantage of regulatory flexibility in density, site design, and use, they have more potential to contribute to affordable housing.

In existing residential areas, density increases can be another effective way to offer more potential for affordability. Raising densities in appropriate areas—such as those with access to employment, nearby services, regular transit availability, and sewer and water infrastructure—lowers the cost of land and creates more opportunity for housing development. Higher densities also allow for more economies-of-scale for builders; and when sewer, water, and other services are available, higher densities can spread service costs over more households.

However, despite a number of benefits associated with appropriately designed—

and located density, a number of concerns are commonly noted relative to density, including preservation of community character, traffic issues, and impacts to property values. To avoid these issues, any density increases or other changes must be carefully designed to balance community needs and concerns. Techniques such as sliding scale zoning or “maximum density” zoning—which allows for small lots, while limiting the overall density in an area—can result in lower land costs and smaller lots without the impacts often associated with higher density.

#### **Complicated review procedures**

Higher-density or flexible zoning—which can contribute to more housing choices—may include complex review and approval procedures that require an additional layer of review. These complicated approval processes may work as obstacles to affordable housing, particularly for medium and higher-density housing developments, which have more potential for affordability. When projects are proposed as a special use or PUD, it can be difficult to

determine compliance with subjective approval criteria. This creates delay and uncertainty for developers, which in turn can raise costs of development and may impact the feasibility of the project. Complex, lengthy review processes, combined with the uncertainty inherent in those processes, may deter developers from pursuing larger scale projects altogether.

#### **Dimensional restrictions**

Height, setback, lot width and area, density, and impervious surface ratio (ISR) requirements are intended to ensure consistent and appropriate development. However, in some cases, inflexible dimensional regulations act as barriers. By requiring that substantial portions of a lot are left open, setbacks and ISR requirements can limit opportunities for development. These restrictions, combined with lot width and area requirements, can prohibit development on smaller lots that may be appropriate for residential infill.

Inclusionary zoning or incentive zoning offers ways to provide some dimensional flexibility in a development in return for the inclusion of affordable or diverse housing types within the development (see sidebar).

### **Migrant Housing**

Grand Traverse County has an agricultural economy that depends on a large seasonal workforce. Housing for this workforce—which is made up of many migrant or temporary workers—is necessary to support the operation of the County’s agricultural economy.

The 2010 *Michigan Report on the Conditions of Migrant and Seasonal Workers* reports a number of issues with migrant housing statewide, including reports of substandard and overcrowded living conditions. The report also indicates that local government restrictions may prevent upgrades to or replacements of aging migrant housing units.

Migrant housing is licensed by the State of Michigan, and as such is not subject to county construction codes or enforcement. However, the housing must meet zoning provisions. In order to ensure that farmers and others are able to provide adequate migrant housing, migrant housing must be addressed by zoning.

### **Fair Housing**

Because the Fair Housing Act addresses dwellings as well as vacant land, which can be sold or leased for the construction of a dwelling, planning and zoning policies must take Fair Housing law and issues into consideration. Law requires that development and land use decisions not be based on the race, sex, religion, national origin, color, disability, or familial status of current or potential residents—or on neighbors’ fears that homes would be occupied by members of these protected classes. Further, uses such as affordable housing, supportive housing, or group homes for people with disabilities must not

be treated differently than other similar uses, either in zoning provisions or enforcement activities (some exceptions are made for certain types of senior housing types). Further, zoning decisions must not include discriminatory intent or have discriminatory impacts, and must also provide for reasonable accommodation for persons with disabilities.

Local governments must also consider how zoning decisions impact protected classes. Regulatory barriers that lead to prohibitively expensive residential development, prohibitions on multi-family housing, or certain definitions of the term “family” may be considered Fair Housing violations, if it can be proven that these policies have a disproportionate impact on minorities, families with children, or people with disabilities.

Regular education and review of Fair Housing issues and local government roles could be effective in addressing potential legal liabilities related to Fair Housing law.



To further ensure that these issues are addressed, the Michigan Analysis of Impediments to Fair Housing Choice recommends that local governments incorporate fair housing assurances and issues in master plans and zoning ordinances.

### **Awareness and Education Needs**

In some cases, planning commissions may not be aware of the extent of the community's housing needs or of specific strategies that can encourage more housing choices. In other cases, housing goals identified by the community may not be reflected in the community's zoning ordinance. In addition, regular turnover on planning commissions necessitates regular training and education on current issues.

These issues and others including migrant housing, Fair Housing, and housing needs may require regular review on the part of planning commissions to ensure that roles and responsibilities are clearly defined. In some cases, potential Fair Housing or other

zoning-related liabilities can be prevented with awareness and education activities. Educational activities and resources such as model language, how-to guides, training, and up-to-date information on community demographics, income, and the community housing market can help to raise awareness of the relationship between local government policies and housing issues.

## Objectives and Implementation Action

<b>Objective</b>	<b><i>Implement flexible planning and zoning policies that encourage residential development in Target Areas.</i></b>
Action	Consider higher residential densities in target areas.
Action	Consider replacing lot sizes with base or maximum densities in target areas.
Action	Consider zoning amendments to encourage infill residential development and redevelopment in target areas, particularly in brownfields or grayfields.
Action	Consider incentive zoning to include affordable housing units in new developments.
<b>Objective</b>	<b><i>Implement planning and zoning policies that provide for a greater variety of housing types, including small homes, senior or supportive housing, multi-family housing units, and accessibility features.</i></b>
Action	Consider allowing accessory dwelling units in existing residential areas in high-cost areas, per Housing Inventory.
Action	Consider zoning mechanisms that permit a variety of alternative senior or supportive housing models, including shared housing or service networks
Action	Consider overlays for smaller homes or cottage-style developments that allow for developments of small homes within
Action	Consider allowing or expanding multi-family residential districts in appropriate areas
<b>Objective</b>	<b><i>Implement mixed-use commercial and residential planning and zoning policies.</i></b>
Action	Allow mixed-use development as a by-right use in appropriate areas.
Action	Consider allowing residential uses on second floor as a by-right use in commercial buildings or districts.

## Objectives and Implementation Action

<b>Objective</b>	<b><i>Implement planning and zoning incentives to encourage affordable and/or diverse housing types.</i></b>
Action	Consider implementation of inclusionary zoning techniques that provide regulatory flexibility for developments that provide affordable or diverse housing types.
Action	Consider inclusion of affordable housing or diverse housing types as a goal or standard for approval in Planned Unit Developments (PUDs).

# Recommended Strategies: Data & Education

In a 2008 survey conducted as part of the Grand Vision, over 85% of Grand Traverse County residents expressed support for affordable housing.



Although affordable housing has broad public support, when specific affordable housing projects or initiatives are proposed, public opposition may prevent the proposal from moving forward. Often, this opposition to affordable housing is based on stereotypes classifying such developments as unattractive and of poor quality homes that reduce property values. Negative stereotypes can extend to residents of affordable housing, as well, with public perception that these residents are undesirable neighbors.

A number of studies have been conducted to investigate and address these stereotypes, and efforts on the part of regional and local housing stakeholders—

including the development of high-quality affordable housing that fits in with existing neighborhood or community character—have worked to build support for affordable housing issues among the public. However, to ensure public support for housing development, while remaining sensitive to and addressing community concerns, continued engagement on the part of housing stakeholders will be required. Ongoing data collection, education, and outreach can work to identify and address public concerns and build additional support for housing initiatives that meet residents' needs while preserving community character.

## Goals: Data and Education

- Raise awareness and support of affordable housing issues among the public.

### **Rental Data Collection**

Current, updated, detailed housing data helps communities plan for future needs and address existing housing issues.

A number of organizations, including Grand Traverse County Equalization, Goodwill, the Michigan State Housing Development Authority (MSHDA), and the Traverse Area Association of Realtors® (TAAR) collect information on rentals or assisted housing units. However, because each organization has organization-specific purposes for data collection, there is a lack of consistent methodology for collecting data on rentals, which results in different scales or elements of information that is collected.

As part of the 2012 Housing Inventory, a rental database was developed, using information provided by Grand Traverse County, MSHDA, and Goodwill. While not a complete source of rental information, the database may provide the beginnings of a “collection point” for rental housing information. Participation in a collaborative

database from organizations engaged in collecting property or rental information could result in a more comprehensive source of information on public- and privately-managed rentals.

### **Market Studies**

Applications for funding often require current, and often project- or area-specific, market studies. Additionally, up-to-date market information is critical in attracting private sector investment in affordable housing activities and in working with local governments to plan for housing needs. However, the cost of these studies can become a financial burden for small nonprofits with already-limited financial capacity.

Opportunities may exist to develop a collaborative funding model that would provide for regular updates to market studies that meet state, federal, and other financial requirements for grant applications.

### **Senior and Supportive Housing Needs**

As projections point to continued increases in the County’s senior population, housing demand for assisted living, small homes, and other senior housing choices is expected to increase. However, a market study specific to this issue has not been compiled to date. Additionally, specific studies relative to markets or projections for supportive housing needs are not comprehensively addressed in existing housing needs assessments. Senior- and/or supportive housing-specific market studies may assist in developing proposals or attracting private investment to meet those needs.

### **Local Government Outreach**

In some cases, local units of government may lack up-to-date information on the community’s housing needs or specific strategies that can encourage more housing choices; while regular turnover on planning commissions necessitates regular training and education on current issues.

Grand Traverse County, in addition to state and regional planning organizations and partners, provides a number of opportunities for local units of government to access inexpensive training and educational programs. Quarterly planning meetings are coordinated by the County to provide networking and educational opportunities for local planning commissioners, zoning administrators, and planners. Regional workshops are offered regularly by providers including the Michigan Association of Planning, the Northwest Michigan Council of Governments, and Michigan State University Extension; and free or inexpensive webinars are made available through a number of state and national planning organizations. Integrating housing discussions into these existing training programs may provide more continuous training opportunities while gaining a wider audience.

### **Public Outreach**

Despite a number of studies that address affordable housing questions and concerns, stereotypes and misunderstandings about property values, traffic, crime, building aesthetics, and residents often generate public opposition to affordable housing. Further, housing agencies and other stakeholders report a lack of awareness of existing housing programs among the general public.

A number of resources have been developed to raise awareness of these housing issues and programs among the public. Videos, fact sheets, and websites provide information on affordable housing issues, programs, and resources. However, a lack of regular funding for promotional programs limits opportunities to widely publicize these resources or issues. Working with and leveraging media outlets could help to enhance promotional efforts around housing issues and programs.

### **Fair Housing**

Fair Housing law prohibits discrimination in the sale, rental, and financing of homes based on race, ethnicity, age, familial or marital status, and disability. Fair housing discrimination can take many forms, including discriminatory lending practices zoning that prohibits certain housing types, a refusal to show, sell, or rent available housing, or intimidation or harassment on moving to a neighborhood. Between 2007-2008, 21 Fair Housing violation complaints were reported with the Michigan Department of Civil Rights (MDCR) in Grand Traverse County, 12 were filed with HUD, and 3 were reported to Michigan Fair Housing Centers. The majority of complaints were associated with rental properties, with disability status discrimination constituting about half of complaints, followed by racial and familial status discrimination. Also during that time period, 20 home hate crimes were reported, including intimidation/stalking, aggravated assault, non-aggravated assault, stolen property, and disorderly contact. Crimes were directed against

black, white, Hispanic, Jewish, and homosexual residents, as well as residents of mixed/other races or ethnicities.

The Michigan Analysis of Impediments to Fair HousingI reports a finding that “large numbers of housing consumers and housing providers are unfamiliar with fair housing laws and fair housing services.” As such, in many cases, particularly those relative to advertising on the part of small,

privately-owned rentals, Fair Housing violations may result from lack of awareness of Fair Housing law. Awareness and educational efforts directed toward landlords, realtors, and property owners can help to discourage some types of discriminatory practices; while outreach and education for local governments could address potential legal liabilities related to local zoning.

Additionally, as part of the Regional Sustainable Development Plan that is being developed with funding from a 2011 HUD Sustainable Communities Regional Planning grant, regional stakeholders will develop a Regional Analysis of Impediments to Fair Housing, with data that will provide greater direction towards furthering Fair Housing goals in Grand Traverse County.

	Total # of Complaints	Basis for Complaints	Type of Transaction	Status/Result
MDCR Complaints	21	Racial discrimination (7) Familial status (2) Disability status (10) Age discrimination (2)	Rental (18) Sales/purchase (1) Mortgage financing (2)	No probable cause finding (7) Dismissed by MDCR (2) Dropped by complainant (7) Withdrawn by complainant after adjustment (2) Conciliation/settlement agreement (3)
MFHC	3	Disability status (3)	Rental (3)	Closed—no further contact with complainant (1) Closed—insufficient evidence of unlawful discrimination (1) Adjusted for complainant; occupancy/property rights secured/maintained (1)
HUD		Racial discrimination (4) Familial status (3) Disability status (3) National origin discrimination (1) Religious discrimination (1)	Rental (11) Sales/purchase (1)	No probable cause finding (7) Dropped by complainant (1) Withdrawn by complainant—no adjustment (1) Withdrawn by complainant after adjustment (1) Conciliation/settlement agreement (2)

	Implementation Action	Partners
<b>Objective</b>	<b><i>Develop and maintain comprehensive data resources for County, local, nonprofit, and private sector reference in developing housing initiatives.</i></b>	
Action	Maintain and update Housing Inventory data annually.	
Action	Develop evaluation benchmarks or “dashboards” to measure change in major Housing Inventory indicators.	
Action	Coordinate rental data collection points to develop and maintain a current rental database.	
Action	Work with the Grand Traverse County Equalization department, the Traverse City Housing Commission, Goodwill, MSHDA, and TAAR to collect and maintain additional information on rentals.	
Action	Develop and maintain data collection methodology relative to accessibility features for homeownership and rental units.	
<b>Objective</b>	<b><i>Maintain up-to-date market studies and assessments relative to rental and ownership needs.</i></b>	
Action	Consider a collaborative funding model to support market study research, with participation from nonprofits and other users.	
<b>Objective</b>	<b><i>Work with local governments to raise awareness of housing issues and strategies.</i></b>	
Action	Work with state and regional partners to offer regular workshops and presentations to local units of government and other stakeholders on land bank, brownfield, and other incentives available through the County.	
Action	Work with state and regional partners to provide free and convenient education opportunities for planning commissioners, zoning administrators, and planners, such as webinars and “packaged” training programs, relative to housing issues and strategies.	



## Objectives and Implementation Actions

Action	<p>Work within existing local planning and zoning networks and programs to provide information relative to housing needs, strategies, and tools.</p> <ul style="list-style-type: none"> <li>• Provide information and education at quarterly planning meetings for planning commissions and planning staff.</li> <li>• Attend planning commission meetings to provide information and presentations.</li> <li>• Provide information and presentations to the local chapter of the Michigan Townships Association and other groups.</li> <li>• Provide information and presentations at the annual County planning/awards summit.</li> </ul> <p>Facilitate conversations with planning commissions to provide resources and information on developing local housing strategies.</p>
<b>Objective</b>	<b><i>Partner with existing agencies to provide information and education to homeowner, renter, landlord, and property managers about existing programs</i></b>
Action	Promote and maintain <a href="http://www.nwmhousingsearch.org">www.nwmhousingsearch.org</a>
Action	Coordinate with partners to provide education and training to homeowners, renters, and landlords on energy efficiency.
Action	Coordinate with partners to provide education and training to homeowners, renters, and landlords on housing repair and rehabilitation programs.
<b>Objective</b>	<b><i>Work with local media and communications agencies to develop additional public awareness resources.</i></b>
Action	Develop housing fact sheets, handouts, or other housing materials geared towards the general public.
Action	Develop video or other journalism to depict housing needs such as rental demand.
Action	Leverage social networks to promote and raise awareness of housing issues.
Action	Work with local media outlets to promote housing issues and initiatives.

Implementation Action

**Objective**      ***Raise awareness of housing and transportation affordability issues.***

Action              Develop fact sheets and summaries of housing transportation issues.

Action              Provide for “train the trainer” education relative to housing transportation tools to homebuyer education providers, lenders, and realtors.

**Objective**      ***Raise awareness of Fair Housing law and issues.***

Action              Provide educational workshops and other training opportunities for landlords relative to Fair Housing law.

Action              Provide educational workshops and other training opportunities for local governments relative to Fair Housing law.

Action              Develop resources such as model ordinances for local governments relative to Fair Housing Law.

# Implementation

The goals, objectives, and action items of the Housing Strategy are intended to provide a framework that will make housing accessible for all Grand Traverse County residents.



To create this framework, many of the goals, objectives, and action items will require coordinated efforts on the part of public, private, and nonprofit agencies and organizations, as well as a strong commitment from local, regional, and statewide government.

## **Grand Traverse County Board of Commissioners**

The Grand Traverse County Board of Commissioners is composed of seven commissioners, all representing one County precinct. Responsibilities include setting tax rates, authorizing expenditures and borrowing, hiring administrative staff, providing oversight of public facilities, and

other duties as necessary. The County Board has authority over the Affordable Housing Trust Fund, as well as development tools including brownfield and Land Bank Authority plans.

## **Grand Traverse County Land Bank Authority (LBA)**

Created in 2006 under the Land Bank Fast Track Act, Public Act (PA) 258 of 2003, this authority utilizes tax-reverted properties, acquired properties, and other resources for affordable housing and economic development opportunities through collaboration with community organizations and local governmental units. Core services focus on the conversion of

vacant, abandoned, and tax-delinquent properties into productive use; providing opportunities for affordable housing and economic development; and collaborating with local units of government to assist in meeting goals and objectives through development tools including tax incentives and tax increment financing. Housing-related activities to date have included a partnership with a local nonprofit to provide two sites for affordable housing, as well as the establishment of the Affordable Housing Trust Fund. The LBA will provide important support and development tools to housing stakeholders in the implementation of Housing Strategy goals.

## **Grand Traverse County Planning & Development**

The Planning & Development Department provides staff support to the Planning Commission, Brownfield Redevelopment Authority, Economic Development Corporation, Land Bank Authority, and Farmland and Open Space Preservation Board. Based on sound planning principles and ethics, the mission of the Planning & Development Department is to assist the County in the development and implementation of its vision and support its respective boards and commissions by:

- Facilitating a community-based structure for creating and promoting plans so they are broadly used as the basis for all future decision making;
- Pursuing opportunities for implementation of projects consistent with the County's vision;
- Helping the County achieve a higher level of understanding and commitment towards its potential;
- Developing partnerships with other

departments and agencies to achieve common goals;

- Nurturing public trust and community involvement by conducting all efforts in an open, accessible manner.

The Planning & Development Department will provide staff oversight and assistance in any Housing Strategy implementation activities undertaken by Grand Traverse County. The Planning & Development Department will also work towards enhancing staff capacity to support development goals identified in the Housing Strategy, through partnerships enabling the provision of technical assistance to housing stakeholders.

### **Housing Agencies and Service Providers**

Grand Traverse County is served by a network of public and nonprofit housing agencies that provide a wide variety of assistance to individuals, ranging from rental vouchers, subsidized homeownership opportunities, homebuyer education, housing repair, and emergency shelter (Appendix B). These agencies are paramount in implementing

the housing development and preservation goals of the Housing Strategy.

### **Private Sector**

The private sector plays a critical and irreplaceable role in the development of all types of housing—including affordable housing. Through programs such as the Low Income Housing Tax Credit program, private development interests have successfully built and managed a significant percentage of the County's subsidized affordable housing. Additionally, successful private and nonprofit development partnerships have been successful in integrating permanent affordable housing into largely market rate developments; and market-rate affordable housing will be a crucial element in implementing the goals of the Housing Strategy. In addition, private sector partners including lenders and realtors provide education and assistance to homeowners, homebuyers, and renters, while facilitating the financing and development of housing.

A number of opportunities exist for partnerships between public, private, nonprofit, and government sectors—including funding sources, financing tools, and zoning incentives—and can work to strengthen and enhance affordable housing development efforts County-wide.

### **Grand Vision Housing Solutions Network**

The Housing Solutions Network seeks to aid in development of a diverse mix of regional housing choices with affordable options that fit in with the small town character of the countryside, neighborhoods, villages, and cities of our region. This is accomplished by:

- Educating
- Collaborating
- Advocating
- Developing resources

The group is made up of representatives from nonprofit housing organizations, funders, lending institutions, real estate, local government, and other housing stakeholders from Antrim, Benzie, Grand Traverse, Kalkaska, Leelanau, and Wexford

Counties. The network works collaboratively to raise and leverage funding, sponsor new programs and initiatives, provide educational resources, and build awareness of housing issues.

### **Northwest Michigan Council of Governments (NWMCOG)**

The Northwest Michigan Council of Governments (NWMCOG) is a regional organization serving units of government, businesses, non-profits, community organizations, and individuals. NWMCOG facilitates and manages programs for the 10-county region of Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Leelanau, Manistee, Missaukee, and Wexford Counties. Through the Community Housing Choices and New Designs for Growth programs, NWMCOG has provided staff assistance and resources for the Grand Vision Housing Solutions Network. NWMCOG also provides technical assistance to local and county governments in housing strategy and policy development.

# Appendix A: Affordable Housing Funding Sources



## Section 8 Rental Assistance

The Section 8 rental program is federally funded and administered by the Michigan State Housing Development Authority (MSHDA) through a variety of programs:

- **Housing Choice Vouchers (HCV):** Under the HCV Program, very low-income families or individuals are issued a housing voucher and are able to choose their own housing, as long as it meets the requirements of the program. A housing subsidy is paid to the landlord directly by a public housing authority on behalf of the participant. The maximum amount of housing assistance is generally the difference between the actual rent and 30% of the participant's monthly income. The family pays the difference between the actual rent charged by the landlord and the amount subsidized by the

program. For instance, if a family earns \$14,000 per year, 30% of their monthly income is \$350. If rent is \$650 per month, the family will pay \$350, and the voucher will cover the remaining \$300. To be eligible, families must meet certain income criteria. Applicants must apply and be found eligible; if they meet the guidelines, they're placed on the waiting list. Vouchers are offered in order of the waiting list and are based on availability.

- **Homeless Assistance Recovery Program (HARP):** The MSHDA Homeless Assistance Recovery Program (HARP) provides a waiting list preference for homeless households for rental subsidy through MSHDA's HCV Program. HARP also provides the participants with collaborative supportive services through the local county Continuum of Care (CofC) service provider network.

Each CofC in the state has a Lead Agency lead agency that works with local homeless service providers to identify and certify that the applicants are homeless. The service providers will assist the HA by helping applicants to complete paperwork and other HCV program requirements, obtain security deposits, and find and maintain rental housing. When a HCV participant leaves the program, the voucher will be filled with an applicant from the HARP waiting list. When the HARP waiting list is exhausted in a county, applicants for the HCV Program will be selected from the current HCV waiting list for that county. Preference will be based on residency or employment in that county and date/time of application.

- **Project Based Vouchers (PBV):** In this program, the US Department of Housing and Urban Development (HUD) contracts with

for-profit owners of private multi-family housing, to make specific housing units available to qualified low-income households. The subsidy paid by HUD typically provides the difference between 30% of the household's income and the contract rent. PBV assistance may be attached to existing, newly constructed, or rehabilitated housing. Up to 20% of the Section 8 budget may be used for PBV.

**Community Development Block Grants (CDBG)**  
MSHDA's office of Community Development allocates Community Development Block Grant (CDBG) funding to county governments through the County Allocation Program. Most county governments use these funds to implement county-wide homeowner rehabilitation programs. Counties make deferred loans available to low-income homeowners with an income at or below 80% of the area median. Nonprofit organizations or small communities may be eligible for homeowner rehabilitation funds as part of an approved Neighborhood Preservation Program application. Emergency Shelter Grants are federally funded by HUD and MSDHA and administered through MSHDA. This program offers financial assistance to public and non-profit organizations that are responding to the needs of homeless populations through a comprehensive community-wide

planning process and implementation strategy. Funds may be used for operating and staffing costs associated with provision of supportive services in shelter or transitional housing; homelessness prevention; continuum of care coordinating expenses;

#### **Public housing projects**

Public housing was established to provide decent and safe housing for eligible low-income families, the elderly, and persons with disabilities. Public housing comes in a variety of forms, from scattered single-family housing to high rise apartments for the elderly. HUD administers federal aid to local housing authorities – public housing agencies (PHAs) that manage the housing, and provides technical and professional assistance in planning, developing, and managing public housing. Funding for these projects is administered through HUD.

#### **USDA Rural Rental and Farm Labor Housing Programs**

The US Department of Agriculture (USDA) Rural Development administers the Section 515 Rural Rental, Section 521 Rural Rental Assistance Program, and Section 514/516 Farm Labor Housing Program.

- **Section 514/516 Farm Labor Housing program:** This program provides loans and

grants for the development of on-farm and off-farm housing. Section 514 loans and Section 516 grants are provided to buy, build, improve, or repair housing for farm laborers. The range of eligible tenants was expanded in the 2008 Farm Bill to include not only persons whose income is earned in aquaculture (fish and oyster farms), agriculture, and those engaged in on-farm processing, but also those who process agricultural or aquacultural commodities off-farm. USDA Rural Development is developing regulations to implement the processing worker provision. Funds can be used to purchase a site or a leasehold interest in a site; to construct or repair housing, day care facilities, or community rooms; to pay fees to purchase durable household furnishings; and to pay construction loan interest.

- **Section 515:** Rural Rental Housing Loans are direct, competitive mortgage loans made to provide affordable multi-family rental housing for very low-, low-, and moderate-income families; the elderly; and persons with disabilities. This is primarily a direct mortgage program, but its funds may also be used to buy and improve land and to provide necessary facilities such as water and waste disposal systems. In new Section 515 projects, 95 percent of tenants

must have very low incomes. In existing projects 75 percent of new tenants must have very low incomes. Loans are for up to 50 years at an effective 1 percent interest rate. A current rate is used for the promissory note but thereafter is used only to determine maximum rent payments. These programs are administered by the Department of Agriculture.

#### **Emergency Solutions Grants (ESG)**

- Emergency Solutions Grants are federally funded and administered through MSHDA. This program offers financial assistance to public and non-profit organizations that are responding to the needs of homeless populations through a comprehensive community wide planning process and implementation strategy. Funds may be used for operating and staffing costs associated with provision of supportive services in shelter or transitional housing; homelessness prevention; and continuum of care coordinating expenses.

#### **Section 202 and Section 811 Supportive Housing Programs**

These programs provide grants and rental assistance to nonprofit developers of affordable housing for the elderly and disabled, and are administered by HUD.

- **The Section 202 Supportive Housing for the Elderly program** provides capital advances and project rental assistance under Section 202 of the Housing Act of 1959 (as amended), for housing projects serving elderly households.
- **Section 811 Supportive Housing Program** provides funding for the development and operation of supportive housing for very low-income persons with disabilities who are at least 18 years old.

#### **HOME Investment Partnerships Program**

The HOME Investment Partnerships Program provides to states and localities block grants that may be used for acquisition and rehabilitation, and new construction of rental and homeownership units and rental assistance. MSHDA receives an allocation of federal benefits from HUD and administers the funding through a variety of programs including:

- **Housing Resource Fund (HRF):** The Housing Resource Fund is a blend of federal and MSHDA resources with most of the funding coming from the HOME Investment Partnership program. As a result, the HOME program is the most likely source of funds for awards to HRF grantees, especially nonprofits.

#### **Low income housing tax credits**

Low income housing tax credits (LIHTC, also known as Section 42 credits in reference to the applicable section of the Internal Revenue Code) to developers were created under the Tax Reform Act of 1986. These credits are allocated by the federal Internal Revenue Service to state housing agencies based on state population. Tax credits may be used for new construction, rehabilitation, or acquisition and rehabilitation, and are determined by the development cost. At least 20% of the units in the project must be rent restricted and rented to individuals at or below 50% of area median income or at least 40% of the units must be rent restricted and rented to individuals at or below 60% of area median income. Properties were originally required to stay eligible for 15 years; they are now required to stay eligible for 30 years.

For-profit or nonprofit developers apply to MSHDA, which screens the project and determines the “qualified basis” of the project according to federal requirements. The qualified basis is multiplied by the federal tax credit rate to determine the maximum allowable tax credit allocation. The project must have at least eight tax credit assisted units to qualify.



## **Federal Emergency Management Agency**

### **Emergency Food and Shelter Program (EFS)**

EFS grant funds are used to supplement food, shelter, rent, mortgage and utility assistance programs for people with non-disaster-related emergencies.

## **US Dept of Health and Human Services**

Ending homelessness requires housing combined with the types of services supported by HHS programs. The delivery of treatment and services to persons experiencing homelessness are included in the activities of the Department, both in five programs specifically targeted to homeless individuals and in fourteen non-targeted, or mainstream, service delivery programs. Targeted homeless assistance programs are specifically designed for individuals or families who are experiencing homelessness. Non-targeted or Mainstream programs are designed to serve those who meet a set of eligibility criteria, which is often established by individual states, but are generally for use in serving low-income populations. Very often, persons experiencing homelessness may be eligible for services funded through these programs.

## **Michigan Department of Human Services**

**State Emergency Relief.** The State Emergency Relief (SER) Program provides immediate help to individuals and families facing conditions of extreme hardship or for emergencies that threaten health and safety. Through a combination of direct financial assistance and contracts with a network of non-profit organizations such as the Salvation Army and local Community Action Organizations, SER helps low-income households meet emergency needs such as:

- Heat & Utilities
- Home Repairs
- Relocation Assistance
- Home Ownership Services
- Burial

## **Michigan Public Services Commission**

### **Low-income Energy Assistance Grants/Low-income Energy Efficiency Grants**

The purpose of these grants is to provide shut-off and other protection for low-income customers and to promote energy efficiency by all customer classes.

# Appendix B: Housing Providers



Agency	Mission/Activities	Number of Units/Beds/ Vouchers	Geography Served	Primary funding sources
Grand Traverse County Planning & Development	Provides home rehabilitation and preservation loans and assistance		Grand Traverse	MSHDA
Foundation for Mental Health	Provides supportive leasing assistance to the 5-county area.	75 units 26 Shelter Plus Care beds	Antrim, Benzie, Grand Traverse, Kalkaska, and Leelanau Counties	MSHDA HUD Low-income housing tax credits
Goodwill Industries	Operates the Goodwill Inn homeless shelter; provides Housing First rental assistance; manages two transitional units in Benzie County; and provides supportive housing services	62 emergency shelter beds 5 emergency shelter beds (Benzie) 44 transitional housing beds	Antrim, Benzie, Grand Traverse, Kalkaska, and Leelanau Counties	MSHDA HUD Department of Human Services (DHS) Resale store profits Donations Private foundation grants
Grand Traverse Area Habitat for Humanity	Christian housing organization that builds affordable single family housing and provides 0% home loans to families below 50% of the average median income (AMI).		Grand Traverse, Kalkaska, and Leelanau Counties	MSHDA Donations Private foundations Fundraisers Resale store profits
Homestretch	Builds and manages affordable housing, both for sale and rent.	15 supportive housing beds (supportive housing partnerships) 26 supportive housing units	Antrim, Benzie, Grand Traverse, Kalkaska, and Leelanau Counties	MSHDA Low-income housing tax credits Donations

Agency	Mission/Activities	Number of Units/Beds/Vouchers	Primary funding sources
Northwest Michigan Community Action Agency	Home Rehabilitation and Housing Preservation MSHDA Property Improvement Program (PIP) MSHDA Foreclosure assistance and rescue fund MSHDA Emergency Solutions Grant (ESG) Homelessness case management Bankruptcy counseling MSHDA Family Self Sufficiency program (FSS) Homebuyer Education Individual Development Accounts (IDA)		MSHDA CDBG DHS USDA—RD HUD Dept of Energy
Salvation Army	Provides assistance for rent/mortgage payments, utilities, and emergency shelter/motel placement		FEMA Donations DHS Consumers Energy
See Con Inc.	Administers Housing Choice Vouchers (HCV)	309 Housing Choice Vouchers (HCV)	MSHDA
Third Level Crisis Center	Provides tenant-based rental assistance (TBRA) for youth through the end of 2009; and provides transitional housing for homeless youth through Pete’s Place, in cooperation with Goodwill	22 transitional housing beds (youth) 9 emergency shelter beds (youth)	MSHDA Private donations
Traverse City Housing Commission	Operates public housing rentals; administers HVC and project based voucher (PBV) programs	116 rental units for seniors and disabled persons at Riverview 198 HCV vouchers	HUD MSHDA Rents collected
Women's Resource Center	Provides tenant-based rental assistance vouchers (TBRA) and operates Helen’s House, an emergency shelter for victims of domestic violence, as well as 3 transitional homes.	59 supportive housing vouchers 3 domestic violence vouchers 37 transitional housing beds 25 emergency shelter beds	HUD MSHDA Donations Private foundations FEMA