

Housing Agency Overviews

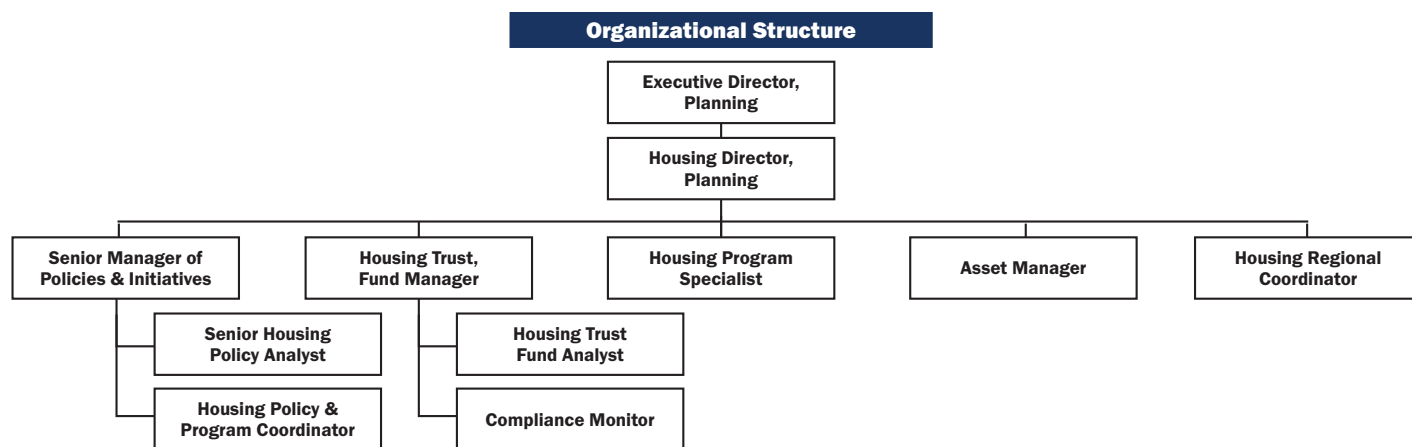
HR&A Advisors developed the following overviews of Nashville's housing agencies. The overviews are based on information gathered through direct interviews with agency stakeholders, a review of applicable ordinances, and other publicly available sources.

Housing Division

Organizational Brief and Scope

Created in January 2022 within the Planning Department, the Housing Division is Metro's first standalone office focused on housing. Staff capitalize on their technical expertise and ability to engage closely with the community to better align systems, resources, and partners in ways that create housing solutions that are affordable for all Nashvillians. The Housing Division focuses on housing strategies and advancing partnerships with non-profit and for-profit developers to create and preserve housing. Housing Division staff support the daily operations of the Barnes Fund and support the Housing Trust Fund Commission. Primary responsibilities include:

- Develop The Unified Housing Strategy and track its progress
- Create and administer housing programs, e.g. Barnes Fund, Connecting Housing to Infrastructure Program (CHIP), and Mixed-Income PILOT; PRO Housing initiatives
- Advance local housing policy efforts
- Support the Catalyst Fund
- Monitor market conditions and track housing progress through dashboard
- Stand up land bank (in progress)



Staff Composition

Housing Division: 10 total positions

- Director
- Senior Manager of Policies and Initiatives
- Senior Housing Policy Analyst
- Asset Manager
- Housing Response Coordinator
- Housing Program Specialist
- Housing Policy and Program Coordinator
- Housing Trust Fund Manager
- Housing Trust Fund Grants Analyst
- Housing Trust Fund Compliance Monitor

Funding Level

Housing Division (part of the Planning Department Budget):

- FY2024: \$1.4 million
- FY 2024: \$3 million tax abatement cap for Mixed-Income PILOT
- FY 2025: \$3 million tax abatement cap for Mixed-Income PILOT

Regulatory Authorities

Housing Division

- Planning Commission

Source: Nashville.gov; ; Metropolitan Nashville/Davidson County FY2025 Operating Budget;

Housing Trust Fund Commission

Organizational Brief and Scope

The purpose of the Housing Trust Fund Commission (HTFC) is to:

- To promote the study and development of good quality affordable housing;
- To support education about and creation and development of good quality affordable housing, both rental and ownership;
- To help create rental housing, housing for the disabled, and long-term affordable homeownership opportunities for citizens of Davidson County;
- To oversee the management and operation of the Barnes Fund for Affordable Housing (the Barnes Fund).

Additionally, the HTFC recommends Barnes Fund awards to Metro Council.

Staff Composition

The HTFC is composed of 7 members:

- 1 member designated by the board of MDHA
- 1 member of the council designated by the vice-mayor for a term of 2 years and be a non-voting member
- 1 member designated by the continuum of care homelessness planning council
- 2 members elected by a majority vote of the whole membership of the council
- 2 members appointed by the mayor and approved by the council.

All members, except the member of council designated by the vice mayor, shall serve staggered terms of 5 years each.

The HTFC is staffed by employees of the Housing Division through an MOU with the Planning Commission. Currently, the salaries of these employees are supported by the annual Barnes Fund appropriation. In addition, Metro Legal provides legal counsel to the HTFC.

Funding Level

- FY2025 budget: \$30,000,000
- FY2024 budget: \$30,000,000
- Resources from General Fund, a portion of short-term rental (STR) application fee, proceeds from the sale of tax delinquent properties, surplus funds, and ARPA funds.

Regulatory Authorities

The HTFC has authority to:

- Enter into one or more contracts with nonprofit agencies, procured under the Metropolitan Procurement Code, to assist the commission in carrying out its duties and in management of the Barnes Fund;
- Elect a chairman and such other officers as it may deem necessary to carry out the functions and duties of the commission;
- Promulgate and maintain its own regulations and bylaws;

- Conduct its affairs, to select advisory committees or panels of experts as necessary to assist in the discharge of its duties;
- Solicit, accept, and receive gifts of funds, goods, and services donated to the commission and to the Barnes Fund;
- Receive and expend any money allocated to the Barnes Fund by the metropolitan government or donated to the Barnes Fund for the purposes expressed in this chapter;
- Make recommendations to the metropolitan council regarding the awarding of grants from the Barnes Fund, including funds appropriated yearly by the metropolitan council through the operating budget ordinance, to deserving nonprofit organizations and nonprofit civic organizations, or as otherwise authorized by state law, supporting the purposes of the commission. Criteria for the awarding of such funds shall be established by the commission. The commission shall submit a recommendation to the metropolitan council for the appropriation of funds to deserving nonprofit organizations consistent with T.C.A. § 7-3-314, as it may hereafter be amended. Once funds have been appropriated by the metropolitan council to the deserving nonprofit organization(s), the commission shall enter into a grant contract with each such organization. No such grant contract shall become effective without the approval of the metropolitan department of law and director of finance.
- Perform any additional functions authorized by state law and consistent with the purpose of the commission.

Source: [Nashville.gov](https://www.nashville.gov); Metropolitan Nashville/Davidson County FY2025 Operating Budget; Metro Government of Nashville and Davidson County, Tennessee – Code of Ordinances.

Metropolitan Development and Housing Agency (MDHA)

Organizational Brief and Scope

MDHA is the public housing authority in Nashville and Davidson County. The mission of MDHA is to create quality affordable housing opportunities, support neighborhoods, strengthen communities and help build a greater Nashville.

MDHA employs nearly 350 staff members, has a budget of \$167 million and houses approximately 30,000 people, primarily through nearly 8,000 Section 8 Vouchers and more than 6,700 apartments, primarily Project-Based Rental Assistance (PBRA), at 39 properties. Included amongst these 39 properties are six mixed-income developments that MDHA owns and manages featuring subsidized, workforce and market-rate housing. MDHA also oversees a Payment in Lieu of Taxes (PILOT) program, which has helped create and preserve more than 8,800 affordable housing units in the city since its inception in 2016.

In addition, MDHA administers federally funded community development and homeless assistance funding on behalf of the Metropolitan Government of Nashville and Davidson County through its Community Development Department.

To foster urban growth, the Agency is a development authority overseeing 11 redevelopment districts and guiding neighborhood and commercial development in the urban core. For each redevelopment district, the Design Review Committee follows a set of basic principles to determine the appropriateness of a development project. For some redevelopment districts, guidelines have been adopted that are tailored to foster architectural forms and development patterns in some of Nashville’s urban neighborhoods.

MDHA has assisted the city over the years in all phases of land assembly, design and development, and has seen the initiation and completion of several downtown development projects during these decades of Nashville’s growth. Currently, MDHA is managing the Second Avenue Rebuild on behalf of the city. Previous projects include Bridgestone Arena, Nissan Stadium, Music City Center, Music City Walk of Fame, Schermerhorn Symphony Center and Nashville Public Library.

Staff Composition

~350 total budgeted positions Director

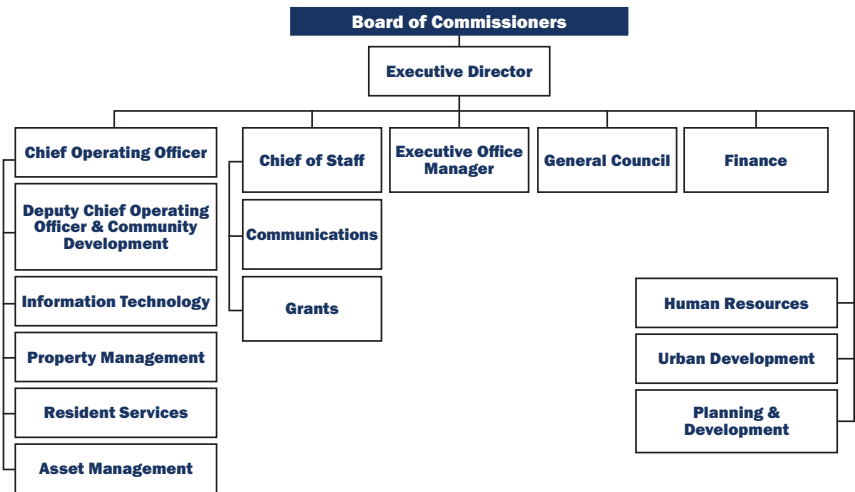
Funding Level

Budget: ~\$167 million

FY23-\$178.7M

FY22-\$179.4M

MDHA revenue is primarily driven by federal entitlements, rental income, and TIF activity.



Regulatory Authorities

Under Tennessee State law, a housing authority has the power to:

- Investigate into living, dwelling and housing conditions and into the means and methods of improving such conditions;
- Determine where unsafe, or unsanitary dwelling or housing conditions exist;
- Study and make recommendations, in cooperation with any city, municipal or regional planning commission, concerning the plan of any city or municipality located within its boundaries in relation to the problem of clearing, replanning and reconstruction of areas in which unsafe, or unsanitary dwelling or housing conditions exist, and concerning provisions for dwelling accommodations for persons of low income;
- Prepare, carry out and operate housing projects;
- Provide for the construction, reconstruction, rehabilitation, improvement, alteration or repair of any housing project or any part thereof by direct sponsorship of the authority, by the purchase of a mortgage or by the making of a mortgage loan to a not-for-profit entity or corporation. In the event it becomes necessary for an authority to issue bonds for the obtaining of capital to purchase a mortgage or the making of a mortgage loan as provided for in this section, the bond issue shall first be approved by ordinance or resolution of the local governing body;
- Own, operate, assist, or otherwise participate in one (1) or more mixed-finance projects to provide for the construction, reconstruction, rehabilitation, improvement, alteration or repair of any housing project or any part thereof. An authority may provide capital assistance, operating assistance and financing assistance to a mixed-finance project in the form of a grant, loan, guaranty, collateralization or other form of investment in the project, or other form of public or private borrowings, for the construction or rehabilitation of a housing project;
- Take over by purchase, lease or otherwise any housing project located within its boundaries undertaken by any government, or by any city or municipality located in whole or in part within its boundaries;
- Manage as agent of any city or municipality located in whole or in part within its boundaries any housing project constructed or owned by such city;
- Act as agent for the federal government in connection with the acquisition, construction, operation and/or management of a housing project or any part thereof;
- Arrange with any city or municipality located in whole or in part within its boundaries or with a government for the furnishing, replanning, installing, opening or closing of streets, roads, roadways, alleys, sidewalks or other places or facilities;
- Arrange for the acquisition by such city, municipality, or government of property, option or property rights;
- Arrange for the furnishing of property or services in connection with a project;
- Arrange with the state, its subdivisions and agencies, and any county, city or municipality of the state, to the extent that it is within the scope of each of their respective functions:
 - ◊ Cause the services customarily provided by each of them to be rendered for the benefit of such housing authority and/or the occupants of any housing projects;
 - ◊ Provide and maintain parks and sewerage, water and other facilities adjacent to or in connection with housing projects; and
 - ◊ Change the city or municipality map, to plan, replan, zone or rezone any part of the city or municipality;
- Lease or rent any of the dwellings or other accommodations or any of the lands, buildings, structures or facilities embraced in any housing project and to establish and revise the rents or charges therefor;
- Enter upon any building or property in order to conduct investigations or to make surveys or soundings;
- Purchase, lease, obtain options upon, acquire by gift, grant, bequest, devise, or otherwise, any property, real or personal or any interest therein from any person, firm, corporation, city, municipality, or government;

- Acquire by eminent domain any real property, including improvements and fixtures thereon except as provided in § 13-20-105;
- Sell, exchange, transfer, assign, or pledge any property, real or personal or any interest therein to any person, firm, corporation, municipality, city, or government;
- Own, hold, clear and improve property;
- Insure or provide for the insurance of the property or operations of the authority against such risks as the authority may deem advisable;
- Procure insurance or guarantees from the federal government of the payment of any debts or parts thereof secured by mortgages made or held by the authority on any property included in any housing project;
- Borrow money upon its bonds, notes, debentures, or other evidences of indebtedness and secure the same by pledges of its revenues, and, subject to the limitations hereinafter imposed, by mortgages upon property held or to be held by it, or in any other manner;
- In connection with any loan, agree to limitations upon its right to dispose of any housing project or part thereof or undertake additional housing projects;
- In connection with any loan by a government, agree to limitations upon the exercise of any powers conferred upon the authority by this chapter;
- Invest any funds held in reserve or sinking funds, or any funds not required for immediate disbursement, in property or securities in which savings banks may legally invest funds subject to their control;
- Make and execute contracts and other instruments necessary or convenient to the exercise of the powers of the authority;
- Enter into management contracts with other authorities outside the authority's territorial jurisdiction, which provide for the management of all or any part of the operations of an authority or all or any part of a housing project or a mixed-finance project of an authority; and
- Enter into agreements with municipalities under which the authority agrees to exercise any or all powers of an authority under this chapter relating to redevelopment or urban renewal projects for such municipality with respect to one (1) or more redevelopment or urban renewal projects, including, but not limited to, holding public hearings, preparing redevelopment and urban renewal plans and managing redevelopment projects; provided, however, that all debt related to such redevelopment projects must be issued by the housing authority for the jurisdiction subject to the agreement and the housing authority for the jurisdiction subject to the agreement must consent to such agreement by resolution. Any municipality may enter into an agreement described in this subsection (a).
- Undertake and carry out studies and analyses of the housing needs, and of the meeting of such needs, including data with respect to population and family groups and the distribution thereof according to income groups, the amount and quality of available housing and its distribution according to rentals and sales prices, employment, wages and other factors affecting the local housing needs and the meeting thereof, and make the results of such studies and analyses available to the public and the building, housing and supply industries, and may also engage in research and disseminate information on the subject of housing
- Any two (2) or more authorities may join or cooperate with one another in the exercise, either jointly or otherwise, of any or all of their powers for the purpose of financing, including the issuance of bonds, notes or other obligations and giving security therefor, planning, undertaking, owning, construction, operating or contracting with respect to a housing project or projects located within the boundaries of any one (1) or more of the authorities.
- The authority may acquire by purchase or by the exercise of its power of eminent domain as provided in § 13-20-108, any property real or personal for any housing project being constructed or operated by a government. The authority upon such terms and conditions, with or without consideration, as it shall determine, may convey title or deliver possession of such property so acquired or purchased to such government for use in connection with such housing project.
- Administer federal entitlement funds (authority delegated by Metro) in accordance with Consolidated Plan;
- Administer federal vouchers including Housing Choice and Project-Based Vouchers;
- Enact/administer TIF within redevelopment districts.

Source: www.nashville-mdha.org/history; Tennessee Code Title 13, Chapter 20, Parts 104, 106, 107, and 109

Office of Homeless Services (and Homelessness Planning Council)

Organizational Brief and Scope

The Office of Homeless Services (OHS) restores hope and dignity to Nashville's unhoused neighbors by collaborating with the community, providing a network of service providers and guiding a data driven, innovative, and trauma-informed Housing First approach, offered with a spirit of deep compassion, care and commitment. Its vision is to secure attainable and accessible housing for all Nashvillians. Key functions:

- **Data Management:** Collect and analyze community partners' data entered into the Homeless Management Information System (HMIS)
- **Asset Management:** Provide oversight to Metro Nashville and Davidson County's Permanent Supportive Housing for our Nashville neighbors exiting homelessness.
- **Collaborative Partnerships:** Convening government agencies, property managers, community partners, philanthropic and faith-based communities around on common goal to end homelessness in Nashville.
- **Grant and Resource Management:** Manage federal, stated, and local funding opportunities.

OHS comprises six teams that support direct service providers and connect unhoused residents to services they need:

- **Community Outreach:** Engaging with and assisting those experiencing homelessness.
- **Emergency Services:** Providing immediate support and resources.
- **Coordinated Entry:** Streamlining access to housing and services.
- **Homelessness Management Information System (HMIS):** Managing data to inform decisions.
- **Landlord Engagement:** Building partnerships with property owners to increase housing options.
- **Planning and Research:** Developing strategies and analyzing data to improve outcomes.

The Office of Homeless Services provides staff and resources to assist the Homelessness Planning Council in carrying out their duties and responsibilities. The mission of the Homelessness Planning Council (HPC) is to ensure orderly operations of the Continuum of Care (CoC), with the goal of unifying Nashville's efforts to build an effective Housing Crisis Resolution System. The Homelessness Planning Council is an independent entity that was created by Metro Council to serve as the administrative body for the Continuum of Care and coordinate the homelessness response in Nashville. It has the following responsibilities:

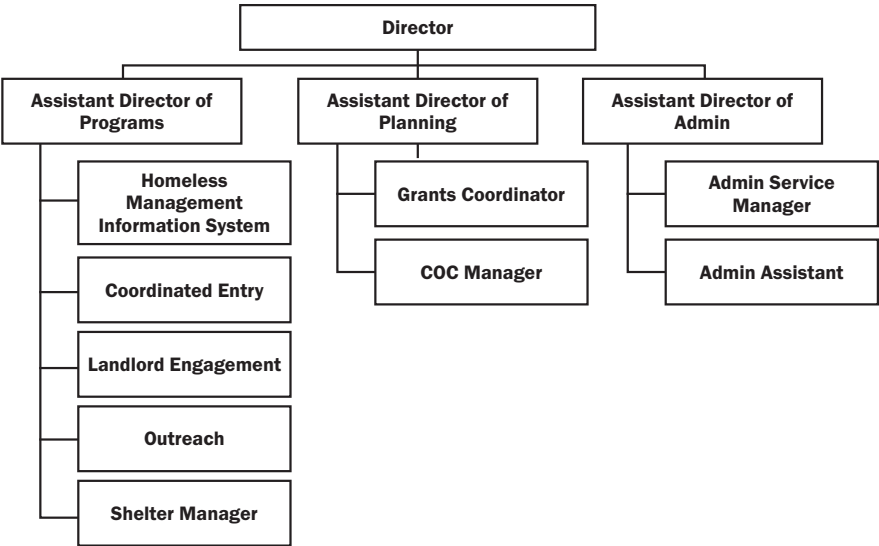
- To implement a coordinated and focused approach to ending homelessness and to develop measurable objectives;
- To fulfill all duties and responsibilities as the governance board for the Nashville Davidson County Continuum of Care, including compliance with 24 C.F.R. Part 578;
- To hold regular meetings open to the public with published agendas;
- To assure participation of all stakeholders, including persons experiencing homelessness;
- To maintain accurate, current data on homeless populations; and
- To educate the public, service providers, and other interested parties on issues related to homelessness.

The Nashville Davidson County Continuum of Care was established pursuant to federal regulations, including 24 C.F.R. Part 578, to create a collaborative, inclusive, community-based/inspired process and approach to planning and managing effective homeless assistance resources and programs to end homelessness in our community.

Staff Composition

Office of Homeless Services: 34 total budgeted positions

Homelessness Planning Council: 25 members, including 14 members elected by the Continuum of Care General Membership, 8 members appointed by the mayor, 3 members of the Metro Council appointed by the vice mayor, and at least five members of the Homelessness Planning Council with current or past lived experience of homelessness.



Funding Level

FY2025 budget: \$5,603,300

FY2024 budget: \$5,524,900

Supported by general fund and special revenue fund.

Regulatory Authorities

- Administer homelessness policy and programs
- Coordinate with MDHA to support the homelessness Continuum of Care (CoC) and serve as the CoC applicant
- Serve as consulting party to permanent supportive housing efforts

Source: Nashville.gov; Metropolitan Nashville/Davidson County FY2025 Operating Budget; Metro Government of Nashville and Davidson County, Tennessee – Code of Ordinances Title 2, Division IV, Chapter 144, Parts 020 and 030; nashville-mdha.org/community-development-department/about-the-continuum-of-care/.

Planning Department and Planning Commission

Organizational Brief and Scope

The Planning Department provides design guidance, reviews zoning and subdivision applications, and shapes public policy related to growth, preservation, and development. The Planning Department also provides recommendations to the Planning Commission, to whom the Planning Director reports.

The Planning Commission guides growth and development as Nashville and Davidson County evolve into a more socially, economically and environmentally sustainable community, with a commitment to the preservation of important assets, efficient use of public infrastructure, distinctive and diverse neighborhood character, free and open civic life, and choices in housing and transportation.

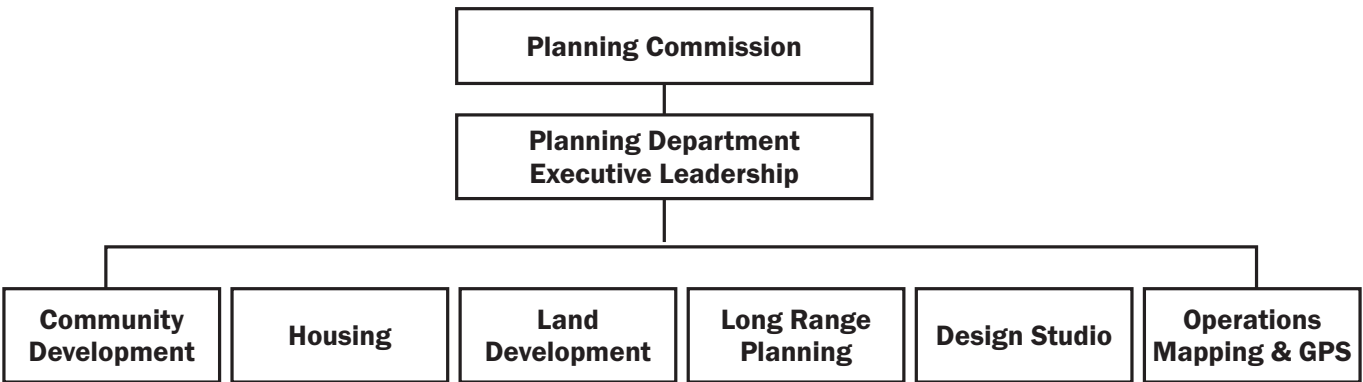
According to the most recent Metro Budget, the Planning Department includes various lines of business, including the following.

- Executive Leadership
- Mapping and Geographical Data Maintenance
- Housing
- Land Development Planning Policy and Design
- The organizational chart below indicates additional business lines.

Staff Composition

88 total budgeted positions (Planning Department)

The Commission consists of 10 members, including the Mayor and a Metropolitan Council member. The other 8 are appointed by the Mayor.



Funding Level

FY 2025 Operating Budget: \$64,540,700

Supported by General Fund and Special Purpose Fund

Regulatory Authorities

The Planning Commission has the duties and responsibilities with respect to general planning, zoning and subdivision regulations as are granted by title 13 of the Tennessee Annotated Code and also as granted by ordinance. In fulfilling these, it has the authority to:

- Employ personnel and enter into contracts for such services as it may require;
- Enter into agreements and receive grants or gifts for planning purposes;
- Require reasonably timed information from other agencies;
- Examine and survey land and place and maintain monuments;
- Make, amend, and add to the master or general development plan;
- Control the platting or subdividing of land;
- Draft an official map of the area;
- Make and adopt a zoning plan;
- Make and adopt plans for clearance and rebuilding of slum areas and for the improvement of blighted areas;
- Make and adopt plans for the replanning, conservation, improvements, and renewal of neighborhoods, planning units, and communities;
- Submit an annual list of recommended capital improvements to the mayor;
- Promote public interest in and understanding of planning and its organization and operation, the master or general plan and its constituent parts, and the implementation of planning, including zoning, subdivision regulation, urban renewal, the official map and capital improvements programming.

Source: nashville.gov; Metropolitan Nashville/Davidson County FY2025 Operating Budget; Code of the Metropolitan Government of Nashville and Davidson County, Tennessee, Charter, Part 1, Article 11, Chapter 5

Industrial Development Board

Organizational Brief and Scope

The function of the Industrial Development Board (IDB) is to acquire, own, lease, and dispose of properties to the end that corporations may be able to promote industry and develop trade by inducing manufacturing, industrial, and commercial enterprises to locate in Nashville.

The Board is an organization legally separate from Metro, but for which Metro has financial responsibility. The IDB issues industrial development bonds to support economic development projects, which may include housing. It also administers TIF financing outside of redevelopment districts. It is considered an instrumentality of Metro.

Staff Composition

n/a – 1 FTE in Mayor's Office serves the role of executive director, but the IDB has no authorized FTEs.

9 board members each with 6-year terms, not including Mayor's Office representative.

Funding Level

N/A

Regulatory Authorities

The Board is authorized to:

- Acquire, own, lease, and dispose of projects and properties;
- To issue bonds for the purpose of carrying out its powers;
- To mortgage and pledge its projects, revenues, and receipts;
- To employ and pay employees and agents deemed necessary for its business;
- To exercise all powers expressly given in its certificate of incorporation and to establish by-laws and make rules and regulations to manage its own affairs.

Source: nashville.gov; Code of the Metropolitan Government of Nashville and Davidson County, Tennessee, Title 5, Division I; Tennessee Code Title 7, Chapter 53

Health and Educational Facilities Board (HEFB)

Organizational Brief and Scope

The HEFB exists to encourage and promote the improvement and maintenance of citizens' health and living conditions.

A public, nonprofit corporation authorized to issue revenue bonds and loan the proceeds. It has a board of seven members nominated and elected by the Metropolitan County Council. The HEFB issues multifamily revenue bonds, required for all 4% LIHTC projects, and reviews/approves the Mixed-Income Housing PILOT. It is considered an instrumentality of Metro.

Staff Composition

n/a – bond counsel (contractual service).

7 board members with 6-year terms.

Funding Level

N/A

Regulatory Authorities

The Board is authorized to issue revenue bonds and loan the proceeds to finance the acquisition, construction, development, rehabilitation, and improvement of health, educational, and multifamily housing facilities. The types of eligible borrowers are determined by State statute.

The Board considers resolutions approving financing documents at public meetings and holds public hearings if required.

Source: Nashville.gov