



# EMERGING STRATEGIES IN AFFORDABLE HOUSING



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## SECTION ONE:

# INTRODUCTION AND RESEARCH METHODOLOGY

Rent prices in St. Petersburg increased by 24% over the course of 2021, leaving renters of multiple income brackets unduly burdened by the cost of rent.<sup>1</sup> Supply for affordable housing is trailing demand, as can be seen from the long wait lists for public housing and affordable developments.<sup>2</sup> **It is urgent that the mayor's office put forward a plan for mitigating St. Petersburg's affordable housing crisis.**

Given the immediate need to address housing affordability in St. Petersburg, this research aimed to answer four interrelated questions:

1. What does "affordable housing" mean for St. Petersburg?
2. What factors have caused St. Petersburg's current housing crisis?
3. What policies are most effective for addressing housing affordability?
4. Who do various policy options serve, and who do they exclude?

## METHODOLOGY

To address these questions, we utilized both primary and secondary research methods. In regards to primary research, we identified several individuals involved in housing, advocacy, and real estate development across St. Petersburg and Pinellas County. In total, we conducted seventeen interviews,

and many individuals who we interviewed provided additional housing resources and reports. Upon completing interviews, we aggregated interview data and identified common themes to develop a holistic perspective on housing affordability in St. Petersburg.

Throughout our interviews, all parties shared an interest in St. Pete having enough housing to match the needs of its residents. Some groups, such as the St. Pete Tenants' Union, prioritized stabilizing rent prices. Other groups, such as housing nonprofits, were most concerned with expanding the supply of available housing. Both developers and nonprofits were interested in zoning laws as a tool for expanding housing. For a more detailed analysis of stakeholders, see Appendix A.

In regards to quantitative research, we used data from the Shimberg Institute for Housing Studies' data clearing house to analyze housing cost burden by AMI for renters and homeowners in St. Petersburg. For the scope of this project, we define "investors" as buyers with certain keywords in their names, including "LLC," "Trust" "Homes" and "Corp.," which aim to capture both large, institutional real estate investment corporations and mom-and-pop companies. We compiled our data by combing through Pinellas County Property Appraiser records. Housing data was also compiled from the U. S. Census Bureau Building Permits Survey.



# CRITERIA FOR SUCCESS

The following criteria guided our research while evaluating emerging strategies in affordable housing.

**ADMINISTRATIVE FEASIBILITY:** Strategies should represent a reasonable administrative lift for the city, ideally building on existing city resources.

**CLIMATE SUSTAINABILITY:** Strategies should consider rising sea levels and placement in Coastal High Hazard Area, recognizing that this classification applies to 41% of St. Petersburg's land mass.<sup>3</sup>

**EQUITY:** Strategies should address the unique needs of different constituencies, considering racial equity as well as the needs of St. Petersburg's most vulnerable populations, including the disabled and elderly.

**POLITICAL FEASIBILITY:** Strategies should be tailored to the political realities of Florida, as well as recognizing the diverse priorities of different constituent groups.

**TARGETEDNESS:** Strategies should target the problems of rising rental prices and the affordable housing supply.

**TIMELINESS:** While many valuable strategies will take time to implement, strategies should recognize the urgency of the housing crisis and its impact on residents' everyday lives.



## SECTION TWO:

# THE STATE OF HOUSING IN ST. PETERSBURG

St. Petersburg is in a housing crisis. The price of new rentals jumped 24.6% in 2021, demonstrating the third highest jump in the cost of rent in the entire country. As demand for housing has increased, supply has not kept up.

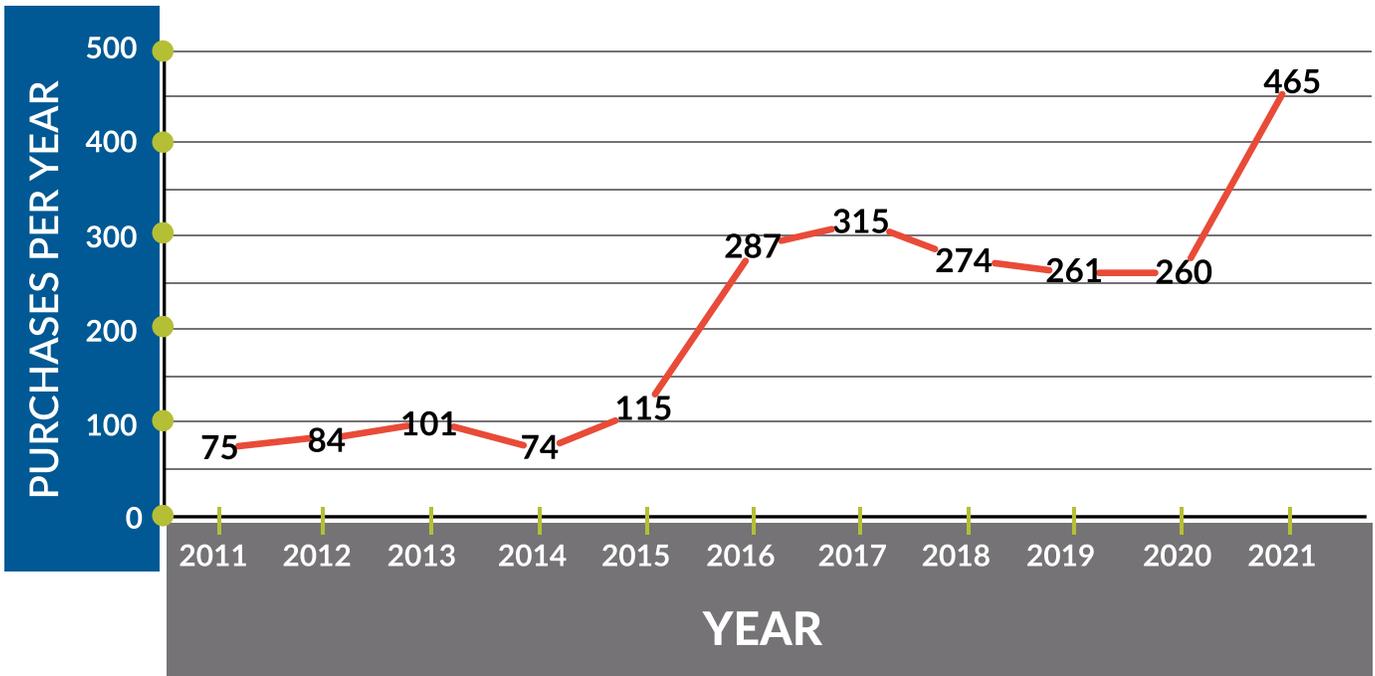
Experts have several theories to explain the gap between supply and demand. First, COVID-19 led to an influx of remote workers with higher-paying jobs, who were able to afford a higher rent. Secondly, St. Petersburg contends with limited land capacity, older housing stock, and an extended approval system; several interviewees reported that St. Pete had the longest approval time of any municipality in Tampa Bay. Third, the prevalence of month-to-month leases in St. Petersburg made it easy for landlords to not renew a lease without formally evicting a tenant. As developers reported, it is more likely to see a price increase for a new lease than for a renewed lease. Finally, corporate investor purchases have grown at exponential rates in the past 10 years, calling into question who is in control of the housing supply.

## LAND PURCHASES IN ST. PETE

From 2020 to 2021, investor purchases of residential land increased by 79%, demonstrating the enormous interest of the market in our community. The data in Figure 1 demonstrates the trend toward investor residential purchases, with a 520% growth in the years 2011 to 2021. This figure is particularly troubling as we found that the City of St. Petersburg only purchased a total of 23 residentially zoned lots in the same 10-year span.<sup>4</sup>



Figure 1: INVESTOR RESIDENTIAL PURCHASES, 2011-2021

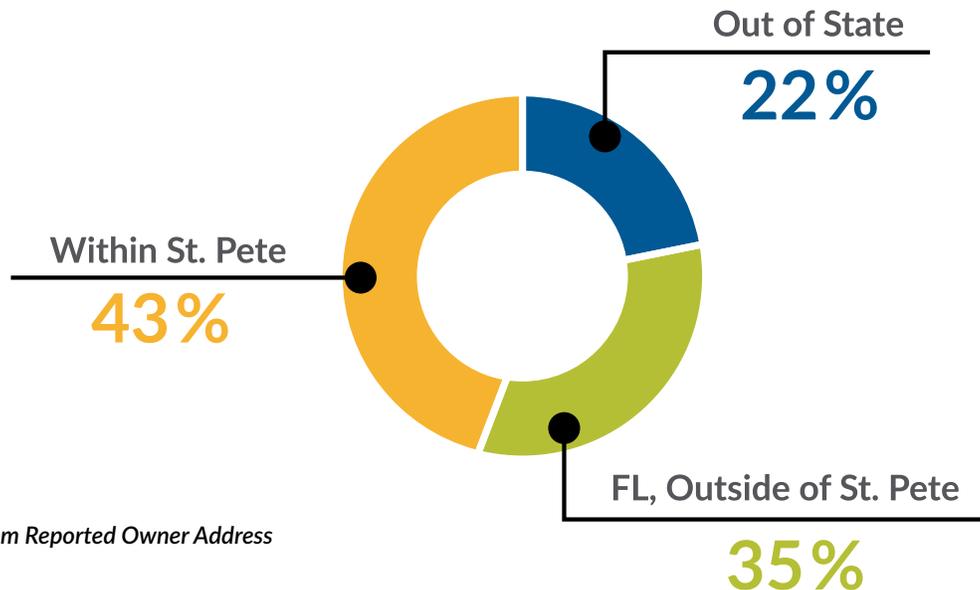


Source: Pinellas County Property Appraiser

We found that 43% of investor purchasers have established addresses within St. Pete's boundaries as found in Property Appraiser records, and a growing number of investors are located within the State of Florida, contrary to many of our interviewees' predictions of out-of-state buyers. We acknowledge

the possibilities of outside entities using Florida corporation filings to obfuscate real estate dealings, and include such as a limitation of our research. Specific zip code trends and other relevant findings regarding land purchases can be found in Appendix B.

Figure 2: RESIDENTIAL PURCHASES BY INVESTOR LOCATION, 2011-2021



Source: From Reported Owner Address

# DATA ON HOUSING AFFORDABILITY

The following tables present data adapted from the Shimberg Institute regarding housing cost burden in St. Petersburg. The data reveal that nearly one half of renters in St. Petersburg, as well as one fourth of homeowners, are cost-burdened, spending greater than 30% of their income on housing. In addition, 11% of homeowners and 23% of renters spend greater than half of their income on housing, which represents a significant cost burden.

The data is even more stark when disaggregated by income level. While homeowners are consistently less cost-burdened than renters, an overwhelming majority of low-income residents in both categories are cost-burdened. For example, 51% of homeowners with a household income below 50% AMI spend greater than half of their income on housing; for renters in that same bracket, the number jumps to 69%.

For a more in-depth look at housing affordability, see tables below.

TABLE 1:  
ST. PETERSBURG RENTER HOUSEHOLDS, COST BURDEN BY INCOME, 2020 ESTIMATE

HOUSING COST BURDEN							
Household Income	30% or Less		30.1 - 50%		More than 50%		Total # of Households Income
30% AMI or less	580	9%	505	8%	5067	82%	6152
30.01% - 50% AMI	810	14%	1820	32%	3084	54%	5714
50.01 - 80% AMI	2355	26%	5072	57%	1488	17%	8915
80.01 - 100% AMI	2992	65%	1493	33%	92	2%	4577
Greater than 100% AMI	16286	91%	1544	9%	158	1%	17988
Total	23023	53%	10434	24%	9889	23%	43346

TABLE 2:  
ST. PETERSBURG OWNER-OCCUPIED HOUSEHOLDS, COST BURDEN BY INCOME, 2020 ESTIMATE

HOUSING COST BURDEN							
Household Income	30% or Less		30.1 - 50%		More than 50%		Total # of Households Income
30% AMI or less	499	13%	477	13%	2734	74%	3710
30.01% - 50% AMI	2044	36%	1600	28%	2054	36%	5698
50.01 - 80% AMI	4618	52%	2619	30%	1578	18%	8815
80.01 - 100% AMI	3862	66%	1468	25%	488	8%	5818
Greater than 100% AMI	40415	91%	3315	7%	515	1%	44245
Total	51438	75%	9479	14%	7369	11%	68286

# PATTERNS IN BUILDING CONSTRUCTION

In our initial research, we chose three comparison cities to identify their affordable housing initiatives. Orlando, FL is similar to St. Petersburg in population size and governed by the same legislative constraints. Chula Vista, CA also has a similar population size to St. Petersburg, as well as proximity to the ocean—a defining trait of St. Pete. Unlike Florida, California allows rent control, so in Chula Vista we were able to explore rent control as an existing housing policy. Finally, Norfolk, VA has a similar population size, similar proximity to the ocean, and a similar population growth rate. Rent control is also preempted in Virginia, meaning Norfolk’s housing policies are more likely to be feasible in St. Petersburg.

The following tables present data adapted from the U. S. Census Bureau Building Permits Survey.

We found that the St. Pete region has seen a decrease in construction of multi-family housing, particularly structures with more than 5 units, even when benchmarked with comparable regions. We found a 52% decrease in the past 5 years of the total number of new structures with 5 units or more, constructed in the Tampa-St. Petersburg-Clearwater, FL region, a stark contrast to the neighboring Orlando-Kissimmee-Sanford, FL area, which showed a 632% increase in new builds of multi-family structures. Land availability is a key component when examining these statistics, but the overall trends of the St. Petersburg Metropolitan area point toward a decrease in multi-family construction overall, and an increase in single-family housing construction. These results are in direct conflict with the City’s proposed goals. Further data can be found in Appendix B.

## NEW PRIVATELY OWNED HOUSING UNITS 5 YEAR CHANGE 2016-2020

Metropolitan Area	Total Permits	1 Unit	2 Units	3-4 Units	5 Units or more	# Structures 5+
Tampa - St.Petersburg - Clearwater, FL	15%	51%	3%	-49%	-40%	-52%
Orlando - Kissimmee - Sanford, FL	5%	-90%	39%	-32%	1%	632%
San Diego - Carlsbad, CA	-12%	23%	-39%	23%	-24%	-16%
Virginia Beach - Norfolk - Newport News, VA-NC	12%	28%	-80%	-49%	-15%	-40%

Source: U.S. Census Bureau Building Permits Survey

## SECTION THREE:

# EMERGENCY RENT STABILIZATION

## OVERVIEW

Rent control, also referred to as rent stabilization, is a government mechanism to limit the increase of rental prices. Rent control laws typically have two related goals: “to maintain existing affordable housing and to limit disruptions caused by rapid rent increases.”<sup>6</sup> Although early local rent-control policies imposed strict price ceilings, most local regulations today are rent stabilization efforts, which allow for scheduled rent increases.

## WHAT DOES FLORIDA LAW SAY?

Florida Statute Title XII. Municipalities § 166.043 preempts rent control broadly, but permits one-year emergency rent control, if the city council declares a housing state of emergency and residents vote in favor of it.

- (2) No law, ordinance, rule, or other measure which would have the effect of imposing controls on rents shall be adopted or maintained in effect except as provided herein and unless it is found and determined, as hereinafter provided, that such controls are necessary and proper to eliminate an existing housing emergency which is so grave as to constitute a serious menace to the general public.
- (3) Any law, ordinance, rule, or other measure which has the effect of imposing controls on rents shall terminate and expire within 1 year and shall not be extended or renewed except by the adoption of a new measure meeting all the requirements of this section....
- (a) Such measure is duly adopted by the governing body of such entity of local government, after notice and public hearing, in accordance with all applicable provisions of the Florida and United States Constitutions, the charter or charters governing such entity of local government, this section, and any other applicable laws.
- (b) Such governing body makes and recites in such measure its findings establishing the existence in fact of a housing emergency so grave as to constitute a serious menace to the general public and that such controls are necessary and proper to eliminate such grave housing emergency.
- (c) Such measure is approved by the voters in such municipality, county, or other entity of local government.
- (6) In any court action brought to challenge the validity of rent control imposed pursuant to the provisions of this section, the evidentiary effect of any findings or recitations required by subsection (5) shall be limited to imposing upon any party challenging the validity of such measure the burden of going forward with the evidence, and the burden of proof (that is, the risk of non-persuasion) shall rest upon any party seeking to have the measure upheld.<sup>7</sup>



## EMERGENCY RENT CONTROL / STABILIZATION FEEDBACK

### BENEFITS

- Responds to immediate constituent concerns

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- Stopping rent increases for the period of a year

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- Supported by tenants

### DRAWBACKS

- Potential of challenge by state legislature

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- Not supported by developers

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- Concerns about housing supply shortage

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- Enforcement infrastructure

## IMPLEMENTATION AND MITIGATION:

### WITH RENT STABILIZATION:

If the city proceeds with rent stabilization, the following considerations may guide the first steps:

1. **SET A RATE:** The most common method is to link rent increases to the Consumer Price Index (CPI), meaning rental prices will rise with the rate of inflation.<sup>8</sup> In California, which has allowed rent control since 1979, this method meets the “fair return” standard for ensuring landlords get a fair return on their investment to cover operating costs. According to a fair returns study by the City of San Jose, setting a rent control rate anywhere between 40% and 100% of CPI increase should enable landlords to cover increased operating costs.<sup>9</sup>
2. **SELECT AN ENFORCEMENT INFRASTRUCTURE:** Most places with rent control operate on a tenant-initiated complaint system. The city may appoint or elect a board to investigate such complaints. The city should also be aware of the equity implications of a tenant-initiated system, making sure that all residents have the tools to initiate a complaint.<sup>10</sup>

3. **DETERMINE A VOTING TIMELINE:** The administration must assess the best timing for a citywide vote, paying attention to costs, administrative feasibility, and time needed to raise awareness.

### WITHOUT RENT STABILIZATION:

While St. Petersburg may choose not to proceed with rent control, it is critical that residents are supported by the administration in dealing with rising rental prices. If residents feel that the City is deprioritizing affordable housing, many advocates and activists will continue to call for further demonstrations and protests. Accordingly, the City should consider the following actions to address resident concerns:

1. **INCENTIVIZE LANDLORDS TO LOWER RENT.** The City of St. Petersburg should explore programs in which the city incentivizes landlords to limit rental price increases. This should include but not be limited to direct cash transfers to landlords who provide lower rents.

2. **PUBLICIZE HOUSING AFFORDABILITY EFFORTS.** In an effort to be transparent with residents, the City of St. Petersburg should consider documenting all past, current, and future planned housing affordability initiatives in a tracker that will be live on the city's website. This should be a public tracker that residents can easily access to review to understand what progress has been made thus far and know the next steps that the city is pursuing.
3. **EDUCATE KEY STAKEHOLDERS.** The City of St. Petersburg should further scale current education efforts to ensure that landlords and developers, as well as homeowners associations, understand the needs of affordable housing in St. Petersburg. This community outreach should address the benefits of affordable housing, the needs of low-income and middle-income residents, and how affordable housing addresses racial equity. Lastly, the city should showcase success stories of individuals and families that have benefited from affordable housing initiatives.

4. **PROTECT VULNERABLE CITIZENS.** The City of St. Petersburg should spearhead initiatives to protect its most vulnerable citizens (senior citizens, children, disabled people). For example, the city could provide a restricted housing subsidy to seniors whose SS benefits don't fully cover their living costs.
5. **ADDRESS RESIDUAL-INCOME BURDENS.** As outlined by Joint Center for Housing Studies of Harvard University as residual-income burdens, the city should "explore initiatives to support households which do not have enough income left over to afford a basic but comfortable standard of living after paying rent and utilities each month."<sup>11</sup> Types of policy intervention that would address residual-income burdens could focus on initiatives that address childcare, transportation, healthcare, and food.



## SECTION FOUR:

# UPZONING

Upzoning refers to the process of changing a zoning code to increase the amount of development allowed in the future.<sup>12</sup> Upzoning frequently comes up in conversations about the “missing middle”, which refers to the space for multi-family buildings between the single-family home and the mass apartment complex.<sup>13</sup> Examples of missing middle housing include duplexes and accessory dwelling units (ADUs).

## THE UPZONING DEBATE

### Proponents of upzoning argue:

- Denser construction increases the housing supply, and design standards can be used to ensure a consistent neighborhood culture.<sup>14</sup>
- Upzoning slows displacement by enabling people to stay in their neighborhoods at more affordable rates.<sup>15</sup>
- Denser construction links housing policy with climate policy by reducing energy consumption per family, and upzoning near public transit areas gives people an opportunity to drive less, thus reducing their carbon footprint.<sup>16</sup>

### However, critics of upzoning raise several noteworthy concerns:

- The possibility of upzoning doesn't necessarily translate to developers taking advantage of the opportunity.<sup>17</sup>

- New market-rate housing is unlikely to be affordable to low-income families. For example, in New York City's upzoning efforts since 2014, only 19% of completed housing units citywide are affordable while 81% are market rate. Of those affordable units completed, only 28% were deeply affordable (serving 50% AMI and below).<sup>18</sup>
- Upzoning in low-income communities is likely to have a negative effect on housing affordability, since those neighborhoods have the highest percentage of affordable housing already.<sup>19</sup>

The NoMa neighborhood in Washington, D.C. provides an example of successful upzoning. The city upzoned land by Union Station to create a 358-acre mixed-use neighborhood, and by 2012, NoMa was contributing \$49 million more annually to the city in property taxes than it had in 2006. How did this happen? NoMa was in a high-demand location that provided proximity to the city's major multimodal transit hub, as well as an easy commute for people who worked nearby.

The consensus among researchers is that the most successful upzoning is targeted toward middle- or upper-income neighborhoods that aren't producing their share of affordable housing.<sup>20</sup> For further information on upzoning, see research compiled by the transition team.



## SECTION FIVE:

# INCLUSIONARY ZONING

## OVERVIEW

Inclusionary zoning is an affordable housing tool that requires market-rate developers to also develop some affordable units—typically a percentage of the total number of units. The Florida Housing Coalition explains that inclusionary zoning requirements are typically flexible: “they may allow developers to build affordable units at a site other than the market-rate development...or they may accept fees or land donation in lieu of the development of affordable units.”<sup>21</sup>

In 2019, the state legislature passed HB 7103, which requires a city or county to “provide certain incentives to fully offset all costs to the developer of its affordable housing contribution.”<sup>22</sup> While this statute limits the city’s ability to require inclusionary zoning, St. Pete still has many tools at its disposal for meeting this requirement. The Florida Housing Coalition suggests, “Local governments can do so by providing incentives such as density or intensity bonuses, reducing or waiving fees, or by granting other incentives. Local governments can also offset costs by granting an up-zoning that raises the value of the developer’s property.”<sup>23</sup>

## ST. PETE LEADS IN AFFORDABLE HOUSING ZONING...WILL DEVELOPMENT FOLLOW NEW LAWS?

St. Petersburg is the first city in Florida to use HB 1339,<sup>24</sup> a new state law that helps officials more easily approve affordable housing. Under HB 1339, local governments can allow developers to apply to build

affordable housing in any location, regardless of zoning restrictions. In St. Pete, developers can apply to build affordable housing on land zoned as Neighborhood Suburban, Neighborhood Traditional, Industrial Suburban, and Industrial Traditional.<sup>25</sup> However, it is unclear as of yet whether developers will take advantage of this opportunity, leading to criticism of the market-based approach.

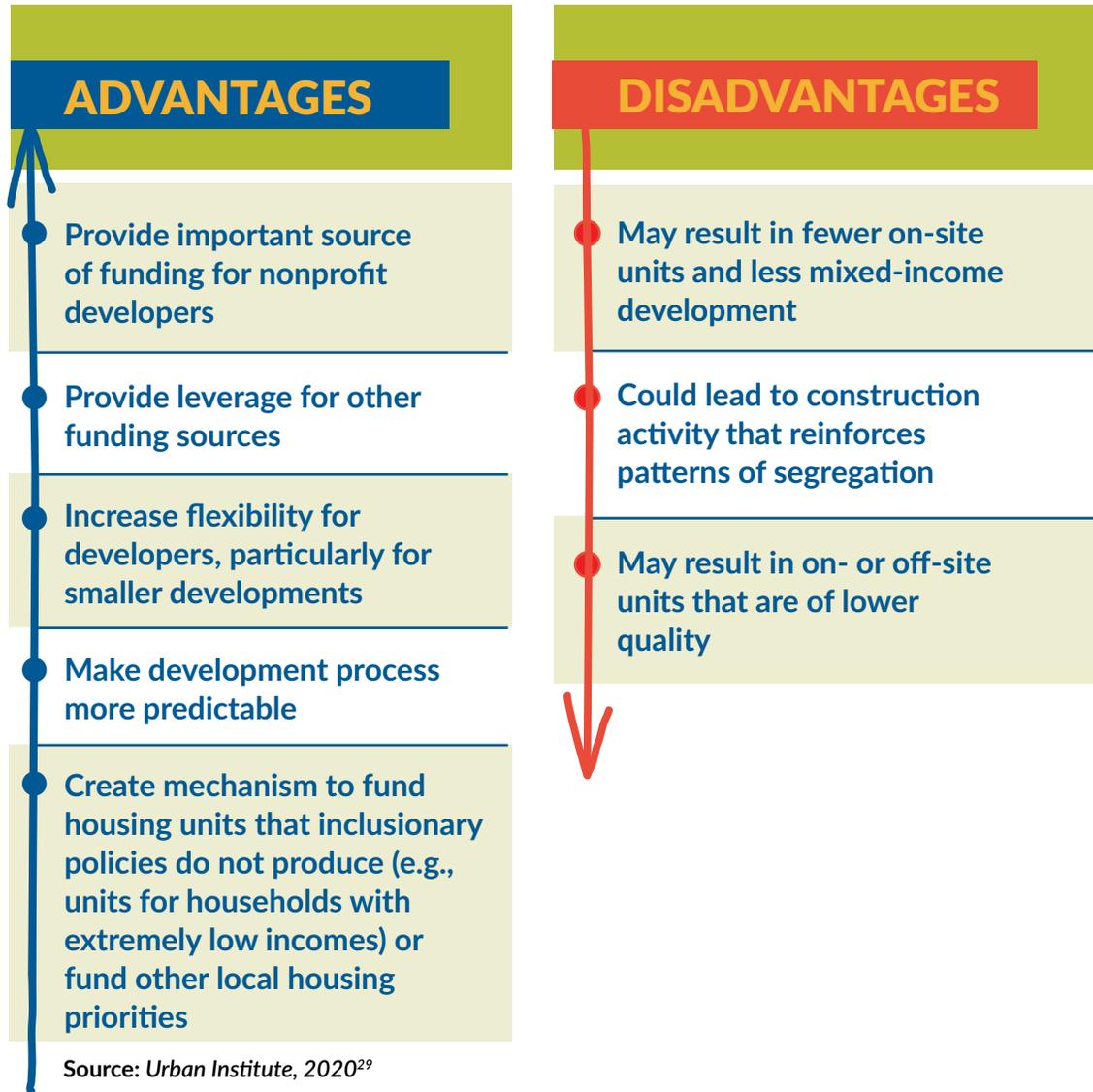
## INCLUSIONARY ZONING STRATEGIES

The Grounded Solutions Network offers a series of incentive strategies, which St. Petersburg could use to align with HB 7103’s requirements. First, density bonuses reward developers for creating affordable housing with an increase in allowed dwelling units per acre (DU/A), Floor Area Ratio (FAR), or height. Zoning variances, such as reduction in site development standards, modification of architectural design requirements, and reduction in parking requirements, can also mitigate costs for the developer. St. Pete can also consider administrative incentives such as fee waivers or expedited processing of permit requests.<sup>26</sup> Administrative strategies for maintaining an inclusionary zoning practice can be found here.

At the state level, Florida Housing credits provide “a dollar-for-dollar reduction in federal tax liability in exchange for...new construction of low and very low-income rental housing units.”<sup>27</sup> Developers can apply for competitive 9% tax credits or non-competitive 4% tax credits, provided that they meet the state’s commitment criteria.<sup>28</sup>

# IN-LIEU PAYMENTS

The city should be cautious with the popular in-lieu payment, recognizing its possibilities and drawbacks. The Urban Institute provides a set of advantages and disadvantages for cities to consider.



Three methods for determining in-lieu payments are the affordability gap method, the production cost method, and indexed fees based on project characteristics. The Urban Institute explains, “The affordability gap method represents the market-rate developer’s perspective, while the production cost method represents the nonprofit developer’s perspective. With the production cost method, the

in-lieu fee is the difference between the cost of developing a comparable affordable unit and the income generated by an affordable unit.” Meanwhile, the affordability gap method is “the difference between the fair market price and what a low- or moderate-income household can afford.<sup>30</sup> Indexed fees vary in their application.

## SECTION SIX:

# LAND BANKING

Land banks refers to “public authorities or non-profit organizations created to acquire, hold, manage, and sometimes redevelop property in order to return these properties to productive use to meet community goals, such as increasing affordable housing or stabilizing property values.”<sup>31</sup>

The City of St. Petersburg currently maintains the Affordable Housing Lot Disposition Program which connects qualified developers to vacant lots acquired by the City through foreclosure. The City could further expand this program by purchasing vacant buildable single-family lots and/or homes which are for sale by private owners. According to Pinellas County Property Appraiser records (see Appendix B), the City of St. Pete purchased 23 residential units from 2011 to 2021, accounting for less than 1% of total residential sales (23,341). By increasing the land purchased from private owners, the city would be able to allocate additional lots to affordable housing or community enrichment projects such as community gardens.

## LAND BANKING STRATEGIES

Currently, in an attempt to incentivize developers, the City of St. Pete provides lots at a nominal amount with no-upfront costs conditioned upon developers agreeing to construct and sell property to a qualified buyer whose income meets affordable housing standards. Additional incentives that the city could explore to incentivize developers and reduce their costs include waiving impact fees, expediting permits, providing pre-approved architectural plans, and reducing or modifying development requirements<sup>32</sup>.

The Detroit Land Bank provides a strong example of various strategies that can be implemented to reduce blight, stimulate the economy, and address housing affordability. One of their initiatives is a side-lot program that enables homeowners to purchase a vacant lot adjacent to their home for \$100 which is their most successful program. Additionally they hold daily auctions where residents can purchase homes from their website with bidding beginning at 9 a.m. and ending at 5 p.m. The bidding process begins at \$1000 and the home is auctioned to the highest bidder. The land bank also maintains a process where potential buyers can place bids on several properties on their website which is a more traditional buying model than the auction process. In both of these programs, the buyers have 6 months to rehabilitate and occupy the property or the land is reverted back to the land bank. Lastly, the Detroit Land Bank maintains a buy back program that provides renters an opportunity to purchase their homes instead of being evicted in cases where the landowner isn't paying property taxes and is forced to foreclose the home. From its beginning in 2014 through 2018, Detroit Land Bank auctioned 1,866 houses, sold 1,906 properties, closed on 500 buyback sales, and facilitated 10,000 side-lot sales.<sup>33</sup>



Mural by Chad Mize

**SECTION SEVEN:**

# OTHER STRATEGIES FOR AFFORDABLE HOUSING

In addition to the strategies mentioned above, the Welch Administration can explore the following strategies in order to address housing affordability in St. Petersburg.

OTHER SUGGESTED STRATEGIES	BENEFITS	DRAWBACKS
NTM1 ZONING - ½ MILE	<ul style="list-style-type: none"> <li>Increasing housing supply</li> <li>Increased density along transportation corridors</li> </ul>	<ul style="list-style-type: none"> <li>Opposed by neighborhood orgs</li> <li>Long term</li> </ul>
UTILITY DISCLOSURE STATEMENTS	<ul style="list-style-type: none"> <li>Helps tenants know what they'll be paying</li> <li>Encourages landlords to update</li> </ul>	<ul style="list-style-type: none"> <li>Burden on landlords</li> <li>Administrative cost</li> </ul>
LINKAGE FEES	<ul style="list-style-type: none"> <li>Raise affordable housing funds</li> </ul>	<ul style="list-style-type: none"> <li>State pushback</li> <li>Developer pushback</li> </ul>
AFFORDABLE HOUSING UPKEEP	<ul style="list-style-type: none"> <li>Higher standard of living</li> <li>Buildings have longer longevity</li> </ul>	<ul style="list-style-type: none"> <li>Administrative burdens</li> <li>Requires additional capital</li> </ul>
INCENTIVIZED EFFICIENCY UPGRADES	<ul style="list-style-type: none"> <li>Helps tenants know what they'll be paying</li> <li>Encourages landlords to update</li> </ul>	<ul style="list-style-type: none"> <li>Administrative burdens</li> <li>Requires additional capital</li> </ul>
EXPEDITED PERMIT PROCESSING	<ul style="list-style-type: none"> <li>Less barriers for developers</li> <li>More likely to incentivize more housing to be built</li> <li>Higher administrative efficiency</li> </ul>	<ul style="list-style-type: none"> <li>Staffing cost</li> </ul>
AFFORDABLE HOUSING EDUCATION CAMPAIGN	<ul style="list-style-type: none"> <li>Lower biases against affordable housing beneficiaries</li> <li>Help overall community health, cohesion</li> </ul>	<ul style="list-style-type: none"> <li>Alignment between target audience and actual audience</li> <li>Cost</li> </ul>

## SECTION EIGHT:

# LIMITATIONS AND FUTURE STUDIES

In our report, the HKS Transition Team was able to include interviews with key stakeholders, US Census data, and data from the Shimberg Institute's data clearinghouse. Areas we were not able to explore include rental price trends over time, trends in home prices by zip code over time, and St. Pete ordinances regarding tenants' rights. In addition, we were not able to connect with all interviewees that we sought out; we hope that these stakeholder conversations are able to continue.

Typically, our report focuses on the St. Pete renter's experience of affordable housing. Future studies should consider affordable homeownership possibilities, including a city-backed mortgage program and land banking. Given the implications of homeownership for the creation of generational wealth, we believe this topic to be a priority in the pursuit of racial equity.

While the affordable housing crisis is urgent and complex, the Welch administration can be confident in courageously pursuing policy levers to serve those who call St. Pete home.



# APPENDIX

## Appendix A: Expanded Stakeholder Analysis

Actor	Beliefs, Motivations, and Resources
REAL ESTATE DEVELOPMENT AGENCIES / LANDLORDS	Have the ability to incorporate affordable units into their new development properties. Strong lobbying power in St. Pete. Seeks to maximize overall profit and reduce costs.
HOMEOWNERS ASSOCIATIONS	Some homeowner associations strongly advocate against rezoning in order to preserve the character and culture of their neighborhood. Seek to disrupt projects that will increase residential density in communities that primarily have single-family homes. Often resistant to change and desire to maintain high property values
HOUSING NON-PROFITS	Have the ability to advocate for affordable housing units to be allocated in new buildings. Organizations such as Habitat for Humanity develop and build affordable housing properties each year.
MIDDLE-INCOME TENANTS	Individuals who work full-time, salaried roles who may face housing struggles as a result of the rent hike. Could benefit from micro-subsidies.
LOW-INCOME TENANTS	Most affected by rent increases and housing unaffordability. Often face homelessness if not provided with housing subsidies. Many landlords and real estate agencies often fail to upgrade and maintain properties where low-income tenants live.
CITY COUNCIL	Can pass legislation related to zoning. Must balance constituents' concerns with their professional relationships with real estate developers who at times may have competing interests. Reviews and approves development proposals and sets criteria for approval.
HOUSING ACTIVISTS	Primarily associated with People's Council of St. Petersburg and St. Petersburg Tenants Union. Ability to quickly mobilize supporters, plan rallies, and pursue media attention. Delivered a rent control proposal to St. Petersburg City Council and plans to further escalate actions if not addressed by Council.
STATE LEGISLATURE	Currently Republican-led and has the ability to preempt initiatives spearheaded by local governments. Additionally in control of allocating funds for Affordable Housing i.e. Sadowski Fund. Democratic Senate and House members have drafted rent control legislation and have advocated for Governor DeSantis to declare a state of housing emergency but have received resistance from Republicans.

**NEW PRIVATELY OWNED HOUSING UNITS AUTHORIZED, BY YEAR**

Tampa - St.Petersburg - Clearwater,* FL	Total Permits	1 Unit	2 Units	3 - 4 Units	5 Units or More	# Structures 5+
2016	17752	10685	70	91	6906	154
2017	18268	12732	56	25	5455	125
2018	17452	14228	66	72	3086	96
2019	23540	14670	166	103	8601	194
2020	20348	16088	72	46	4142	74
5 Year Change	2596	5403	2	-45	-2764	-80
5 Year Change, Percentage	14.62%	50.57%	2.86%	-49.45%	-40.02%	-51.95%

Orlando - Kissimmee - Sanford, FL	Total Permits	1 Unit	2 Units	3 - 4 Units	5 Units or More	# Structures 5+
2016	23254	147227	254	164	8609	28
2020	24499	15343	352	111	8693	205
5 Year Change	1245	-131884	98	-53	84	177
5 Year Change, Percentage	5.35%	-89.58%	38.58%	-32.32%	0.98%	632.14%

San Diego - Carlsbad,* CA	Total Permits	1 Unit	2 Units	3 - 4 Units	5 Units or More	# Structures 5+
2016	10791	2351	144	307	7989	238
2020	9472	2900	88	378	6106	200
5 Year Change	-1319	549	-56	71	-1883	-38
5 Year Change, Percentage	-12.22%	23.35%	-38.89%	23.13%	-23.57%	-15.97%

Virginia Beach - Norfolk - Newport News, VA-NC	Total Permits	1 Unit	2 Units	3 - 4 Units	5 Units or More	# Structures 5+
2016	6213	4095	88	87	1943	55
2020	6951	5242	18	44	1647	33
5 Year Change	738	1147	-70	-43	-296	-22
5 Year Change, Percentage	11.88%	28.01%	-79.55%	-49.43%	-15.23%	-40.00%

Source: U.S. Census Bureau Building Permits Survey

[Click HERE](#) for updated data from the City of St. Petersburg

### NEW PRIVATELY OWNED HOUSING UNITS 5 YEAR CHANGE 2016 - 2020

	Total Permits	1 Unit	2 Units	3 - 4 Units	5 Units or More	# Structures 5+
Tampa - St. Petersburg - Clearwater, FL	15%	51%	3%	-49%	-40%	-52%
Orlando - Kissimmee - Sanford, FL	5%	-90%	39%	-32%	1%	632%
San Diego - Carlsbad, CA	-12%	23%	-39%	23%	-24%	-16%
Virginia Beach Norfolk - Newport News, VA-NC	12%	28%	-80%	-49%	-15%	-40%

Source: U. S. Census Bureau Building Permits Survey

### RESIDENTIAL PURCHASES BY INVESTOR LOCATION 2016-2021

Total	1915
Out of State	430
Florida	1485
St. Petersburg	823

Source: U.S. Census Bureau Building Permits Survey

**RESIDENTIAL SALES DATA ST. PETERSBURG, FL**



Source: Pinellas County Property Appraiser

**ZIP CODES WITH HIGHEST INVESTMENTS**

10 Year Summary: 2011-2021		3 Year Summary: 2019-2021	
Zip Code	Number of Purchases	Zip Code	Number of Purchases
33710	3,365	33712	138
33713	2,794	33713	127
33703	2,690	33705	124
33702	2,505	33710	106
33705	2,364	33703	92

Source: Pinellas County Property Appraiser

# APPENDIX C:

## INTERVIEWS CONDUCTED

Name	Affiliation	Lead Interviewer*	Interview Date
Aaron Dietrich	People's Council of St. Petersburg, through SEIU Florida Public Services Union	Brandon McGhee	January 7, 2022
Karl Nurse	Former City Councilor	Larisa Barreto	January 7, 2022
Theresa Jones	City of St. Pete - Veteran, Homeless, & Social Services	Larisa Barreto	January 11, 2022
William Kilgore	St. Pete Tenants' Union	Brandon McGhee	January 11, 2022
Elizabeth Strom	University of South Florida	Bethany Kirkpatrick	January 11, 2022
Amy Foster	Homeless Leadership Alliance of Pinellas; Former City Councilor	Brandon McGhee	January 11, 2022
Gina Discoll	City Council Vice Chair	Larisa Barreto	January 11, 2022
Tim Dutton	Policy Partners; UNITE Pinellas	Bethany Kirkpatrick	January 12, 2022
Nikki Gaskin-Capehart	City of St. Pete - Director - Urban Affairs	Larisa Barreto	January 13, 2022
Lisa Brody	Dep. Dir Bay Area Legal Services	Larisa Barreto	January 14, 2022
Oscar Sol	Green Mills Group	Bethany Kirkpatrick	January 14, 2022
Terri Lipsey-Scott	Board of the St. Pete Housing Authority	Bethany Kirkpatrick	January 14, 2022
Rob Gerdes	City of St. Pete - Administrator - Neighborhood Affairs	Larisa Barreto	January 18, 2022
Mike Sutton	Habitat for Humanity	Bethany Kirkpatrick	January 18, 2022
Jillian Bandes	Bandes Construction; YIMBY St. Pete	Brandon McGhee	January 18, 2022
Eric Garduño	Government Affairs Director, Bay Area Apartment Association	Bethany Kirkpatrick	January 18, 2022

\*Reach out to lead interviewer for interview notes

## SECTION SEVEN:

# ENDNOTES

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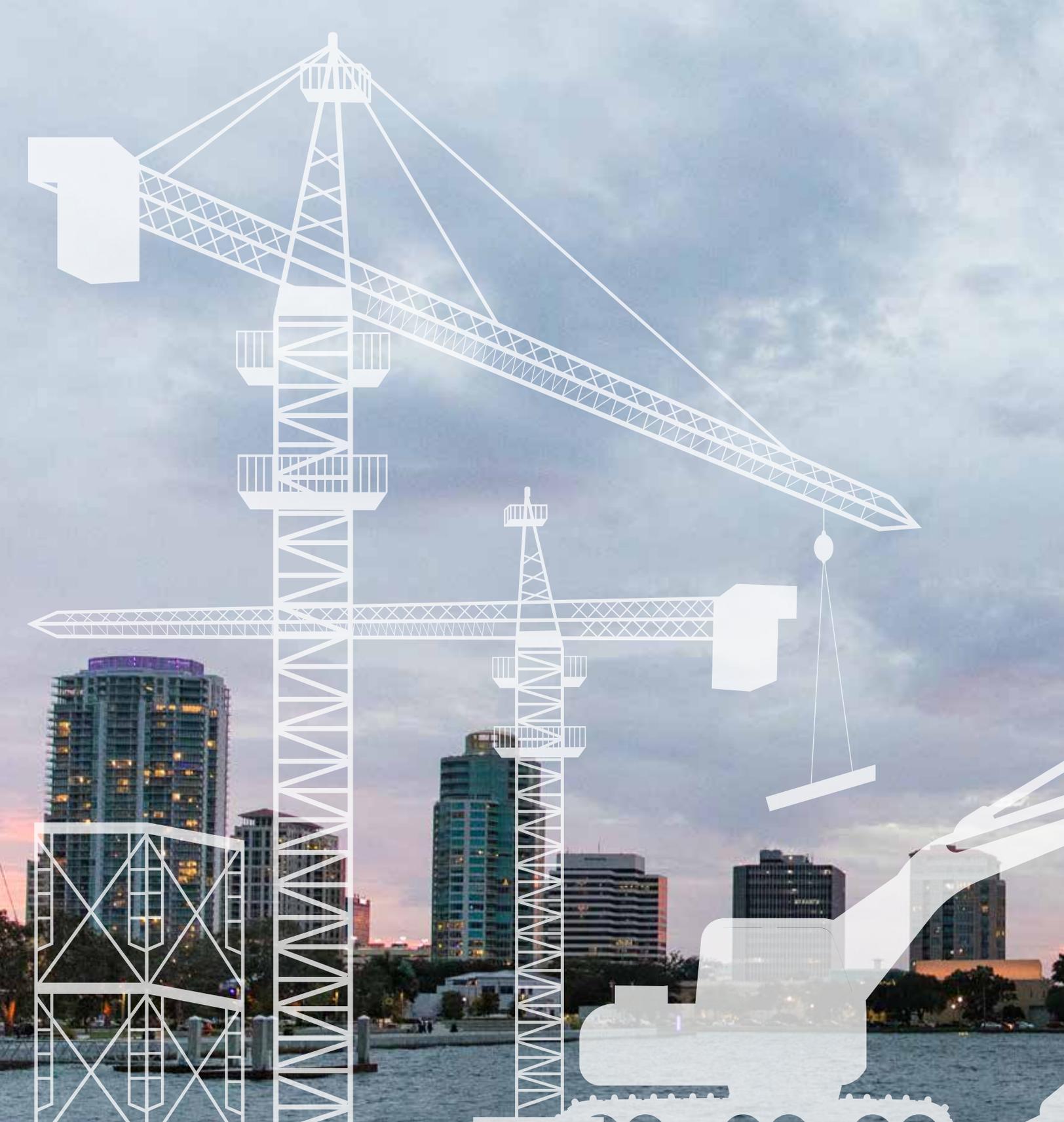
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