

ULI District Council Task Forces  
for Health and Social Equity



Urban Land  
Institute

Building Healthy  
Places Initiative

# Achieving Affordability

Meeting Tampa's Attainable Housing Goals



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# Achieving Affordability

## Meeting Tampa's Attainable Housing Goals

### **ULI's District Council Task Forces for Health and Social Equity: One Program, Four Distinctive Deliverables**

Beginning in August 2020, member-led task forces organized by ULI district councils in Arizona, Chicago, Sacramento, and Tampa worked to address local policy and regulatory barriers to creation of healthier and more equitable places. These initiatives were part of ULI's District Council Task Forces for Health and Social Equity Project, led by ULI's Building Healthy Places Initiative with support from the Robert Wood Johnson Foundation. In addition to identifying a local challenge and executing an 18-month scope of work, each team was encouraged to document its project, outcomes, and recommendations, producing a deliverable that would meet the local need. The result is a library of four distinctive reports reflecting the work done in each city.

[uli.org/taskforces](https://uli.org/taskforces)

## About the Urban Land Institute

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The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide. Established in 1936, ULI has more than 45,000 members internationally representing all aspects of land use and development disciplines. The Tampa Bay district council has more than 600 members across Pinellas, Hillsborough, Pasco, Manatee, Sarasota, Hernandez, and Citrus counties.

## About the ULI Building Healthy Places Initiative

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Around the world, communities face pressing health challenges related to the built environment. Through the Building Healthy Places Initiative, launched in 2013, ULI is leveraging the power of ULI's global networks to shape projects and places in ways that improve the health of people and communities. Building Healthy Places is working to make health, social equity, and wellness mainstream considerations in real estate practice. Learn more and connect with Building Healthy Places: [uli.org/health](https://uli.org/health).

## About ULI Technical Assistance Panels

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In keeping with the Urban Land Institute mission, technical assistance panels (TAPs) are convened to provide planning and development assistance to public officials and local stakeholders of communities, nonprofit organizations and private sector representatives who have requested assistance in addressing their land use challenges. A group of diverse professionals representing the full spectrum of land use and real estate disciplines typically spend two days visiting and analyzing the built environments, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move initiatives forward.

## ULI's District Council Task Forces for Health and Social Equity

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The ULI Tampa Bay Health, Housing, and Equity advisory services work is part of ULI's District Council Task Forces for Health and Social Equity program led by the ULI Building Healthy Places Initiative with support from the Robert Wood Johnson Foundation. ULI district councils in Arizona, Chicago, Sacramento, and Tampa organized member-led task forces to explore solutions to local policy and practice barriers to promote healthier and more equitable communities. To view more resources from this project and the participating cities, visit [uli.org/taskforces](https://uli.org/taskforces).



# Introduction, Framing + Data



## The Panel Process

ULI member experts from throughout the United States and Tampa Bay assembled virtually across eight days (September 10–18, 2020) to advise the city of Tampa on how best to achieve the city's attainable housing and equitable development goals.

More than 40 local stakeholders informed the panel process, including members of the City Council, private developers, and community and business leaders.

The panel process culminated on September 18 with a [presentation of observations and recommendations](#) to Tampa Mayor Jane Castor and city staff.





## ULI Panel of Expert Advisers



**Jess Zimbabwe**

President,  
Plot Strategies  
*Panel Facilitator*



**Charles T. Brown**

Senior Researcher,  
Alan M. Voorhees  
Transportation Center



**Christopher Coes**

Vice President,  
Smart Growth America



**John Hodgson**

Founder & President,  
Hodgson Company



**Eric Kronberg**

Principal,  
Kronberg Architects +  
Urbanists



**James Nozar**

CEO,  
Strategic Property Partners



**Amanda Rhein**

Executive Director,  
Atlanta Land Trust



**Phillip Smith**

President,  
Framework Group



**Tanya Stern**

Deputy Planning Director,  
Montgomery County, MD



Tampa Bay

# ULI Health and Social Equity Task Force Members and Staff



**Keith Greminger**

Principal, Urban Planning &  
Design, Stantec



**Tyler Hudson**

Partner,  
Gardner Brewer  
Martinez-Monfort



**Taylor Ralph**

President,  
REAL Building Consultants



**Taryn Sabia**

Director,  
Florida Center for Community  
Design & Research at USF



**Matthew Norris**

Director, ULI



**William Zeh Herbig**

Senior Director, ULI



**Siobhan O'Kane**

Director, ULI Tampa Bay



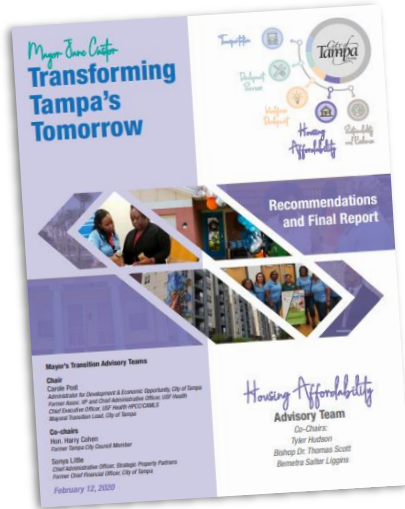
**Jenna Wylie**

Manager, ULI Tampa Bay



The ULI panel was tasked with building upon the foundational recommendations in the *Mayor's Transforming Tampa's Tomorrow Report on Housing Affordability*.

In pursuit of the goal of creating 10,000 new attainable and affordable housing units by 2027, how can the city



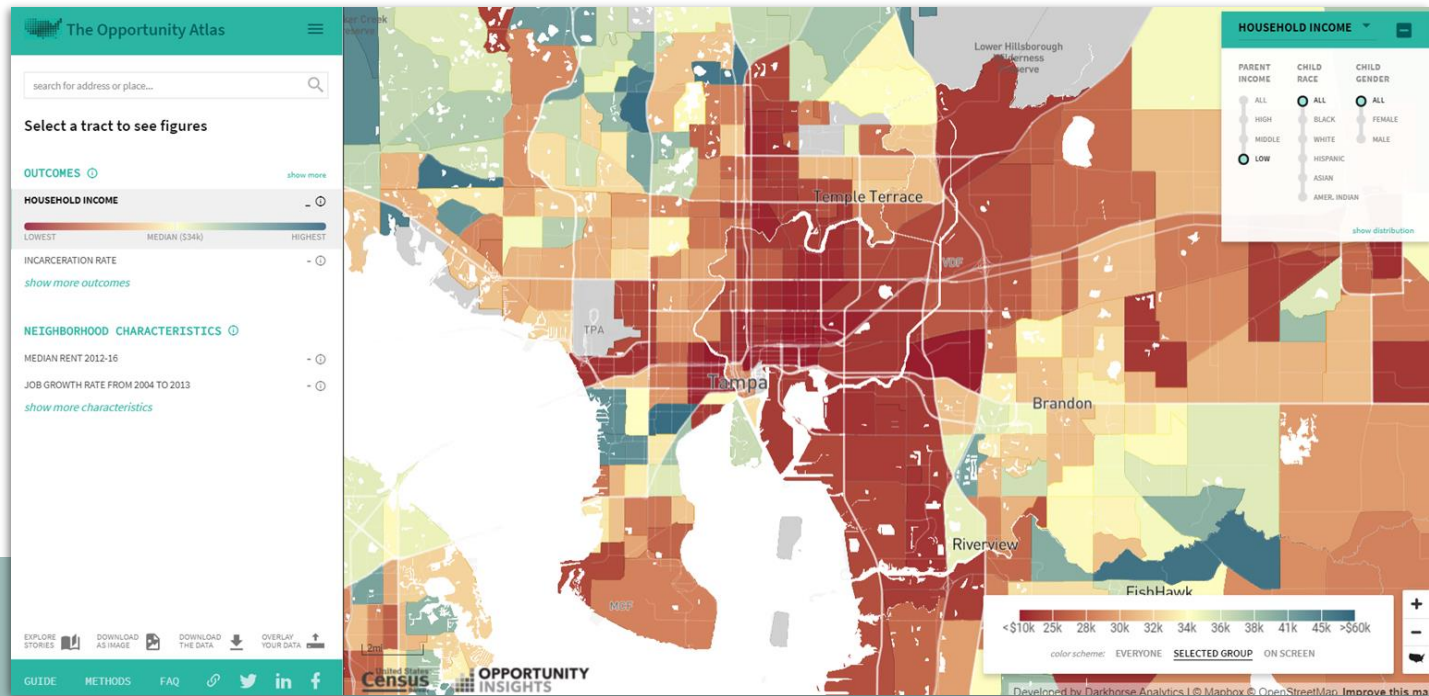
- Leverage portfolios of public properties—with an emphasis on multifamily and mixed-use opportunities—so they provide lasting affordability and promote equitable and healthy neighborhoods, in support of the new Community Land Trust program?
- Develop a land acquisition framework for specific sites within targeted communities for maximum impact (driven by data and existing community desires)?

Drawing on national best practices, explore and employ

- Effective and efficient developer incentives (with a specific focus on administrative and entitlement/by-right strategies);
- Data/mapping tools to inform decision-making and track progress; and
- Creative ways to unlock opportunities to include more historically underserved populations, including Black-, brown-, and women-owned business enterprises in the development process

# Initial Observations + Current Conditions

- The administration of Mayor Jane Castor of the city of Tampa has made enormous strides on this effort, including the Transforming Tampa's Tomorrow Housing Affordability Advisory Team.
- Development pressure in the city is high; this is a moment to seize.
- As in many cities, housing affordability is already a significant challenge. This is compounded in Tampa by the cost of transportation and lack of housing options.
- COVID-19 has exacerbated housing affordability and added municipal budget challenges.
- The city needs to intervene to preserve existing affordable housing and to ensure affordability for current and future residents.



[View Atlas](#)

**The city of Tampa is a landscape of unequal outcomes.** This is a map from the Opportunity Atlas predicts the future adult income of children based on where they grew up. The Opportunity Atlas is a collaboration between the U.S. Census, Harvard University, and Brown University.



## H+T® Fact Sheet

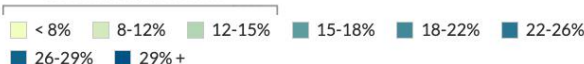
TRUE AFFORDABILITY AND LOCATION EFFICIENCY



### Map of Transportation Costs % Income



#### Location Efficient Areas



### Location Efficiency Metrics

Places that are compact, close to jobs and services, with a variety of transportation choices, allow people to spend less time, energy, and money on transportation.

0%

Percent of location efficient neighborhoods

### Neighborhood Characteristic Scores (1-10)

As compared to neighborhoods in all 955 U.S. regions in the Index

Job  
Access  
**6.6**

High access to a  
variety of jobs

AllTransit  
Performance Score  
**5.4**

Moderate access to  
public transportation

Compact  
Neighborhood  
**6.2**

High density and  
walkable

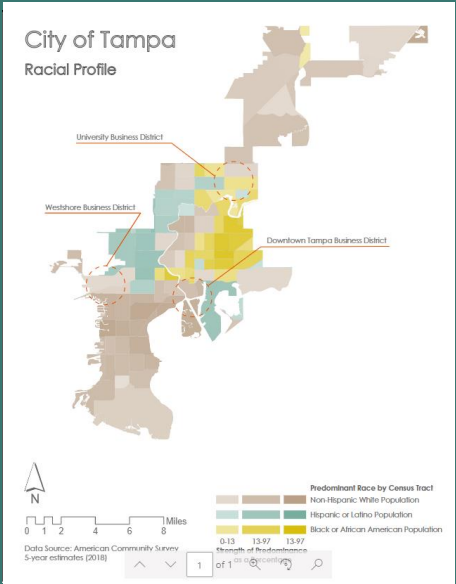
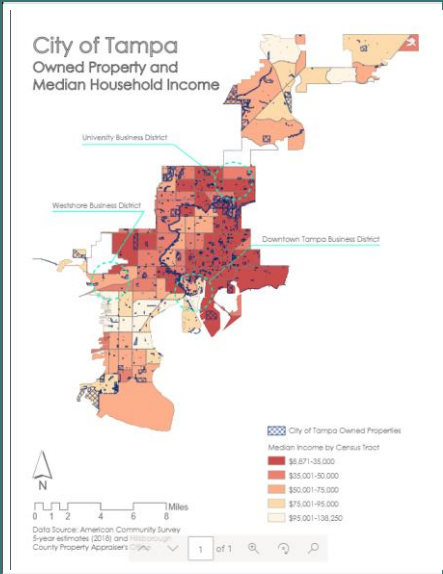
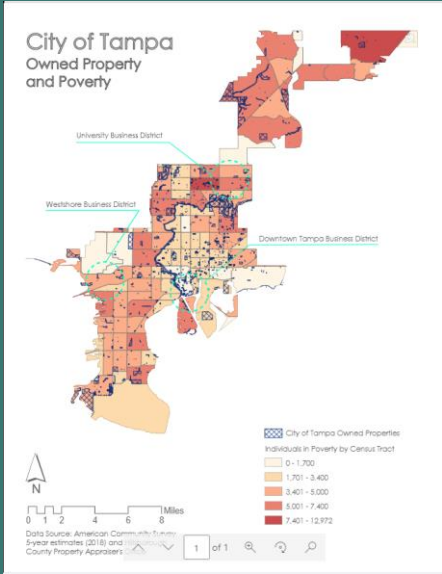
[View Here](#)

**The city of Tampa has no location-efficient neighborhoods.** The Center for Neighborhood Technology's Housing and Transportation (H+T®) Affordability Index provides a comprehensive way of thinking about the true affordability of place. People who live in location-efficient neighborhoods—compact, mixed use, and with convenient access to jobs, services, transit, micromobility, and amenities—tend to have lower transportation costs.



# Data and Mapping Indicators and Overlays

provided by the USF Florida Center



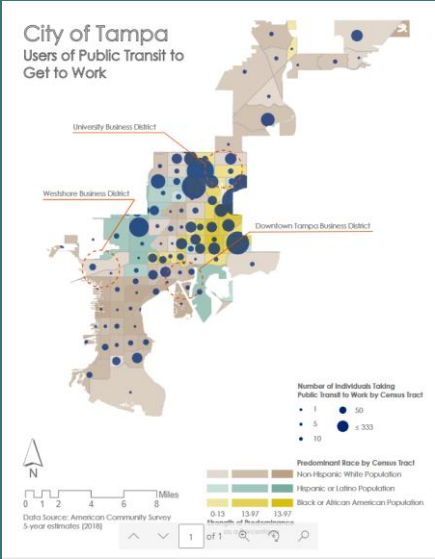
**Owned Property + Poverty**  
[view here](#)

**Owned Property +  
Median Household Income**  
[view here](#)

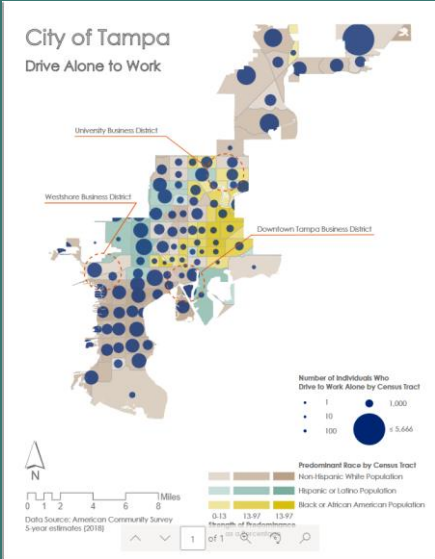
**Racial Profile**  
[view here](#)

# Data and Mapping Indicators and Overlays

provided by the USF Florida Center



Use Public Transit to Work  
[view here](#)



Drive Alone to Work  
[view here](#)

# ULI PANEL RECOMMENDATIONS



## ULI PANEL RECOMMENDATIONS

1

**Realize Tampa's Goal of 10,000 Units by 2027**

2

**Implement the Community Land Trust (CLT)**

3

**Increase Production and Improving Processes**

4

**Promote Equitable Neighborhood Development**

5

**Forge Partnerships**

6

**Structure Leadership, Governance & Engagement**



**REALIZE TAMPA'S GOAL  
OF 10,000 UNITS BY 2027**



# HOUSING NEEDS ASSESSMENT

- **Tampa's 10,000 attainable units by 2027 target is a great start.**
- **The first step is a data-based housing needs assessment to evaluate:**
  - Types and tenures of housing—existing and needed
  - Cost-burdened communities (where more than 30% of resident income goes toward housing)
  - Income-level targets
  - Geographic opportunities to locate new housing
- **The needs assessment could kick off a new approach to community engagement and launch employer partnerships.**
- **Subsequent technical analysis should build on the needs assessment.**

## Best Practice

# Montgomery County, MD Housing Needs Assessment

A housing needs assessment is a data-intensive effort, but it helps identify and hone in on specific housing needs at different income levels, and as was the case in Montgomery County, which analyzed data to inform an updated set of housing principles, goals, targets, strategies, and priorities.

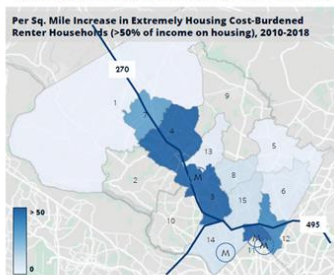
[Read Here](#)

## Montgomery County Housing Needs Assessment (July 2020)

Montgomery County (MD) Planning Department  
montgomeryplanning.org

### Extreme cost burden follows greatest growth in low-income HHs

The gain in extremely housing cost-burdened renters follows a similar pattern. The increase in extreme cost burden aligns with those submarkets with the greatest increases in low-income households (e.g. N. Bethesda and Rockville, Gaithersburg, and Germantown) or the greatest declines in affordable units (e.g. Silver Spring, Takoma Park).



Group	+ Extremely HCB Renters
1 Bennett	230
2 Darnestown/Travilah	-75
3 N. Bethesda and Rockville	1,871
4 Gaithersburg City	1,901
5 Cloverly/Patuxent	62
6 Fairland/White Oak	114
7 Germantown	454
8 Aspen Hill	100
9 Olney	-16
10 Potomac	-136
11 Silver Spring	573
12 Takoma Park	359
13 Upper Rock Creek	53
14 Bethesda/Chevy Chase	167
15 Kensington/Wheaton	171

\*2018 inflation-adjusted dollars  
Source: 2010, 2018 ACS 5-Year Estimates  
HR&A Advisors, Inc.

Montgomery County Housing Needs Assessment | 30

### Overall, trends are worsening for households below 65% AMI

"Low-income households" are not an insignificant share of MoCo's residents. Those earning up to 30% of AMI make up roughly a quarter of all renter households, and those earning up to 65% of AMI represent half of all renter households.

#### Overall Housing Gap Trends, 2014-2018

Cumulative AMI Band	Share of Total Renter HHs Represented by AMI Band	2014 Gap	2018 Gap	Shift in Gap	Nature of Shift
Up to 30% AMI	24%	(21,680)	(23,030)	(1,350)	Deepened gap
Up to 50% AMI	39%	(26,260)	(24,590)	1,670	Lessened gap
Up to 65% AMI	50%	5,730	810	(4,920)	Reduced surplus
Up to 80% AMI	57%	24,580	27,800	3,220	Increased surplus
Up to 100% AMI	68%	27,370	30,750	3,380	Increased surplus
Up to 120% AMI	79%	19,300	23,410	4,110	Increased surplus

Source: 2014, 2018 PUMS 1-Year Estimates  
HR&A Advisors, Inc.

Montgomery County Housing Needs Assessment | 34

## Best Practice

# Affordable Atlanta

DEFINING THE NEED, STRATEGY, AND COLLECTIVE ACTION FOR  
AFFORDABLE HOUSING IN THE ATLANTA REGION

## AFFORDABLE ATLANTA

DEFINING THE NEED, STRATEGY, AND COLLECTIVE ACTION FOR  
AFFORDABLE HOUSING IN THE ATLANTA REGION



Presented By:



Presented For:



ULI Atlanta: LCC Working Group on Affordable Housing

1/16/18

The report was commissioned by ULI Atlanta's Livable Communities Council, which helped define affordable housing needs in Atlanta.

This report also informed the work of HouseATL, which in turn provided recommendations that shaped the city's *One Atlanta: Housing Affordability Action Plan*.

[Read Here](#)



## Best Practice

# The Future of Housing in Greater Washington, D.C.

### THE FUTURE OF HOUSING IN GREATER WASHINGTON

A Regional Initiative to Create Housing Opportunities, Improve Transportation, and Support Economic Growth

September 2019



mwcog.org

#### Regional Target 1:

##### AMOUNT

At least 320,000 housing units should be added in the region between 2020 and 2030. This is an additional 75,000 units beyond the units already forecast for this period.

#### Regional Target 2:

##### ACCESSIBILITY

At least 75% of all new housing should be in Activity Centers or near high-capacity transit.

#### Regional Target 3:

##### AFFORDABILITY

At least 75% of new housing should be affordable to low- and middle-income households.

“This was a regional housing targets initiative that the DC region went through recently. A data-intensive effort that proved to be beneficial because the Council of Governments and the region were able to use data already available to them to really vet their existing housing targets and identify where there were gaps. The net result of that was not only a new target in terms of the total number of housing units that we will need over the coming years, but also where those units should be located and also at what income levels.”

—Tanya Stern, Deputy Planning Director, Montgomery County, MD

[Read Here](#)

### Estimating Jurisdictional Contributions

	CURRENT PROJECTIONS (Thousands)				Additional Households Allocated by Jurisdictional Share of Forecast Household Growth 2020 to 2030
	Total Households Forecast 2020	Total Households Forecast 2030	Household Growth Forecast 2020 to 2030	Share (%) of Total Regional Household Growth Forecast 2020 to 2030	
Montgomery County	391	422	31	13%	10
Rockville *	29	34	5	2%	1
Gaithersburg *	26	29	3	1%	1
COG / TPB Region	2,133	2,375	242	100%	75

SOURCE: Round 9.1 Cooperative Forecasts; COG calculations  
\* Included in Montgomery total

# The Cost of 10,000 Units

The ULI panel thought it was important to talk about and address the actual potential capital costs of this effort. The following chart and analysis are a first pass at beginning to understand the further breakdown of the city's 10,000-unit goal. What is the composition and distribution of unit types? What would each of those components cost?

As previously mentioned, the types and tenure of the 10,000 units will ultimately need to be studied and supported through a comprehensive needs assessment. But for now, this “back of napkin” cost analysis (outlined in the following chart) serves to demonstrate the magnitude of investment that supporting and incentivizing 10,000 new units will require of the city.

- Informed by local land use knowledge and feedback from the stakeholder interviews, the ULI panel made some broad-level assumptions about what the city investment per unit would require and how the city could divide the 10,000 units: 60% to multifamily, 40% single family.
- The analysis includes different income levels, from 30%, to 80%, 100%, and 140% of area median income (AMI). Obviously the investment necessary to supplement a 140% AMI unit would be much smaller than it would be on a low-income unit. When averaged, the result is a cost of \$57,000 per unit of city investment.
- At 10,000 units, this results in \$575 million in costs to the city. A sobering number, of course, but the ULI panel wanted to demonstrate that with the tools the city already has in its toolbox (such as impact fee abatements, a present value of tax abatement, parking waivers, etc.) this cost can be greatly reduced.
- Of the \$57,000 average contribution per unit, the city can leverage strategies to lower costs by about \$30,000 per unit, making the total 10,000-unit investment a much more manageable amount. The subsequent recommendations and strategies in this report help outline ways to close this funding gap, sources of funds, and the tools and regulatory strategies at the city's disposal.

		% OF TOTAL	UNITS	INVESTMENT PER UNIT	TOTAL INVESTMENT
<b>CITY OF TAMPA HOUSING AFFORDABILITY TARGET</b>			10,000		
SINGLE FAMILY		40%	4,000		
	NEW CONST	50%	2,000	\$ 75,000	\$ 150,000,000
	PRESERVATION/RENOVATION	50%	2,000	\$ 40,000	\$ 80,000,000
MULTIFAMILY		60%	6,000		
	NEW CONST	70%			
	100%-140% AMI	40%	1,680	\$ 10,000	\$ 16,800,000
	80%-100% AMI	30%	1,260	\$ 50,000	\$ 63,000,000
	30%-80% AMI	30%	1,260	\$ 100,000	\$ 126,000,000
	RENOVATION/RE-PURPOSE	27%	1,620	\$ 75,000	\$ 121,500,000
	HOMELESS/SPECIAL NEEDS	3%	180	\$ 100,000	\$ 18,000,000
<b>TOTAL</b>			10,000	\$ 57,530	\$ 575,300,000
		PER YEAR FOR 7 YEARS (2021-27) =			\$ 82,185,714
		<b>CITY CONTRIBUTION PER UNIT</b>			
		Land Contribution		\$ 10,000	
		Impact Fee Abatement		\$ 6,000	
		Tax Abatement PV		\$ 12,000	
		Parking Waiver		\$ 2,000	
				<b>Per Unit</b>	<b>Total</b>
<b>REMAINING TO FUND &gt;&gt;&gt;&gt;&gt;&gt;&gt;&gt;&gt;&gt;</b>			<b>\$27,530</b>	<b>\$ 275,300,000</b>	
			<b>PER YEAR FOR 7 YEARS (2021-27) = \$ 39,328,571</b>		

# NUMERIC REALITY

**\$575,300,000**

**City Subsidy Required for  
10,000 New Units**

**\$57,530**

**City Contribution per Unit**

**\$275,300,000**

**Balance after Additional  
City Strategies**



# IDENTIFY PRIORITY AREAS

## A Portfolio of Strategies

10,000 new units by 2027 is a bold and achievable goal; however, it should be underscored that there isn't any silver bullet solution. This multifaceted issue requires a range of solutions to create an ecosystem that allows the city to address the challenges of gentrification leading to displacement and racial inequity.

*"In Atlanta, we've learned to frame our approach as a suite of strategies that each may only move the needle 2% to 5%, but collectively build upon one another to really make progress toward our goals."*

*—Amanda Rhein, Executive Director, Atlanta Land Trust*

**PRODUCING 10,000  
NEW UNITS**

**PRESERVATION OF  
EXISTING UNITS**

**EQUITY SHARING**

**ANTI-DISPLACEMENT**

## Preserve Existing Units

Beyond the addition of new units, it is important to broaden the aperture and take into consideration the preservation of existing units. The Mayor's Transition Task Force Report identified a target to restore or preserve 100 single-family homes a year. This is a great first step, but the city will need to have a more strategic and scalable preservation strategy that should be incorporated into a needs assessment and tracked annually.

The city of Tampa is likely losing hundreds of existing affordable housing units a year as local housing tax credit requirements expire and naturally occurring affordable housing in neighborhoods gentrifies and changes over time. A smart affordable housing strategy includes tracking existing properties and being poised to make investments to preserve affordable units. Without tracking and preserving existing units, a city cannot know the true net change in the affordable housing supply or accurately measure the impact of its work.

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*“Every year in Atlanta, we estimate we lose 1,500 affordable units. If you're building 2,000 new affordable units every year, that's wonderful . . . but if you're losing 1,500, you're only netting 500 units. Ultimately, you're not really driving toward the magnitude of change that you seek.”*

*—Amanda Rhein, Executive Director, Atlanta Land Trust*

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## Anti-Displacement and Equity Sharing

The wave of new investment that has been happening and will continue to occur in Tampa is putting a lot of gentrification and displacement pressure on neighborhoods. To mitigate the downsides of gentrification and tremendous growth, it is important to focus on putting anti-displacement strategies into place. Examples include property tax relief, renters' rights, rent relief, and eviction and foreclosure prevention.

Most cities see a need for these interventions currently because of the unprecedented impacts of the COVID-19 pandemic. The ULI panel suggests the city of Tampa remain focused on these tools as this health crisis becomes a housing crisis.

Wealth building is another helpful anti-displacement strategy. There are multiple different models of [equity sharing programs](#) that can be implemented. These are programs that create permanently affordable homeownership opportunities for low-income families, such as shared equity cooperatives, resident-owned communities, and deed restriction programs. The city of Tampa is likely most familiar with the community land trust

model—a clear recommendation in the task force report and one of the key aspects of the ULI panel's scope of work.

### City of Sacramento Anti-Displacement/ Gentrification Study

*"It is important to note that gentrification does not necessarily equate to displacement, and when there is less displacement, residents who stay in the communities can benefit from the reinvestment."*

—John Hodgson, President, Hodgson Company

To get ahead of the impacts of a growing central city and plans for a major transit-oriented development investment through a streetcar line extension, the city of Sacramento incorporated an Anti-Displacement/Gentrification Study into its Sacramento Central City Specific Plan.

[View Here](#)

## Best Practice

# Tracking Tools

Leverage data, promote transparency, and quantify success

**The Miami Housing Solutions Lab** was created by the University of Miami's Office of Civic and Community Engagement to provide resources and tools on local issues in affordable housing and community development. Featured projects include the following:

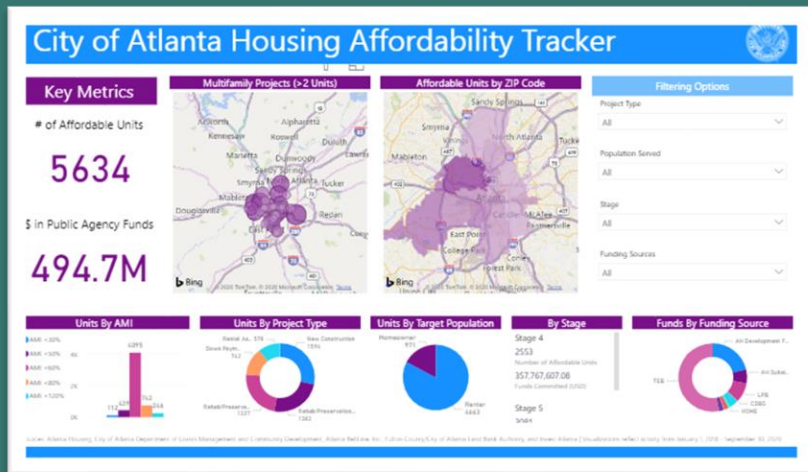


**Miami Affordability Project (MAP)** is a free interactive online map for visualizing neighborhood-level housing dynamics.



**The Land Access for Neighborhood Development (LAND)** mapping tool visualizes the distribution of local institutional and government-owned vacant and underused properties.

[View Here](#)



**The Atlanta Housing Affordability Tracker** provides a snapshot of progress made in reaching the city's goals of (1) creating or preserving 20,000 affordable homes by 2026 and increasing overall supply, and (2) investing \$500 million from city-controlled public sources in the production and preservation of affordable housing as part of the larger goal of investing \$1 billion (the other \$500 million coming from private and philanthropic sources).

[View Here](#)



# IMPLEMENT THE COMMUNITY LAND TRUST



2



## STRATEGY 1: Advance the CLT

### Continue to engage technical assistance leaders, including Florida Housing Coalition and Grounded Solutions Network.

The city of Tampa has been working with the Florida Housing Coalition, which has recommended that a community land trust be created that is separate from the city.

The ULI panel supports this recommendation and encourages the city to look to best practices across Florida. The [Community Land Trust of Palm Beach County](#) in particular has a good model to reference. Similar to Tampa's CLT aspirations, it is a government-sponsored community land trust spearheaded by Palm Beach County.

*"In Atlanta we get a lot of value out of our membership in the Grounded Solutions Network. They have a community land trust startup hub that has a collection of resources specifically targeted to organizations that are creating new community land trusts. They also have a CLT manual that has really detailed recommendations for creating a community land trust. It may not be a linear process, but they'll outline for you all of the things that you need to take into consideration and think about before you create your land trust." —Amanda Rhein, Atlanta Land Trust*

[Learn More](#)



# COMMUNITY LAND TRUST

*“When we were creating our community land trust in Atlanta, it was a two year process. Part of which entailed the creation of a CLT development committee that had over 30 stakeholders involved over an eight month span. They had a facilitated process whereby they develop the recommendations for how the community land trust would be structured.”* - Amanda Rhein, Executive Director, Atlanta Land Trust

## **Determine organizational and governance structure for the CLT.**

Determining the organizational structure and governance of the CLT is a critical and time-intensive exercise. It is really important to figure out what the right board structure is for Tampa’s housing goals. A typical CLT has a tripartite board of directors. The city will want to determine what role it wants to play on an ongoing basis in the CLT. For example, the city may want to reserve board seats for representatives from city hall.

## **Create a business plan including an initial budget to identify needed resources, and draft bylaws.**

The CLT will not be successful if funds are not in place to support both the operations and the capital needs for the development of homes. Funding resources for operations will be particularly important in the first couple of years while the CLT ramps up and is not yet able to generate revenue on its own.

## **File Articles of Incorporation and apply for IRS recognition of tax-exempt status under section 501(c)(3) of the Internal Revenue Code.**



## STRATEGY 2:

Prioritize disposition of public land for nonprofit development and/or permanent affordability

This next group of actions will benefit the community land trust, but could also be used to leverage other nonprofit organizations and their affordable housing community development activity throughout Tampa.

The city of Tampa is currently inventorying all city-owned land. The panel recommends that this process be expedited and that it track property controlled by all city operating departments.

- **Work with city of Tampa operating departments, Hillsborough County Public Schools, Hillsborough County, Hillsborough Area Regional Transit Authority, and Tampa Housing Authority to create an inventory of all publicly owned land suitable for affordable housing development.** (See previous section on tracking tools for examples).
- **Update the city's land disposition policy to provide free or deeply discounted land to nonprofits.**
- **Update the city's disposition policy to prioritize long-term affordability.**





## **STRATEGY 3:** **Increase Access to Capital**

Providing increased access to capital for nonprofits, including the community land trust, for the acquisition of land and the development of affordable homes on that land is a key component of a successful strategy.

### **Identify and grow network of Community Development Financial Institutions.**

There are already some in the Tampa Bay community. The city should make a concerted effort to build awareness of the CLT and Tampa's broader housing efforts and invite CDFIs to fit in and align efforts.

### **Explore community investment models.**

Different from CLTs, these are ways that the community can invest in real estate development. Examples include community investment trusts and crowdfunding models. This creates a great opportunity for the community to take ownership of the development that is happening within their neighborhood and creates a wealth-building opportunity for those individuals as well.

### **Leverage One Tampa to raise philanthropic funds for affordable housing development.**

In April 2020, Mayor Castor introduced the One Tampa fund as a COVID-19 relief grant program to help the city's residents and businesses. Build upon the fundraising infrastructure that was created in response to COVID-19 to raise funds for longer-term attainable and/or affordable housing development.



## COMMUNITY LAND TRUST

**Funds generated from Community Benefits Agreements (CBAs) should be prioritized for nonprofits.** If CBAs are put into place and revenue is generated, the allocation of those revenues should be prioritized for attainable or affordable housing developed by nonprofit organizations.

**Community Redevelopment Agency funding should be prioritized for affordable housing.**

**INCREASE PRODUCTION  
& IMPROVE PROCESSES**





## **Remove/reduce impediments to attainable housing**

### **Formalize & provide priority review process**

As the panel heard from many of the stakeholders, one of the most important things that can be done to generate more attainable housing units is removing development impediments and speeding up development timelines. The city has made strides in doing so in recent years, but the panel recommends formalizing and providing a priority review process for attainable housing. This process should help shepherd projects and assist in breaking up any log jams.

### **All attainable housing projects managed by a city administrator through entire approval process**

Furthermore, the panel recommends all attainable housing projects be managed by a city administrator through the entire approval process. This administrator should have the power to help push things along and give affordable/attainable projects priority.

### **Pre-submission review priority**

Attainable and affordable housing projects should be given priority pre-submission review with the pre-assigned administrator. This is a relatively new process for the city of Tampa that is happening with marquee developments like Water Street Tampa and should be utilized to further the city's attainable housing production goals.



## INCREASE PRODUCTION + IMPROVE PROCESSES

### **Priority departmental review**

Interdepartmental goals and needs can be at odds with one another, and developers can sometimes get stuck in the middle. This sentiment was echoed in the local stakeholder group interviews.

Attainable and affordable housing projects should be given priority departmental review. This multi-departmental meeting structure would have city decision makers in the room. Meeting minutes should be recorded and circulated that outline concerns, decisions, and next steps. All parties should leave the room on the same page, including the developer.

### **Expedite waiver requests (height, parking, density)**

If waiver requests are associated with affordable or attainable projects (such as lot setbacks, access, height, parking, density, etc.) and the city is supportive, such requests should be expedited to the extent possible.

### **Help identify funding sources and/or partners (private sector & nonprofit)**

Having a bench of potential partners and advisers, linking them up with talented developers, and working together to fill resource gaps is a great way to help catalyze projects. This need was expressed throughout the stakeholder interviews, particularly from the smaller/boutique players in the region's public and affordable housing realms.

### **Promote administrative approval solutions**





## Low-/no-cost solutions for the city

# INCREASE PRODUCTION + IMPROVE PROCESSES

The cost analysis presented earlier in this report estimated that the potential cost to the city to subsidize and deliver 10,000 attainable housing units in the range of \$575 million. There are a variety of low- to no-cost strategies that the city can use to help bring this number down significantly, including the following:

- **Providing city-owned land for dedicated attainable housing**
- **Property tax and impact fee abatements in priority areas**
- **Parking reductions/flexibility** (shared/on street/historic buildings exemptions, etc.)
- **Permit more on-street parking**
- **Development fees/linkage fees on new development (all uses) to help fund attainable housing (this will require a nexus study)**
- **Meaningful height/density bonuses in return for funding dedicated attainable housing**
- **Incentivize transit-oriented development (TOD) in primary transportation corridors and nodes**
- **Lot subdivision flexibility to increase density & promote homeownership**

## Best Practice

# Lessons from the Sacramento, CA

### Streamlining Strategies

Streamlining the city of Tampa permitting process for affordable and attainable projects was raised by both stakeholders and the ULI panel. The city of Sacramento (led by members of the Planning & Design Commission) went through a lengthy public process over the past couple of years that resulted in a number of new and positive streamlining ordinances and procedures. Greg Sandlund, city of Sacramento planning director, prepared a quick summary for the city of Tampa of Sacramento's recent streamlining efforts.

[View Here](#)

### Incentive Options for More Housing in the City of Rocklin

Rocklin is a suburban city in the greater Sacramento metropolitan area. This document summarizes various incentive options the city of Rocklin is considering to encourage more housing. This list could apply to nearly any city, and certainly many of these options echo the ULI panel's recommendations and could be applicable to the Tampa Bay area.

[View Here](#)

*"I hate as a developer to say this, but I will say it because I think it's right, and that is the city should consider linkage fees on all types of development to help fund attainable housing in Tampa.*

*In Sacramento, we have a small amount of fees imposed on literally all kinds of developments, per square foot. This fee revenue goes into our housing trust fund, which is a source for helping finance attainable housing.*

*I know the development community in Tampa realizes the challenges and costs of parking. As much as possible, the city should consider reducing parking, providing exemptions, or at least providing flexibility for attainable projects.*

*In Sacramento, after a number of years of I would say negotiating, fighting, discussing, and cooperating, we've got a great new parking ordinance."*

*—John Hodgson, President, Hodgson Company*

# PROMOTE EQUITABLE NEIGHBORHOOD DEVELOPMENT PATTERNS



4

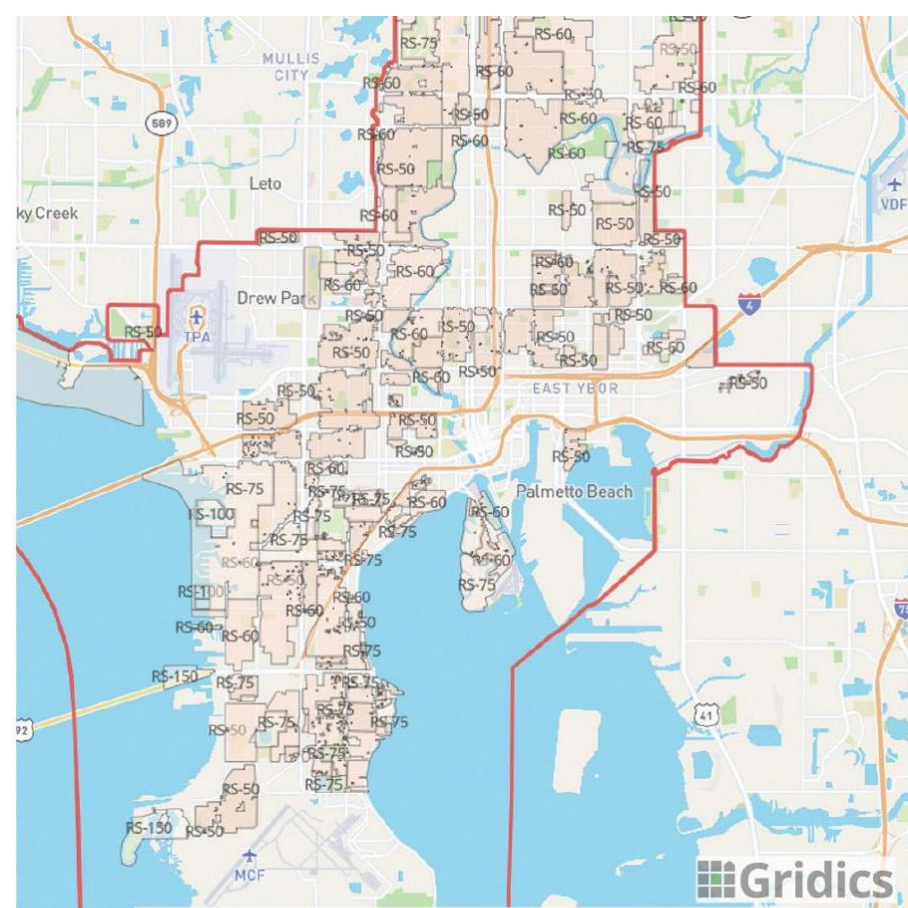


It is important to establish context when considering a city's approach to promoting equitable neighborhood development patterns. The following series of maps will help do so for Tampa.

The first map (on the right) charts Tampa's single-family zoning areas. Note, some of the city's historic districts are not included, which means the city has even more single-family zoning than is detailed here.

**Nearly 80% of Tampa's land parcels are zoned exclusively for single-family housing.**

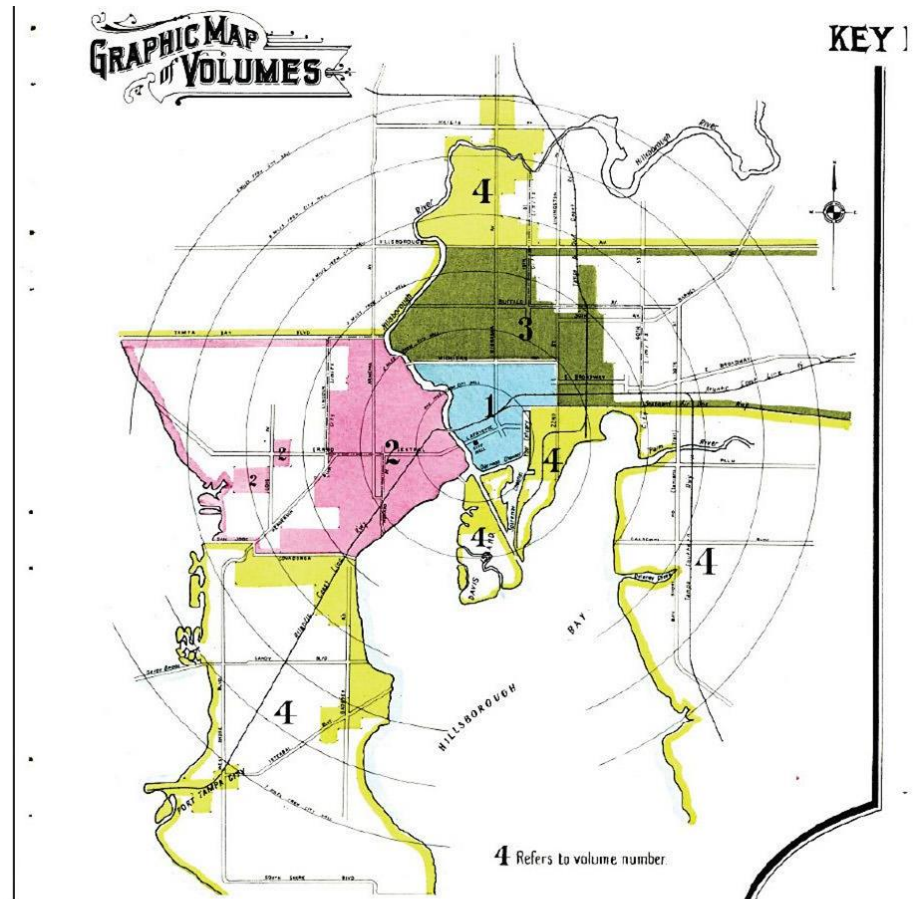
Total parcels in Tampa: 118,964; parcels with existing single-family residential use: 95,032 = 79.88% (Source: GridICS)



**SINGLE FAMILY ONLY ZONING**  
(SF HISTORIC DISTRICTS NOT SHOWN)

## Tampa's 1931 Sanborn Map

All of the colorfully shaded areas here were essentially Tampa's “complete communities”—places where people could live, work, and shop in a relatively car-light environment because automobiles had yet to dominate the way we plan and design our cities.

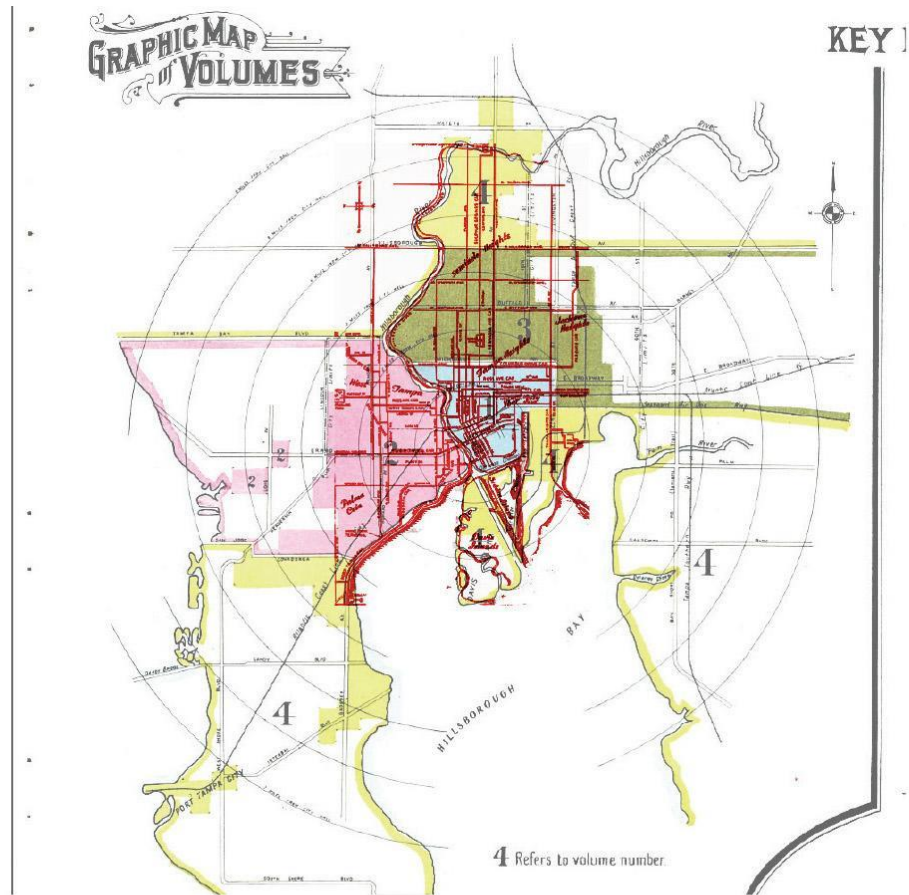


WALKABLE URBANISM  
BASED UPON 1931 SANBORN MAP



## Tampa's 1931 Sanborn Map with 1940s Trolley Line Overlay

Walkable, complete communities  
were enhanced and connected with  
transit via Tampa's trolley line.

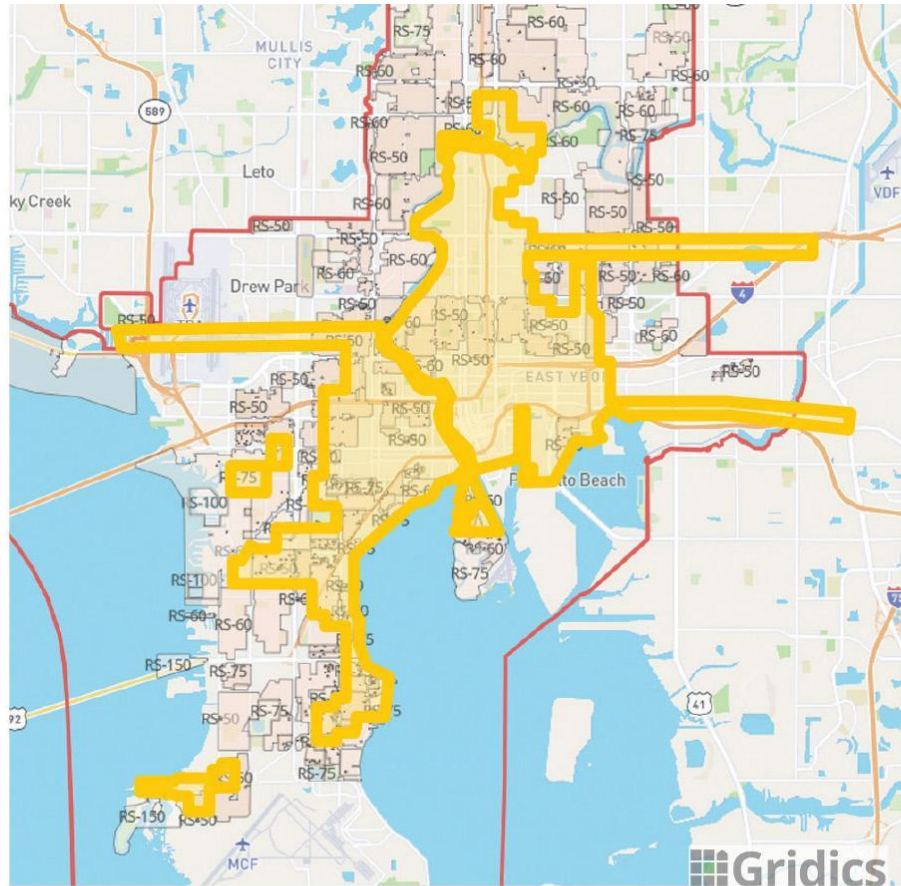


WALKABLE URBANISM + HISTORIC TRANSPORTATION  
1931 SANBORN MAP + 1940s TROLLEY LINES

## Tampa's 1931 Sanborn Map with 1940s Trolley Line Overlay

Consider the overlap of these two maps. When you take the 1930s boundaries (yellow), you can see these core areas of the city that were once Tampa's most walkable and connected places. Then you can start to pick out where the city's historic districts probably are and where the single-family zoning districts are.

**It is helpful to understand that these single-family zoning districts are specifically exclusive, limiting the kind of housing choices you can provide in the most connected, downtown, jobs-proximate places in your city.**

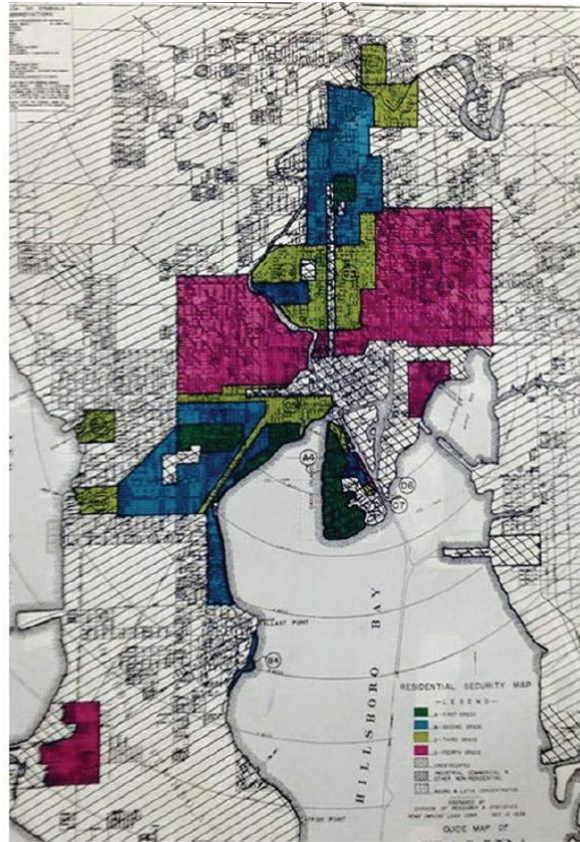


**SINGLE FAMILY ONLY ZONING + WALKABLE URBANISM**  
AREAS TO FOCUS ON INCLUSIONARY NEIGHBORHOOD FOCUSED ZONING CHANGES

## Tampa's Historic Redlining

This map demonstrates another historical layer.

Everything shaded in the red and lighter green were exclusionary areas where federal mortgages were not allowed to be provided. The legacy of this systemic discrimination policy and lack of opportunity remains today.





## Layering It All Together

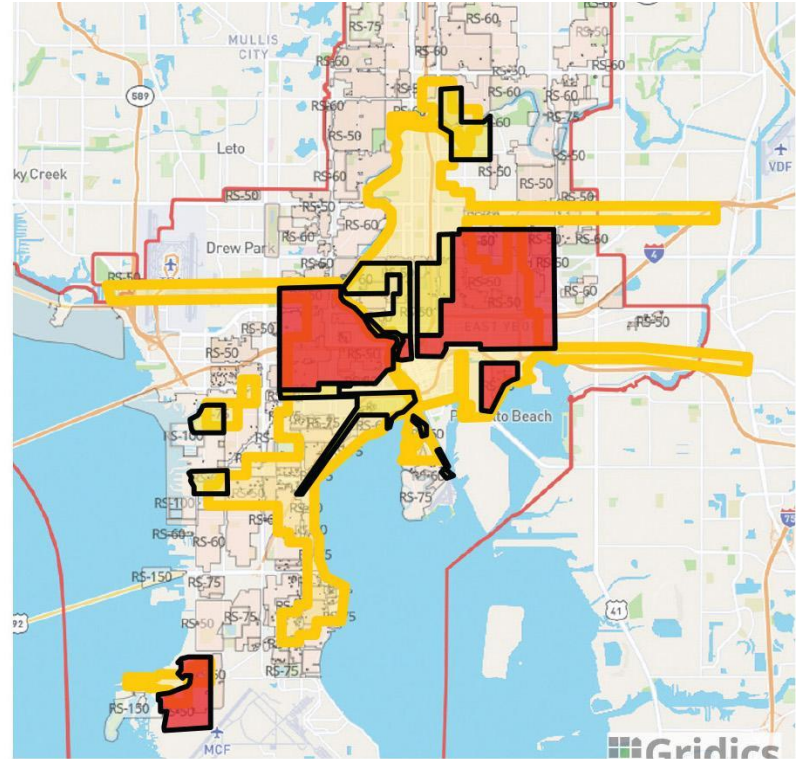
Here you can see the outer boundary of Tampa's complete neighborhoods historically overlaid by the redlined districts.

**These are critical places to invest to make Tampa's communities better, but it has to be done in a very thoughtful, equitable, and inclusive way.**

**"What we've seen in Atlanta, and many other places similar to Tampa, is if you right-size your zoning in these single-family areas, development tends to take off . . . but it also tends to fuel gentrification.**

**Without specific strategies to empower and engage members of these communities (improving access to credit, training and capacity building, etc.), they will get bulldozed, literally, by the wave of investment of outsiders coming in."**

*—Eric Kronberg, Principal, Kronberg Archit*



**SINGLE FAMILY + WALKABLE URBANISM + REDLINING**  
**AREAS TO FOCUS ON COMMUNITY CAPACITY BUILDING**



## Strategies for promoting equitable neighborhood development

### **Re-legalize historic neighborhood development patterns**

Many desirable existing historic neighborhoods are now considered nonconforming, including bungalow courts and corner stores. Regulations should be reviewed with an eye to re-legalizing these built-environment patterns so that new ones can be developed.

In order to get this right, the city should **leverage a form-based code for compatible infill.**

### **Build missing middle housing**

Increasing the supply of missing middle housing is a recommendation that can apply to almost any city. The panel recommends going a layer deeper and focusing on accepted local historic types that already exist in Tampa's neighborhoods. The city can start by coding to these existing typologies so residents can easily understand the context in their neighborhoods.





### **Accessory dwelling units or ADUs (backyard cottages)**

Consider expanding these throughout the city, but the panel recommends doing so incrementally or through a pilot program. The core neighborhoods from the 1930s Sanborn map boundaries are a great place to start.

### **Context-specific solutions: historic data analysis to drive approaches based upon place**

Taking into consideration the land use and equity challenges illustrated by the maps of historic development patterns, redlining, and single-family zoning, the city really needs to take steps to provide **training for community members in disadvantaged neighborhoods to lead their own infill development** and understand how to exercise influence and agency over the development that comes to their neighborhood. But the city also should **promote access to capital for community-led development**.

For example, providing the flexibility for residents to subdivide their lots in more meaningful ways or rent out an ADU allows homeowners in gentrifying low-income areas to sell or monetize their property while remaining in the neighborhood. There are many creative ways to mitigate displacement while allowing existing residents to share in the success and growth of their neighborhoods.

## *Best Practice*

# Equitable Neighborhood Development Solutions from Other Cities

## ATLANTA

**Incremental rollout of zoning reform**

[ADUs /Missing Middle/Parking]

[Learn More](#)

## DURHAM

**Expanding housing choice**

[IRC solutions for infill]

[Learn More](#)

## SACRAMENTO

**Accelerating ADU development**

[Learn More](#)

## PORTLAND

**Missing middle housing**

[Learn More](#)

## NORTH MIAMI

**Explore a better zoning management system**

[Learn More](#)

## MIAMI

**Miami 21: an evolving form-based code**

[Learn More](#)

## *Best Practice*

# Small-Scale and Community Developer Training to Build Capacity in Redlined Neighborhoods

### NATIONAL

Incremental Development  
Alliance

Helping locals strengthen their  
neighborhoods through small-  
scale real estate projects

[Learn More](#)

### DETROIT

Brick + Beam

A community for building  
rehabbers of all levels

[Learn More](#)

### NATIONAL

Buy the Block

Community development  
crowdfunding platform

[Learn More](#)

# FORGE PARTNERSHIPS





## Leveraging partnerships to address the housing affordability crisis in Tampa

The success of any housing affordability strategy lies within the city's ability to be creative in filling funding gaps for projects. Beyond city, state, or federal government resources and the traditional levers like zoning and others, **cultivating public/private partnerships (P3s) will be a critical element in terms of meeting the funding requirements for the city of Tampa's ambitious housing goals.**

Based on feedback from local stakeholder interviews, the panel found that a host of potential partners have goals strongly aligned with the city and believe that housing affordability is a critical issue that will determine the long-term success of the region. There is a strong willingness to help the city with the 10,000 housing-unit production goal.

As demonstrated earlier in the report, even after leveraging tools and streamlining development processes, the city will still face an estimated \$275 million potential funding gap in pursuit of 10,000 new units. The ULI panel highly recommends that the city reach out to the business community, the private sector, and other stakeholders to help raise these funds.



**The city should leverage P3s to foster cooperation and coordinate among a variety of stakeholders to maximize attainable housing production**, but there is also an opportunity to work in a P3 relationship to find solutions to some of the other challenges the city faces. For example, P3s can be particularly helpful in bringing together diverse expertise, resources, and talent to tackle some of the complex social equity issues, particularly wealth-building opportunities for Black and brown communities, important to the city and the community stakeholders the panel interviewed.

### **Keys to a Successful Public/Private Partnership**

First, regardless of who the partner is (a university, hospital, church, homebuilders, etc.), a common desire heard from a range of stakeholders was that **a clear, shared vision and a road map for these partnerships are needed**. In addition, to facilitate good partnerships there need to be **well-defined roles and responsibilities**.

Under the leadership of Mayor Castor, the city has begun to make strides in building trust among community organizations and residents, but the stakeholder interviews indicate that areas exist for improvement. **For any partnership to be successful, it has to be built on trust**. All successful public/private partnerships necessitate a willingness and recognition that **there will be compromises and tradeoffs along the way**.

**The panel heard from many potential local partners that they are looking for real leadership, clarity, and coordination from the city of Tampa—and a meaningful invitation to join the cause.**



**Public/private partnerships are not just about funding. They are also about using diverse partners to share resources and maximize efficiency. Partners could include any of the following groups:**

- Universities
- Hospitals
- Prisons
- Churches
- Citizens
- Volunteer-based organizations
- Private sector
- Real estate developers and investors
- Construction companies
- Home improvement suppliers
- Area corporations
- Homebuilders



## Employer-Based Housing (Chamber Led)

### **Build local business community leadership on housing affordability**

- Chamber must make the business case for a citywide comprehensive employer-based housing strategy to build broad support
- Create an inclusive leadership structure to coordinate business activities, including partnering with Black and Brown business groups

### **Employers should employ an holistic approach**

- Provide subsidy in the form of rental or downpayment and housing counseling support
- Direct investment into affordable housing projects
- Leverage existing assets (land)
- Provide transit benefits (and/or support transit capital funding)



## **Anchor Institutions (Hospital Led)**

### **FORGE PARTNERSHIPS**

#### **Identify and alleviate the importance of addressing social determinants of health in the local community**

- Tampa General should work with community stakeholders to complete a community health needs assessment (CHNA), per ACA requirements, to determine the social determinants of health and the role of community development organizations
- Tampa General should become an engaged partner with the surrounding neighborhood to build community capacity and leadership

#### **Anchor institutions should use a holistic approach**

- Establish a comprehensive neighborhood development plan that addresses, at minimum: education, health & wellness, safety, housing, workforce development
  - See Best Practice model partnership between Nationwide Children's Hospital and Fifth Third Bank
- Identify community partner(s) to collaborate in the effort

#### **Increase impact through policy advocacy**

#### **Establish measurable goals to bring work to scale**

## ***Best Practice*** **Partnerships**

# Nationwide Children's Hospital



Nationwide Children's Hospital in Columbus, Ohio, is working to improve health for children in all its forms. Studies show that health outcomes are influenced by a “neighborhood effect”—meaning that health outcomes vary based on where a person lives.

Factors that can affect health include access to health care, housing, education, employment, relationships, transportation, and food supply.

The hospital is forging public/private partnerships and investing in affordable housing and the rehabilitation of blighted and vacant properties in its area of service with the goal of increasing the standard of livability and improving public health outcomes.

[Learn More](#)



## **Federal Government (Military Led)**

- **The city should provide support to MacDill Air Force Base to address existing on-base housing challenges such as the existing black mold cleanup initiative.**
- **Leverage existing rental assistance to provide equity to off-base, affordable housing projects.**
- **Assess and leverage existing military housing privatization initiatives at the Air Force Base.**
- **Encourage greater military participation in and collaboration on the City Housing Cabinet.**



# STRUCTURE LEADERSHIP, GOVERNANCE & ENGAGEMENT



## **The city of Tampa has demonstrated leadership, creativity, and political will to address housing affordability.**

Tampa is one of the hottest markets in the country right now: number 6 on the *Emerging Trends in Real Estate® 2021* report published by ULI and PwC. This is an important moment to ensure that the benefits of this growth and attention are realized by all residents, particularly communities of color. COVID-19 creates an additional set of challenges for the city and exacerbates the challenges of poverty and housing affordability for many residents. Now is the time to commit the resources where the needs are the greatest and prioritize low-income communities and neighborhoods that have been historically underinvested and overlooked. Strategies could include:

- Engaging deeply with residents and being open to new and creative approaches and partnerships.
- Taking a comprehensive data-driven approach to understanding and prioritizing investments. The 10,000 units goal is the North Star and should guide the city's tracking, planning, and investments.
- Recognizing that there is no silver bullet to solving housing affordability. Using a stack of strategies will help move the needle.
- Realizing that resident displacement doesn't have to be inevitable. Be intentional and creative with strategies. This requires house-by-house and block-by-block attention.
- Being bold, setting priorities, and providing resources.

**Taking a holistic approach is critical for delivering on the range of ULI panel recommended strategies. To be successful, the city needs to choreograph from the 65,000-foot perspective.**



## Create (or repurpose) a senior position laser-focused on housing

### Characteristics of Chief Housing Officer/Administrator position:

- Located in the Mayor's office, with a clear charge & authority from the Mayor
- Has broad discretion/responsibility/resources to get done what needs to be done
- Should collaborate across departments and with nongovernmental agencies to expedite housing production
- Preferably a person of color who can identify and serve as a voice for Black, brown and/or other traditionally underserved communities
- Should understand cross-jurisdictional forces affecting housing affordability (i.e., transportation, planning/zoning, economic development, etc.)



## Create a “Housing Cabinet”

- Led by Chief Housing Officer/Administrator
- Interagency & public/private collaboration to break down silos & expedite progress
- Share sense of “ownership” and partner to facilitate housing production
- Implement tools/strategies under its purview
- Leverage resources currently housed in multiple departments

### ***Membership suggestions:***

- ***Internal/Government:*** Planning & Development, including Housing & Community Development & Construction Services; Economic Development & Opportunity; Chief of Staff; Architectural Review & Historic Preservation; Community Partnerships; Affordable Housing Advisory Committee; Community Redevelopment Agency; Mobility Dept; Housing Authority; HART; Hillsborough County
- ***External:*** Community organizations; Chamber of Commerce; MacDill Air Force Base; Tampa General Hospital; universities; other major employers

## Best Practice


# Models for Housing Cabinets




Two key advisory groups provided direction and leadership during this plan's development. The **Green Ribbon Committee**, comprised of community leaders from public, private, and non-profit sectors, was asked to take a big picture view of the planning effort and represent the interests of our diverse community. The **Green Cabinet**, a committee of agency directors led by the City Administrator, was tasked with promoting inter-agency coordination and determining how the District government can align each agency's individual—and shared—missions to achieve the plan's ambitious goals.

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**HOUSE ATL**



### Did you know?


Atlanta loses  
**1500**  
affordable housing units annually  
(Federal Reserve Bank of Atlanta)


=


**HouseATL is addressing Housing Affordability in the City of Atlanta**


⇓


#### Bringing Atlanta Together. For The Common Good

  
AFFORDABLE HOUSING ADVOCATES

  
THE ATLANTA BUSINESS COMMUNITY

  
THE GREATER ATLANTA COMMUNITY

  
LOCAL POLICY MAKERS

  
REAL ESTATE DEVELOPERS

HouseATL is a cross-sector group of civic leaders committed to building the political and community will for a comprehensive and coordinated housing affordability action plan in the city of Atlanta. HouseATL is an open taskforce initiated through the convening power and resources of ULI Atlanta, the Arthur M. Blank Family Foundation, Central Atlanta Progress, Center for Civic Innovation, and Metro Atlanta Chamber of Commerce.

[View Here](#)



## **Community Engagement + Social Equity**

- **The city has an opportunity to build ongoing relationships to support its housing goals by identifying and building community champions.**
- **Community engagement must include a deeper approach that centers on equity and runs through all processes.**
- **In some neighborhoods, an organizational infrastructure already exists; in others, the city should do more direct engagement work and capacity building.**
- **Be intentional, beginning with the process around a needs assessment, and using tools such as a community land trust to generate small-scale wealth-creating opportunities for communities of color.**

# APPENDIX: ULI PRESENTATION



# View Panel Presentation

Virtual presentation held on September 18, 2020



<https://youtu.be/G50kpA36Y3o>

**We are grateful for the many voices of Tampa residents whose perspectives informed and inspired this process. Special thanks to the Robert Wood Johnson Foundation, the ULI Building Healthy Places Initiative, and our project equity advisers for making this effort possible.**



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