

housing

in the new marketplace

policy issues and solutions



march 20, 2003

conference center
federal reserve bank
of new york

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THE CITY OF NEW YORK
Michael R. Bloomberg, *Mayor*
Daniel L. Doctoroff,
Deputy Mayor for Economic Development and Rebuilding



THE CITY OF NEW YORK
Department of Housing Preservation and Development
Jerilyn Perine, *Commissioner*

contents



letter from the commissioner

keynote speaker

session I: the new urban demographics

session II: neighborhood growth and revitalization

session III: policymakers' responses to housing issues

session IV: creative solutions to housing and land use dilemmas

commissioner's awards

acknowledgements

letter from the commissioner

Jerilyn Perine



Our third conference, *Housing in the New Marketplace: Urban Policy Issues and Solutions*, was intended to foster dialogue between housing professionals from competitive, global cities—ones that, though separated by miles and oceans, share similar concerns. New York, Boston, San Francisco, London, and Sydney are all experiencing demographic change that has resulted from waves of immigration, domestic migration, and the aging of the population. These shifts place new pressures on already-tight housing markets, forcing policy-makers and planners to devise new and innovative programs in order to ensure that their cities' populations are appropriately served.

We hope that the conference sessions enabled participants—representatives from government and the non-profit sector—to share ideas about how best to provide decent and affordable housing to people at all income levels. We all have different experiences to contribute, and have much to learn from one another.

This report provides an account of the conference sessions, but our international guests participated in other activities while in New York City: tours of Harlem and Flushing, Queens; a design workshop concerning Livonia Avenue in East New York, Brooklyn; and a roundtable discussion about the role of municipal agencies in community development. An important outcome of the roundtable discussion is the need for sustained dialogue that goes beyond biannual conferences and allows leaders in the housing field to keep in touch, year-round. It is our hope that our conference will serve as a starting point for meaningful collaboration that will continue well into the future.

Sincerely,

A handwritten signature in cursive script that reads "Jerilyn Perine".

Jerilyn Perine

keynote speaker

Daniel L. Doctoroff

We were honored to have **Daniel L. Doctoroff**, New York City's Deputy Mayor for Economic Development and Rebuilding, deliver the conference's keynote speech. Doctoroff noted that, in the aftermath of September 11th, there are many lessons to be learned. Although the World Trade Center was a bustling commercial area and international icon, its voracious appetite for tenants weakened the entire downtown market. The underground mall detracted from the vitality of the surrounding streets by siphoning pedestrians away. There is little open space, and few schools. The rebuilding of Lower Manhattan, which Doctoroff helps to oversee, is a chance to correct mistakes. We can create a live, work, and play destination for the world—offer a one-seat ride to the airports, and create magnificent new parks, promenades, cultural destinations, and new neighborhoods. We will build a vibrant 24-hour community that is tribute both to the lives lost on September 11th and to the city's resilience. We should learn from our past successes as well as our failures, Doctoroff pointed out. For example, Park Avenue used to be a rail yard, a twisted mass of tracks ushering trains in and out; now it's the most valuable real estate in the world. If we make key investments, Hudson Yards in Far West Midtown could be the next Park Avenue. If we extend the subway, create new parkland, and enhance the convention center, Midtown would be extended all the way to the Hudson River with mixed-income, mixed-use communities. We need to tap into resources throughout New York City that have remained dormant for too long. Back-office jobs have relocated across the river to New Jersey. The City can keep operations in the city by offering low-cost options for these businesses. In coming years, hundreds of acres of vacant or underused land will be developed on the banks of the City's waters in Brooklyn, Queens, Harlem, Governor's Island vacant for parks, housing, and cultural institutions. New York is a diverse and tolerant city, the world's second home, a city of dreamers, and the safest major city in America. Overcoming obstacles is part of the City's historical tradition, and the Deputy Mayor expressed his faith that New Yorkers will once again rise to the occasion to make the impossible possible



"We need to find creative ways to make scarce City dollars go farther. That's why I'm so proud of the Mayor's Housing Initiative. We are going to create and preserve more than 65,000 homes and apartments over the next five years. Just as importantly, we're going to provide a stream of new incentives to jumpstart private investment in high-need communities—removing barriers to development, reducing costs of construction, and rezoning neighborhoods that are ripe for new private housing."

biography

keynote speaker

Daniel L. Doctoroff



Daniel L. Doctoroff is Deputy Mayor for Economic Development and Rebuilding for the City of New York. As Deputy Mayor, Mr. Doctoroff oversees the planning and implementation of the policies that affect the economic prosperity of New York City. He has responsibility for coordinating efforts to retain, attract, and expand domestic and global businesses, and will oversee the City's efforts to secure the 2012 Olympic Games. The Deputy Mayor also oversees New York City's physical and economic response to the events of September 11, including coordinating with city and state agencies, the federal government and the Lower Manhattan Development Corporation to redevelop the World Trade Center site and the financial district. Prior to joining the Bloomberg administration, Mr. Doctoroff was Managing Partner of Oak Hill Capital Partners, one of the oldest and most respected private equity investment firms. Oak Hill Capital was formed in association with Texas-based investor Robert M. Bass. During his 14-year association with Mr. Bass, Mr. Doctoroff led acquisitions of companies in a wide variety of industries, including information services, insurance, thrifts, cable/television, hotels, and leasing. Before joining Mr. Bass in 1987, Mr. Doctoroff was an investment banker at Lehman Brothers, specializing in merchant banking, corporate finance, mergers and acquisitions, corporate restructurings, and reorganizations. Mr. Doctoroff received a B.A. degree from Harvard College and a J.D. degree from The Law School at the University of Chicago.

session I:

the new urban demographics

moderator:

Michael H. Schill,

Director
Furman Center
for Real Estate and Urban
Policy, New York University

Bruce Katz, *Director*

Center on Urban and
Metropolitan Policy,
Brookings Institution

Rolf Alter, *Deputy Director*

Public Governance and
Territorial Development
Directorate, OECD

Vivienne Milligan,

Visiting Scholar
Faculty of Architecture,
University of Sydney



Participants in the day's first panel provided a broad overview of the demographic trends affecting the United States, Europe, and Australia. The three panelists discussed immigration, aging, and domestic in-migration-trends that can dramatically reshape a city's, or a nation's, housing needs-and demonstrated how these trends affect housing market supply and demand at the city, state, and local level. All panelists stressed the importance of cohesive and coherent housing policies that encourages private and non-profit sector involvement.

Rolf Alter represents the Organisation for Economic Co-operation and Development (OECD), a group of 30 industrialized countries that plays a prominent role on fostering good governance. Alter's presentation focused on three broad questions:

- Why does housing matter?
- What drives housing demand?
- How does government respond?

His answer to these broad questions was clear and one that was echoed often by the following presenters as well: housing matters because in order to be competitive in this global economy, a city must be livable, and housing is one component of a livable city. He further expanded on the discussion by focusing on the demographic issues driving demand. In OECD countries, the elderly population is experiencing dramatic growth, and it is projected that, over the next 25 years, 70 million workers will retire and will be replaced by only five million new ones. This has implications for housing demand, since the elderly (singles and couples) often need small units, easy access to support services, and often have limited income. Alter emphasized the need for government-federal or local-to develop creative, participatory, and incentive-based housing programs, ones that encourage private investment by fully disclosing both the risks and the rewards.

Bruce Katz's presentation aimed to answer four questions:

- What are the general demographic trends affecting the United States?
- How do these trends affect central cities?
- How do city trends compare with suburban trends?
- What do these trends mean for urban and housing policy?

According to Katz, the nation is experiencing tremendous change, as its large baby-boomer population ages and its foreign-born population grows, but these overall trends mask vast regional differences. Katz divides the country into three distinct areas: The New Sunbelt, which includes states, like Colorado and Georgia, whose overall growth is fueled by domestic migration; Melting Pot America, including states that, like New York and California, continues to be home to most of the nation's immigrants while simultaneously losing population due to domestic migration; and The Heartland, made up of slow-growth states such as Pennsylvania.

continued session I: the new urban demographics

moderator:

Michael H. Schill,

Director
Furman Center
for Real Estate and Urban
Policy, New York University

Bruce Katz, Director

Center on Urban and
Metropolitan Policy,
Brookings Institution

Rolf Alter, Deputy Director

Public Governance and
Territorial Development
Directorate, OECD

Vivienne Milligan,

Visiting Scholar
Faculty of Architecture,
University of Sydney



During the 1990s, cities in growing areas tended to grow, and cities in declining areas tended to decline. Many of the fastest-growing cities were in the West and Southwest. Growth in central cities was typically fueled by Asians and Hispanics, who offset continued white flight; cities also saw increases in non-married households with children and single adult "non-families." Suburbs experienced faster growth than cities: each ethnic group grew more quickly in the suburbs than in the cities; each household type grew at a faster rate in the suburbs; growth in the elderly population is more common in the suburbs.

As these tremendous changes occur, the responsibility for implementation of federal housing policy is being transferred to the local level. Katz stressed the importance of a proactive federal housing policy flexible enough to address the needs of different types of cities, and encouraged New York policy-makers to forge bonds with cities that have common concerns.

Vivienne Milligan discussed housing and demographic change in Australia and, in particular, Sydney. The presentation touched on four topics:

- Demography and urban settlement;
- Current housing and economic conditions;
- International comparisons; and
- Governmental policy

Australia is highly urbanized and its population is extremely concentrated. Two cities, Sydney and Melbourne, house almost 40 percent of the nation's population. Residents of Sydney have historically been well-housed—the vast majority are homeowners and enjoy wealth accrual as a result. However, the costs of homeownership are rising, and it is becoming unaffordable to the middle class—the economy remains strong, but mortgage indebtedness is at an historical high. Thus, current renters may be unable to ever enjoy the security and wealth-building benefits of homeownership. This situation is exacerbated because of Sydney's continual expansion: the population is growing due to high levels of immigration (40 percent of the nation's first-generation immigrants live in Sydney) and domestic migration; and the city's geography allows for no further expansion.

In some ways, Sydney compares favorably to its international peers. It has a high rate of homeownership and boasts ethnic integration. Its housing stock is in good condition, and lacks swaths of abandoned, vacant land that characterize some American and European cities. However, Sydney's condition is perilous. Its happy housing conditions have been achieved without a coordinated federal housing policy, and its municipal policies are weak. The local non-profit sector is underdeveloped. These challenges must be overcome if Sydney is to sustain its growth in the face of its demographic changes.

session I: the new urban demographics

biographies



Michael H. Schill

is Professor of Law and Urban Planning at the New York University School of Law and Wagner School of Public Service, where he teaches courses in property law, land use regulation, and real estate. He is also the Director of the Furman Center For Real Estate and Urban Policy at NYU. Professor Schill has written or edited three books and a number of articles on various aspects of housing policy, deregulation, finance, and discrimination. Professor Schill is co-principal investigator of studies on removing impediments to housing construction, housing and neighborhood conditions of immigrants, and the impact of public investments on housing values. He is also the principal investigator of an evaluation of the Fair Housing Act election process. Professor Schill is Vice Chair of the New York City Loft Board, a former member of the housing task forces of the New York City Council Speaker and Manhattan Borough President, a member of the Board of Directors of Neighborhood Restore, the Advisory Board of the New York City Fannie Mae Partnership Office, the editorial board of Housing Policy Debate, and New York City's Neighborhood Investment Advisory Panel.



Rolf Alter

is Deputy Director of the Public Governance and Territorial Development Directorate of the Organisation for Economic Co-operation and Development (OECD), in Paris. Mr. Alter, a German national, joined the OECD in 1991 as a senior economist and has served in various capacities, including as advisor to the Executive Director. As a special assignment, Mr. Alter set up and directed the OECD's Investment Compact team for the Stability Pact for South East Europe. Prior to the OECD, Mr. Alter was an economist in the Research Department of the International Monetary Fund, in Washington, D.C., and moved later to the Fund's African department. He started his professional career in 1980 at the Ministry of Economy in Bonn, Germany. Mr. Alter holds a doctorate degree from the University of Goettingen/Germany, following post-graduate work in Germany and the U.S.



Bruce Katz

is currently a Vice President at the Brookings Institution, a Senior Fellow in Economic Studies, the Adeline M. and Alfred I. Johnson Chair, and founding Director of the Brookings Center on Urban and Metropolitan Policy. Before joining Brookings, Mr. Katz served as Chief of Staff to Henry G. Cisneros, former Secretary of the U.S. Department of Housing and Urban Development. From 1993-1996, Mr. Katz served as the Secretary's principal advisor on policy, budget, and program priorities and the Department's chief liaison with the White House, Office of Management and Budget, and other federal agencies. Mr. Katz has also served as the staff director of the Senate Subcommittee on Housing and Urban Affairs. He is a graduate of Brown University and Yale Law School.



Vivienne Milligan

has over 20 years experience in housing policy development and innovation in Australia. During her career, she has been instrumental in developing new initiatives in public, community, Aboriginal, and affordable housing working at different times in the states of New South Wales, Queensland and Victoria and also with the national government. Her most recent government position, which she held from 1993 until 1999, was as Executive Director, Office of Housing Policy in New South Wales. In 1999, Ms. Milligan took a career break to return to research and has recently submitted her doctorate to the Faculty of Geographical Studies, University of Utrecht in the Netherlands where she spent the 1999/2000 year. Her thesis compares the long-term consequences for low-income households of different housing policy strategies in Australia and the Netherlands. While completing her doctorate, she has been a Visiting Scholar in the School of Planning, Faculty of Architecture at the University of Sydney. She holds a BA (Honours) degree from the University of Sydney and she lives in Sydney.

session II: neighborhood growth & revitalization

moderator:

José Cintrón,
Miami Housing and
Urban Development Office

Lucille L. McEwen,
President & CEO
Harlem Congregations
for Community Improvement,
New York City

Hipolito (Paul) Roldan,
Executive Director
Hispanic Housing
Development Corporation,
Chicago

Jeanne Dubois,
Executive Director
Dorchester Bay Economic
Development Corporation,
Massachusetts

Bill Randolph, *Director*
Urban Frontiers Program,
University of Western Sydney

Richard McCarthy,
Chief Executive
Peabody Housing Trust,
London

Tom McGuire,
Executive Director
Community Seven



Panel 2 focused on the challenges that local organization faces as the neighborhood's demographics change and housing demand increases. Speakers represented community organizations that, decades ago, were charged with the task of rebuilding distressed communities; now, however, these organizations struggle to confront the problems success brings-overcrowding, gentrification, and affordability.

Many of the issues confronting these communities today were unimaginable fifteen or twenty years ago. Lucille McEwen, from Harlem Congregations for Community Improvement (HCCI) in New York City, stated that when HCCI was founded, gentrification was an inconceivable concept because the neighborhood was so devastated. The CDCs in New York, Boston and Chicago (represented by McEwen, Jeanne Dubois, and Hipolito Roldan, respectively) are mature organizations whose primary focus has been, and continues to be, the provision of safe, affordable housing. They develop new housing and renovate existing structures for homeowners as well as renters, sending a positive message throughout the neighborhood and serving as a catalyst for further improvement.

However, success has a price: a revitalized neighborhood is attractive to current residents as well as newcomers, and gentrification can push long-time residents out. Thus, sophisticated CDCs must develop new strategies that help neighborhood residents participate in the community renaissance that they have helped to bring about-rather than be displaced by the success that growth and renewal have brought. Economic development, financial literacy programs, youth activities, and asset-building strategies are now significant parts of these organizations' tool kits.

Not all American cities experienced the same type of growth in the 1990s, and not all CDCs have reached this level of development. Jose Cintron noted that, just eight years ago, Miami did not have an infrastructure of established CDCs. Abandonment and disinvestment were still part of the landscape. Today, the CDC movement in Miami is growing and revitalization efforts are beginning, but gentrification is not yet a problem.

Speakers from Liverpool and Sydney (McGuire, Randolph) were appreciative of the strength of America's CDCs, remarking that such local organizations do not exist in their countries. As McGuire commented, "the UK does not have policies which look at neighborhoods. Government policies are tied to cities or issues. They do not focus on neighborhood issues." The CDC's role, as seen from those outside the States, is to provide a voice for those living in communities-or, as Bill Randolph said, to remind policy makers that "place matters." While gentrification is a significant issue in Sydney, the city lacks the overlay of programs, funding, and community organization that exists in cities like New York, Boston, or Chicago; this helps to mitigate some of the negative consequences of increased demand and community revitalization.

continued session II: neighborhood growth & revitalization

moderator:

José Cintrón,

Miami Housing and
Urban Development Office

Lucille L. McEwen,

President & CEO
Harlem Congregations
for Community Improvement,
New York City

Hipolito (Paul) Roldan,

Executive Director
Hispanic Housing
Development Corporation,
Chicago

Jeanne Dubois,

Executive Director
Dorchester Bay Economic
Development Corporation,
Massachusetts

Bill Randolph, Director

Urban Frontiers Program,
University of Western Sydney

Richard McCarthy,

Chief Executive
Peabody Housing Trust,
London

Tom McGuire,

Executive Director
Community Seven



Challenges

- Demographic change-immigration, in-migration, and an aging population
- Gentrification and housing affordability (thriving cities)
- Polarization, isolation, and declining property values (declining cities)
- Homeownership for lower-income residents
- Maintenance of rehabilitated housing
- Lack of community access to technology
- Lack of leadership in the community and life skills in individuals
- Inefficient, complicated federal programs

Solutions

- Community organizing
- Increased awareness and visibility of community organizations, via street fairs and children's activities
- Financial literacy training and Individual Development Accounts (IDAs)
- Small business loan programs (especially for locally-owned businesses) to catalyze economic development
- Long-term control over land use decisions via participation in planning process, land leases or urban renewal powers
- Converting rental buildings to limited-equity cooperatives
- Guidance, advice, and support concerning homeownership options
- Coordinated and cohesive federal funding
- Mixed-income housing developments and inclusionary zoning
- Public-private partnerships and developer incentives

session II: neighborhood growth and revitalization

biographies



José Cintrón

became Florida State Coordinator for the U.S. Department of Housing and Urban Development (HUD) in 1995, after serving as HUD's regional representative for New York and New Jersey. Prior to working with HUD, Mr. Cintrón held several senior level-positions in New York City government agencies, including the School Construction Authority, the Board of Estimate, the Housing Development Corporation, and the Department of Housing Preservation and Development, where he served as Assistant Commissioner of Community Development and Neighborhood Preservation, coordinating planning and development activities on all urban renewal land and vacant land.



Lucille L. McEwen

is President and Chief Executive Officer of Harlem Congregations for Community Improvement, Inc. (HCCI), a comprehensive community building organization. Prior to joining HCCI, Lucille was General Counsel and Chief of Staff of the Upper Manhattan Empowerment Zone (UMEZ), a not-for-profit organization established to revitalize Upper Manhattan's economy. Ms. McEwen has also served as Assistant Commissioner at HPD, and her career in City government has also included serving at the Board of Education and the Department of Consumer Affairs. Ms. McEwen currently serves on the Fannie Mae Advisory Board, the Greater Harlem Chamber of Commerce, the Advisory Committee of the New York Emerging Neighborhood Fund, L.P., New York City's Neighborhood Investment Advisory Panel, and the Board of Trustees of the Community Church of New York. Ms. McEwen earned a J.D. from Brooklyn Law School, an M.B.A. from Baruch Graduate School, and a B.A. in Psychology from City College of New York.



Hipolito (Paul) Roldan

is Chief Executive Officer of Hispanic Housing Development Corporation, has developed over 1,800 affordable apartments and townhomes for families and elderly residents of several Hispanic communities in Chicago. In addition, he has initiated the development of over 80,000 square feet of retail and office space and has directed the formation of a property management arm, which currently manages over 3,500 residential units. Mr. Roldan established and directs Tropic Construction Corp., a residential and commercial builder. Previous to his current position, Mr. Roldan developed low-income housing in Brooklyn, New York. Mr. Roldan also serves on various boards and committees, including the National and Chicago boards of the Local Initiatives Support Corporation, National Puerto Rican Coalition, Division Street Business Development Association, Chicago United, Latinos United, MB Financial, N.A., The Retail Initiative, Chicago Transit Authority Citizens Advisory Board, Housing Partnership Network, The Human Relations Foundation of Chicago, and is an "Inner City Advisor" for the Urban Land Institute. He holds a Bachelor's degree in Social Studies from St. Francis College, and a Master's degree in Urban Studies from Long Island University..

session II: neighborhood growth and revitalization

biographies



Tom McGuire

has 22 years of experience in housing and regeneration, and is now Executive Director of **Community Seven**, a Housing Association in Liverpool, England tasked to deliver quality housing management services, improved housing and new housing solutions at the same time as driving up private sector property values and demand for all housing in a community characterized by physical blight and an exodus of the economically able. He is an irrepresible and enthusiastic individual with a hands-on style who enjoys open and dynamic working with valued colleagues and partnership agencies. Honours graduate in Philosophy and Literature, so understands completely that he doesn't understand anything at all about books and life. Married and a father of three children



Professor Bill Randolph

joined the **University of Western Sydney** in August 1998 to head the newly-established **Urban Frontiers Program (UFP)**, which conducts research in to a wide range of policy issues concerning the processes of contemporary urbanization. At the UFP, Dr. Randolph's research interests include housing affordability, urban renewal, community regeneration, work disincentives, participation and social inclusion, evaluation methods, housing policy, immigration and housing, urban consolidation, and urban development. Prior to this position, Dr. Randolph spent four years in market research and consultancy based in London, UK. He had previously spent eight years as Head of Research at the National Housing Federation in London. Dr. Randolph has also worked as a research fellow at the Open University. His PhD, awarded in 1987 from the London School of Economics, was a study of tenure-based social polarization in London..



Jeanne Dubois

is Executive Director of the **Dorchester Bay Economic Development Corporation**, and has over 25 years of community organizing experience. She also has commercial development experience through the Roslindale Village Market and Dorchester Bay. Ms. Dubois currently sits on the Massachusetts Brownfield Advisory Group, the Local Initiatives Support Corporation (LISC) Advisory Board, and the LISC Economic Development Committee.

session III: policymakers' responses to housing issues

moderator:

Richard T. Roberts,
Managing Director & Head
Urban Investment Group
Goldman Sachs, New York City

Jerilyn Perine, *Commissioner*
New York City Department of
Housing Preservation
and Development

Marcia Rosen,
Executive Director
San Francisco
Redevelopment Agency

Charlotte Golar Richie,
Chief of Housing & Director
Department of
Neighborhood Development,
Boston

Ross Woodward,
Executive Director
Housing Services,
New South Wales
Department of Housing,
Sydney

Mark Kleinman,
Head of Housing
Greater London
Housing Authority



The conference's third panel was composed of housing policy-makers from cities across the globe: New York, Boston, San Francisco, London, and Sydney. They confront similar problems, despite the distance that divides them: their policies must accommodate growing populations without the luxury of unlimited-if any-land for development; and must provide for residents of varying incomes while retaining a focus on affordable housing.

Governmental structures represented and described by the panelists vary. In the United States, we are accustomed to large municipal agencies, reporting to a Mayor, that rely on federal funding and accompanying guidelines, which may be more or less flexible depending on the administration; Jerilyn Perine, Charlotte Richie, and Marcia Rosen represent large municipal agencies in New York, Boston, and San Francisco respectively. Mark Kleinman described the role of the Greater London Authority (his employer), an umbrella agency responsible for "planning, persuasion, and publicity" that sets goals for the area's boroughs in the areas of housing, transportation, and land use and development. Ross Woodward, whose agency manages about 50,000 public housing units, described a disjointed system in Australia, where the regional concerns of the local government receive little support from the federal or state level.

Though these cities may have comparable present-day situations, they have not traveled parallel paths. Perine and Kleinman described the mid-20th century population declines that these cities experienced before rebounding due largely to immigration; Boston has also witnessed once-devastated communities again become destination points for natives and tourists alike. San Francisco has never faced abandonment and disinvestment, and Rosen discussed its constant state of "too much capital and too little opportunity" for development. Sydney is, by many accounts, a thriving metropolis, and the majority of its residents enjoy the benefits of homeownership, but local housing professionals like Woodward foresee a widening gap between haves and have-nots.

Panel participants all expressed their commitment to keeping the city affordable for low-income residents, and so housing plans in all cities include units affordable to low-income residents. For example, New York City has recently released a plan that aims to create and preserve 65,000 units over the next five years; of these, approximately 46 percent will be affordable to low-income households. Boston's Leading the Way plan set a goal of creating 7,500 units over three years, one-third of which will be affordable. The London Plan is striving to create 23,000 units per year each year until 2016; half of these will be affordable.

Given the various constraints—a lack of land, budgetary constraints, and level of subsidy necessary to build a unit affordable to a low-income family—housing professionals must be innovative. They seek out space for development in unconventional locations: many of the panelists discussed environmental remediation to make brownfields suitable for housing as well as the conversion of unused manufacturing space into residences.

continued SESSION III: policymakers' responses to housing issues

moderator:

Richard T. Roberts,
Managing Director & Head
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Goldman Sachs, New York City

Jerilyn Perine, *Commissioner*
New York City Department of
Housing Preservation and
Development

Marcia Rosen,
Executive Director
San Francisco
Redevelopment Agency

Charlotte Golar Richie,
Chief of Housing & Director
Department of
Neighborhood Development,
Boston

Ross Woodward,
Executive Director
Housing Services,
New South Wales
Department of Housing,
Sydney

Mark Kleinman,
Head of Housing
Greater London
Housing Authority



Innovative finance strategies, like inclusionary zoning and tax increment financing, are also vital to government's ability to stretch money further.

Challenges

- Lack of available land
- Limited financial resources
- Growing chasm between rich and poor
- Affordability and overcrowding
- Federal and state support for local issues
- Federal policy out of sync with local needs
- Lack of coordination between city agencies
- Overcoming community distrust
- Housing for special-needs populations

Solutions

- Clear and measurable goals for city, with accountability to community
- Transparent city processes
- Strong city leadership
- Higher density-maximize large scale developments
- Finding vacant and off-line properties
- Reutilizing brownfields
- Hotel tax to support special needs housing
- Tax increment financing
- Mixed-income housing
- Involvement colleges and universities in community revitalization
- Advocating for housing on the federal agenda

session III: policymakers' responses to housing issues

biographies



Richard T. Roberts

is a Managing Director of **Goldman, Sachs and Co.**, where he directs the Urban Investment Group, a private equity effort designed to expand economic opportunity throughout the country, particularly in the cities where Goldman operates. Prior to joining Goldman, Roberts served as the Commissioner of HPD. From 1996 to 1997 Roberts served as Vice President of Government and Community Relations at the Mount Sinai Medical Center, directing governmental relations and community outreach effort. As an Assistant to Mayor Giuliani from 1994 to 1995, Mr. Roberts oversaw major policy initiatives that emphasized "reinventing" city government. From 1993 to 1994 he worked with Yale president Benno C. Schmidt as Vice President of the Edison Schools. As an associate at the Wall Street firm of Davis, Polk & Wardwell from 1989 to 1993, Mr. Roberts represented corporate clients in international business transactions. Mr. Roberts was educated at Yale University, from which he received the Bachelor of Arts and Juris Doctor degrees.



Jerilyn Perine

was named Commissioner of HPD on September 19, 2000 by Mayor Rudolph W. Giuliani and was reappointed Commissioner on December 28, 2001 by Mayor Michael R. Bloomberg. Commissioner Perine worked closely with Mayor Bloomberg on developing his \$3 billion housing initiative, "Housing in the New Marketplace: Creating Housing for the Next Generation," to build or preserve 65,000 units of housing over five years and is responsible for implementing the housing plan. In her 24 years of public service in New York City, Perine has held positions in the areas of economic development, urban planning, and housing development and has been at HPD since 1986. She has created and implemented programs that rehabilitated and privatized City-owned residential properties and applied early intervention and rehabilitation strategies for privately-owned distressed property. These programs have received Innovations in American Government awards from Harvard's Kennedy School of Government and the Pioneer Institute in Massachusetts. Commissioner Perine is a member of the International Brownfields exchange and has traveled and collaborated with housing and community development professionals in Australia, Canada, England, Germany, and Northern Ireland.



Mark Kleinman

became Head of Housing and Homelessness at the **Greater London Authority** in February 2003, having worked in 2002-2003 as a Senior Policy Analyst in the Prime Minister's Strategy Unit. Previously, he has taught and researched at the University of Cambridge, the London School of Economics and as Professor of International Social Policy at the University of Bristol. His research interests include housing policy and economics, comparative urban governance; citizenship and welfare in the European Union; and international migration and urban labour markets. Dr. Kleinman has been a member of advisory panels for the UK Minister for Local Government and for HM Treasury, and has acted as a consultant for, among others, the European Commission, the Department for Education and Science, and the National Audit Office. He has given lectures and seminars in Paris, Rome, Madrid, Bilbao, and Osaka. He was visiting Urban Research Fellow at the NYU's Furman Center for Real Estate and Urban Policy in 1995 and a member of the U.S. Social Science Research Committee Global Cities Working Group in 1993-1995.

session III: policymakers' responses to housing issues

biographies



Charlotte Golar Richie

was appointed Chief of Housing for the City of Boston and Director of the Department of Neighborhood Development (DND) by Mayor Thomas M. Menino in 1999. As Housing Chief, Ms. Richie advises Mayor Menino on housing policies and proposed legislation and coordinates the mayor's housing advisory panel. This expert panel advised Mayor Menino and Ms. Richie on the plan contained in "Leading the Way: A Report on Boston's Housing Strategy FY 2001-2003." As Director of DND, Ms. Richie is responsible for over \$200 million in city, state, and federal funds; nearly 300 employees; housing and business development; homeowner and homebuyer programs; maintenance and sale of city-owned land and buildings; construction and repair of schools, libraries, and other municipal facilities; and services to tenants and property owners. Prior to her appointment, Ms. Richie served as State Representative of Boston's Fifth Suffolk District, where she served as House Chair of the Joint Committee on Housing and Urban Development. A former U.S. Peace Corps Volunteer in Kenya, Ms. Richie also worked as a spokesperson for the Massachusetts Housing Finance Agency and as a newspaper and television reporter.



Marcia Rosen

was appointed July 10, 2001 as the Executive Director of the San Francisco Redevelopment Agency (SFRA), which is a local governmental entity promoting community, economic, and physical development in blighted neighborhoods, with an emphasis on affordable housing. Prior to joining the SFRA, Ms. Rosen served as the Director of the San Francisco Mayor's Office of Housing from 1996 to 2001. In that capacity, she directed the development, implementation and monitoring of federal, state and local housing finance and production programs and represented the Mayor before city, state, and federal administrative and legislative bodies. Ms. Rosen was a civil rights lawyer and Deputy Director with the Lawyers' Committee for Civil Rights of the San Francisco Bay Area from 1977 until 1996. In 1999, Ms. Rosen was named a Loeb Fellow at the Harvard University Graduate School of Design, and spent the 1999-2000 academic year in residence at Harvard, where she was engaged in interdisciplinary studies at the Law School, the Kennedy School of Government, and the Graduate School of Design.



Ross Woodward

has held numerous senior executive positions in the New South Wales Department of Housing in Sydney. He is currently the Executive Director for Housing Services, with direct responsibility for managing 50,000 public housing tenancies in Western Sydney, which include some of Australia's most disadvantaged communities. In recent years, Mr. Woodward has been instrumental in introducing a wide range of urban and community renewal initiatives throughout Sydney. Before working in public housing, he was a key player in managing and planning Sydney's growth and development. He has a Masters Degree in urban planning.

session IV:

creative solutions to housing & land use dilemmas

moderator:

Paddy McIntyre,

Chief Executive
Northern Ireland
Housing Executive

Marek Bryx, *President*

State Office for Housing and
Urban Development, Warsaw

Anne Ruden,

Director of Housing Policies
Norwegian State Housing Bank

Duncan MacLennan,

Professor
University of Glasgow



Presenters in Panel 4 discussed the governmental strategies to combat housing shortage and land use problems. Using case studies to illustrate innovative responses, all three presenters emphasized the integral role that government should play—governmental agencies should not seek to replace private sector participation, but rather ought to focus on tasks such as creating and enforcing a sound housing policy and providing economic subsidy to stimulate financial investment from private sources.

Anne Ruden presented a case study for the city of Oslo, which in the mid-1990s was experiencing rapidly-rising housing and development costs. The housing agency responded with a series of urban renewal projects focused on controlling building regulations and zoning laws. These projects were largely unsuccessful because the desired market response was not achieved and effectively caused an additional challenge of regional imbalance in housing prices. Realizing that a better framework was needed to address these challenges, the municipality put into action measures that would increase housing supply and employ a more active land policy. Goals were set to build 40,000 units by 2015 and to further develop new land areas, public transportation connection points, and fjord (waterfront) city developments. A comprehensive strategy using public subsidy and policy tools was key to creating a more balanced and affordable housing market, relieving demand side pressures by increasing supply, and making land development costs less prohibitive to private investment.

While the Oslo case demonstrated the importance of the state's role in bringing about housing improvements, Marek Bryx maintained that the extent of government's responsibilities in creating effective housing policy ought to be limited. Examining the example of Warsaw, he said, "Government should not replace the individual in securing a dwelling. Rather, it should facilitate and subsidize private investment as needed." He advised that policy goals and decisions should be clear and simple to the public—transparency keeps the public involved and the government accountable. A sound general economic policy that works with housing investment is paramount, said Bryx, because housing investment is an integral part of a healthy economic system. Lastly, he expressed his belief that there ought to be less bureaucratic involvement by the government and more community involvement.

continued SESSION IV: creative solutions to housing & land use dilemmas

moderator:

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Chief Executive
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Similarly, Duncan MacLennan asserted that unrestrained government spending not only does not improve affordability, it does not increase housing supply nor make for effective policy. From the case study he presented on Glasgow, it is clear that "senseless spending simply (does) not address housing shortages or needs." Like the other cities represented in this panel, Glasgow faced a mix of growth, decline, poverty, and prosperity, causing a diverse range of housing issues and needs. MacLennan discussed transformational change and regeneration in Scotland, where municipal social housing was in dire need of policy change. "Top down, centralized, and inefficient" bureaucracy needed to be replaced with planning at the community level, market research of housing demand types, accurate assessment of costs involved, maintenance of transparency, and establishment of the roles to be played by community, government, and private sector groups. Whether combating rising housing costs on Oslo, creating effective housing policy in Warsaw, or replacing centralized and ineffective government system in Glasgow, the solutions presented in this panel shared these common ideas:

- More market research on types of housing demand and accurate assessment of costs would enable government to better gauge market response and effectiveness of housing programs
- Community involvement and participation is a key ingredient to successful housing solutions. The voices of tenants, community leaders, and local residents need to be heard.
- Government involvement, though necessary, ought to be highly-focused on achieving these goals:
 - to stimulate private investment with public subsidy;
 - to create a sound policy framework and provide strategic direction to housing development; and
 - to maintain a healthy overall economic system that will work with a comprehensive housing investment strategy.

session IV: creative solutions to housing and land use dilemmas

biographies



Paddy McIntyre

was appointed Chief Executive of the **Northern Ireland Housing Executive** in July 1999. Mr. McIntyre had been Director of Housing since April 1995. Prior to this, he held the posts of Director of Information Technology, from January 1988, and Regional Director, South East from December 1984. He has been involved in Housing Management since joining the Housing Executive in 1971, working as a District Manager in Londonderry from 1974 to 1978 and as Senior Principal Officer in the Housing Centre, Belfast from 1978 to 1984. The Housing Executive, established in 1971 as part of a package of measures to address the outbreak of civil disturbance, is the largest social landlord in Western Europe. Mr. McIntyre is a member of several inter-agency groups, including a Ministerial Advisory Group on Community Relations, and has experience with housing systems in Eastern Europe and Palestine.



Anne Ruden

is a Director at the **Norwegian Housing Bank**, a state agency in Oslo, Norway. She is a member of the executive team of strategic directors of the Housing Bank, with special responsibilities for housing policies and international housing questions. Her experience includes 15 years of executive positions in the Norwegian Ministry of Local Government and Regional Development, within the areas of policy formation and implementation. Ms. Ruden has international work experience from developing countries including Ethiopia, South Africa, Guinea, Zambia and Israel/ Palestine. From 1992 until 1994 she was employed as Assistant Director of the Institute of Housing and Urban Development Studies in the Netherlands. In 1989-90, she was a Fulbright Scholar at the University of California at Santa Barbara. She has been involved in OECD urban affairs and territorial development issues as a chair, vice chair, and delegate since 1996.



Duncan MacLennan

is the Mactaggart Professor of Land Economics and Finance at the **University of Glasgow**. He directed the Centre for Housing Research and Urban Studies for most of the 1980s and '90s; in 1997, when it became a University Department, Duncan took up the Directorship of the ESRC Cities Programme. Previously he had directed two research Programmes for the Joseph Rowntree Foundation, and he also Chaired JRF's Area Regeneration Research Programme. Professor MacLennan has been involved in policy and research advisory capacities. In 1999 he was appointed as Special Adviser to Donald Dewar, The First Minister of Scotland, and was seconded to the Scottish Executive on a full time basis until September 2002. Whilst in government he was centrally involved in the 2001 Housing Act, and prior to that he Chaired 'Care and Repair' Scotland and was on the Board of Scottish Homes (the national housing agency) for a decade. He has advised Ministers in England, Scotland and Northern Ireland, and has acted in an advisory capacity to Her Majesty's Treasury. He has held Visiting Chairs at the Wharton Business School and the University of California as well as advising Ministers in Sweden, France and Poland. He was a founding committee member of the European Network for Housing Research



Marek Bryx

is currently the Undersecretary of the State at the **Ministry of Infrastructure**, President of the State Office for Housing and Urban Development, and the Head of Investment and Real Estate at the Warsaw School for Economics in Warsaw, Poland. Previously, he held positions at the Warsaw School of Economics and the Warsaw Design Office. He participates in numerous supervisory boards.

awards

Outstanding HPD Employee

Timothy Joseph is Assistant Commissioner for the Division of Architecture, Construction and Engineering (DACE) in the Office of Housing Operations at HPD. Mr. Joseph and his unit are responsible for providing professional services in the rehabilitation and new construction of City-owned properties participating in various HPD Loan programs. Mr. Joseph joined HPD in 1982, working for the Division of Maintenance and Technical Services as a Building Rehabilitation Specialist, and has gained increasing responsibility within DACE over the years. He is a graduate of Pratt Institute.



From left to right, T. Joseph
L. McEwen, L. Jervis

Distinguished HPD Alumna

Lucille L. McEwen is President and Chief Executive Officer of **Harlem Congregations for Community Improvement, Inc. (HCCI)**, a comprehensive community building organization. Prior to joining HCCI, Lucille was General Counsel and Chief of Staff of the Upper Manhattan Empowerment Zone. Ms. McEwen has also served as Assistant Commissioner at HPD, where she managed the approval of tax abatement and exemption of real property taxes and administration of Section 8. Ms. McEwen earned a J.D. from Brooklyn Law School, an M.B.A. from Baruch Graduate School, and a B.A. in Psychology from City College of New York.

Special HPD Honoree

Laura Jervis has served as the Executive Director of the **West Side Federation for Senior and Supportive Housing (WSFSSH)** since 1977, the year the organization was founded. She oversees all of WSFSSH's housing development and management activities and the formulation and implementation of its full spectrum of social service programs. Ms. Jervis holds a B.A. Degree from St. Olaf College in Minnesota, and Masters Degrees in Divinity and Administration from the Princeton Theological Seminary.

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