

AGENDA
BROOKLYN CENTER
HOUSING COMMISSION

January 16, 2024

7:00 p.m.

Council Commission Conference Room

Brooklyn Center City Hall

Join from the meeting link:

<https://logis.webex.com/logis/j.php?MTID=m84a57cd804579916ab5d4e257ee52328>

Meeting password: RtPTqVGn858

(Commissioner required to attend in person)

- 1) Call to Order: 7:00 p.m.
- 2) Approval of Agenda
 - a) Motion to Approve Agenda, 2nd, All in Favor
- 3) Approval of Minutes: November 21, 2023
 - a) Motion to Approve the minutes for the November 21, 2023 Housing Commission meeting, 2nd, All in Favor
- 4) Vote of Chair/Vice Chairperson
- 5) Review ULI Housing Report- Technical Assistance Panel Attendees
- 6) City Council Liaison's Report
- 7) Other Business
- 8) Adjournment
 - a) Motion to Adjourn, 2nd, All in Favor



Minnesota



Terwilliger Center
for Housing



BROOKLYN CENTER HOUSING

Improving Housing Quality and Affordability while Supporting Equitable New Development in a First-Ring Suburb

City of Brooklyn Center, Minnesota



© 2022 URBAN LAND INSTITUTE

THIS REPORT IS SPONSORED BY:
City of Brooklyn Center, Minnesota

Cover: Mural in Brooklyn Center, Minnesota. (*Urban Land Institute*)



Find this report and hundreds of others on Knowledge Finder,

the leading global resource of trends and best practices in real estate development and financing. Explore an ever-expanding library and find recommended content related to your interests, including reading lists, case studies, videos and webinars, books, and more.

knowledge.uli.org

About the Urban Land Institute

The Urban Land Institute is a multidisciplinary organization with more than 45,000 members in private enterprise and public service. Members are dedicated to advancing the Institute's mission: shape the future of the built environment for transformative impact in communities worldwide.

The extraordinary impact that ULI has is based on several factors: The Institute is on the forefront of research. Peer-to-peer learning is achieved through the knowledge shared by members at thousands of gatherings each year and through the Institute's research and publications. Through outreach programs, including technical assistance and Advisory Services panels, members lend their expertise to communities in solving their most intractable issues.

About Technical Assistance Panels

Technical assistance panels (TAPs) are an offshoot of ULI's notable Advisory Services program. Both TAPs and Advisory Services panels offer expertise and technical assistance for communities and organizations facing land use challenges. Panels rely on volunteers who combine their individual expertise with the resources of ULI to provide unbiased, neutral perspectives on land use and real estate issues.

About the Terwilliger Center for Housing

The ULI Terwilliger Center for Housing was established in 2007 with a gift from longtime ULI member and former chair J. Ronald Terwilliger. The goal of the Terwilliger Center for Housing is to advance best practices in residential development and public policy, and to support ULI members and local communities in creating and sustaining a full spectrum of housing opportunities, particularly for low- and moderate-income households.

Through its Attainable Housing for All Initiative, the Terwilliger Center is deepening its impact through housing-focused Advisory Services and technical assistance panels. This campaign leverages the breadth of current and future housing-focused work within ULI to inform and advance efforts around the country to enable attainable housing preservation and production. The primary tool of the campaign is 10 technical assistance panels during the 2022 and 2023 calendar years.

About ULI Minnesota

ULI Minnesota is a district council of the Urban Land Institute. ULI Minnesota engages public- and private-sector leaders to foster collaboration, share knowledge, and influence meaningful strategic action in the responsible use of land to create and sustain thriving communities.

ULI Panel and Project Staff

Panel Chair

Tom Murphy, Senior Resident Fellow
Urban Land Institute
Pittsburgh, Pennsylvania/Washington, D.C.

Panel Members

Katie Anthony, Vice President of Development
Schafer Richardson
Minneapolis, Minnesota

Carlton Brown, Chief Executive Officer and Partner
Direct Invest Development LLC
Brooklyn, New York

Warren Hanson, President and Chief Executive Officer
Greater Minnesota Housing Fund
Minneapolis, Minnesota

Margaret Kaplan, President
Housing Justice Center
St. Paul, Minnesota

Anne Ketz, Real Estate Development Director
Urban Homeworks
Minneapolis, Minnesota

ULI Project Staff

Stephanie Brown
Executive Director, ULI Minnesota

Cathy Bennett
Advisory Services, ULI Minnesota

Rosie Hepner
Senior Director, ULI Terwilliger Center for Housing

Fabiola Yurcisin
Senior Associate, ULI Terwilliger Center for Housing

Colette Baumgardner
Writer
Master of Urban Planning
University of Minnesota

Acknowledgments

The Terwilliger Center's participation in and support of this technical assistance panel was made possible by the generous financial contribution of former ULI global chair Thomas Toomey.

The panel would like to thank the staff at the city of Brooklyn Center for supporting the panel and the many community members who participated in the stakeholder interviews.



Recent housing development, Brooklyn Center, Minnesota. (Urban Land Institute)

CONTENTS

| | |
|--|----|
| Executive Summary | 8 |
| TAP Assignment | 9 |
| Community Assessment from Stakeholder Interviews | 12 |
| Overarching Principles and Panel Recommendations | 15 |
| Increase Benefits for Existing Residents | 16 |
| Protect Naturally Occurring Affordable Housing | 21 |
| Facilitate New Development | 24 |
| Expand Homeownership | 28 |
| Summary and Next Steps | 31 |
| About the Panel | 33 |

EXECUTIVE SUMMARY

This report presents the findings and recommendations of the ULI technical assistance panel (TAP) requested by the city of Brooklyn Center, Minnesota, to answer questions about balancing future development with the needs of existing residents to ensure housing affordability is sustainable and opportunities for building wealth are generated while displacement is avoided. The TAP process included pre-panel preparation and study of the local context and issues by the panel members, followed by two and a half days convening in person to tour the area, conduct interviews, and engage in dialogue and analysis of the questions to be answered. Each panel member brought discrete expertise to the process that was then synthesized into this report.

The report introduces the assignment given to the TAP, followed by a snapshot of the housing challenges facing Brooklyn Center. An assessment of the community's feelings deduced from the interviews is summarized.

The remainder of the report is devoted to the TAP's findings and recommendations for the city. The final section of the report details the recommendations the city should prioritize first. A summary of the major findings is provided here.

- **Increase benefits for existing residents.** This should include strengthening tenant protections, such as limiting month-to-month leases; expanding access to affordable housing options through rental assistance and other programs; and investing in programs that allow for community wealth creation.
- **Protect naturally occurring affordable housing (NOAH)** by identifying the existing properties and supporting their maintenance needs.
- **Facilitate new development.** The city can do this by establishing clear priorities and expectations from developers and embedding inclusive development practices in agreements. The city can also explore and enable alternative housing product types, including small-scale rental development and "missing middle" housing densities. The city should also expand its tax base and set up a housing trust fund. Finally, the city needs to increase staff

capacity to pursue all the recommendations, particularly any new development.

- **Expand homeownership and reduce racial disparities.** For both existing homes and new development, the city should invest in programs that can assist first-time homebuyers, particularly those who are Black, Indigenous, and people of color (BIPOC). The city should also create metrics and goals for reducing ownership disparity in agreements for new developments. The city can explore different ownership models and structures that would support different types of homeowners.

Most important, the panel encourages the city to be very intentional about focusing on housing needs and affordability. The panel recommends that the city should first invest in a new position focused solely on housing issues. This position should be prominent and engage with residents, advocacy groups, supportive organizations, and developers to be the city's voice on housing issues.

TAP ASSIGNMENT

The city of Brooklyn Center is a first-ring suburb of Minneapolis. It borders Minneapolis to the north and has been deeply affected by the historic segregation patterns that have driven Minneapolis to become one of the U.S. cities with the most disparate pattern of homeownership by race.

Brooklyn Center began as a post-World War II community composed primarily of white working-class residents. The housing supply is highly homogenous with a predominant housing style of single-story 1950s ramblers. About 37 percent of the city's housing stock is rental with the vast majority of the multifamily units constructed in the 1960s and early 1970s. They too are highly homogenous, comprising mostly one- and two-bedroom units. Of the city's housing, about 87 percent is considered naturally occurring affordable housing (i.e., housing that is more affordable than market rate without subsidy; this usually occurs as homes age), with median market rents affordable to those making 60 percent of area median income (AMI) or less.

The affordable housing supply has contributed to shifting demographics. Brooklyn Center is now 57 percent people of color, making it the most diverse community in the Twin Cities region.

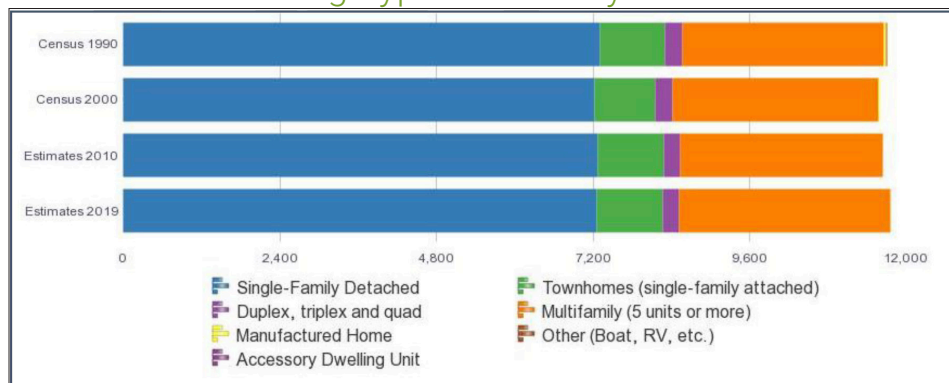
Brooklyn Center has experienced economic challenges due to shifts in the retail industry, resulting in the



Examples of housing in Brooklyn Center. (ULI staff)

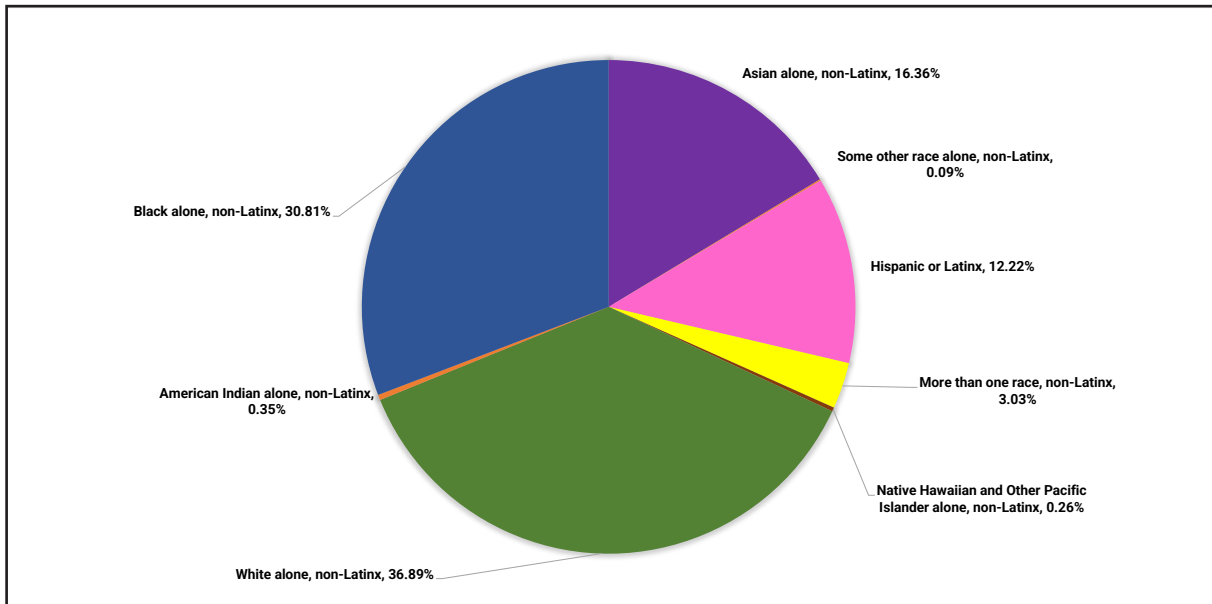
bankruptcy of its largest retail center, Brookdale. This has created large tracts of underdeveloped and vacant land in its central commercial district, putting pressure on the city's overall tax base. However, recently developers have expressed interest and increased demand for affordable land near Minneapolis. A concern of the community is that as the development pressure grows, existing residents are at risk of displacement following gentrification.

Housing Types in Brooklyn Center



Source: Metropolitan Council Community Profile.

Population by Race and Ethnicity in Brooklyn Center



Source: Metropolitan Council Community Profile. (Chart recreated by ULI)

The city is currently undergoing a master-planning effort for an 80-acre area of largely vacant commercial property. This area is known as the Opportunity Site. The vision is to create 2,000 new housing units with a mix of affordability, while expanding the diversity in typology of the city's housing supply and introducing new amenities, businesses, and services for its residents. The city completed a citywide housing study to understand the existing housing stock and identify gaps and pathways to encourage investment while mitigating the harms of gentrification and displacement.

“The overall goal is for the new development in Brooklyn Center to benefit existing residents while providing new resources and revenues to help preserve and stabilize its existing housing stock.”

The report from this study, *Livability, Affordability, Accessibility, and Safety: The Brooklyn Center Housing Report*, was produced by the University of Minnesota's Center for Urban and Regional Affairs (hereinafter the CURA Housing Study). The results are grounded in the guiding principles of livability, affordability, accessibility, and safety. The panel reviewed the CURA Housing Study in detail. (The study can be found [here.](#))

Scope and Questions for the Panel

To help ensure that future development meets the needs of existing residents, the city engaged with ULI Minnesota and ULI's Terwilliger Center for Housing to organize a technical assistance panel. The overall goal is for the new development in Brooklyn Center to benefit existing residents while providing new resources and revenues to help preserve and stabilize its existing housing stock.

The panelists evaluated how the city can work toward this goal by addressing the following four questions:

1. What are the principles, policies, and strategies Brooklyn Center should consider that will support a balanced supply of housing (market rate, move up, and affordable) that provides housing opportunities to build wealth and ensure long-term resilience for the community?
2. The majority of the city's housing stock is naturally occurring affordable housing that could be at risk with increased market demand as the city grows. What are key strategies to preserve the affordability of this housing stock while supporting new investment to maintain the quality and safety of the units? What are the best practices in prioritizing resources for affordable housing relative to new affordable units or NOAH preservation?
3. What are the methods for tracking risk factors and policies for mitigating displacement due to gentrification?
4. Based upon the recommendations from questions 1 through 3, what are the immediate and long-term policy, program, and strategic implementation steps, and where should the city focus its limited financial resources to have the most impact for long-term financial success?

The TAP Process

The TAP process, objective and instructive by design, equipped the panelists with briefing materials before the TAP work session, provided a bus tour of the city, and included interviews with key stakeholders to help further inform the panel about the housing issues facing the city and stakeholders' hopes for the future as follows:

- A tour of key areas of the city and housing-related neighborhoods and developments;
- Input from over 20 residents, city professional staff, area business owner representatives, property owners, developers, community organizations, and city council members;



Panel at work at the Earl Brown Heritage Center. (ULI Staff)

- A presentation by Atalus, the developer of the first phase of the city's Opportunity Site development; and
- A presentation and discussion by Dr. Brittany Lewis and her research team from the University of Minnesota's Center of Urban and Regional Affairs (CURA) to provide an overview of the quantitative and qualitative study of the current housing stock in Brooklyn Center and their subsequent report.

The insights from these interviews deepened the panelists' knowledge of the issues facing the city with regard to development opportunities, housing needs, desire for market-rate and affordable options, and hopes to increase the livability and economic opportunities of the city. This feedback informed the approach that the panelists took when making their recommendations for this report.

COMMUNITY ASSESSMENT FROM STAKEHOLDER INTERVIEWS

The panelists conducted a series of stakeholder interviews with representatives from residents, local developers, city officials, community organizations, and lending institutions. The following are common themes distilled by the panelists from their interviews and discussions.

Perceptions of the community and the city

- The community is seen as family oriented and culturally diverse, which is a strength.
- Residents feel that Brooklyn Center is a desirable place to live. The residents emphasized wanting to remain in Brooklyn Center and were invested in the future of the city.
- The city seems to be in a good financial position, and the city is invested its financial resource in ways that will help the community thrive in the future. Staff are forward thinking and proactive in their approach to planning.
- However, the city is currently facing a perception issue both inside and outside the community. Residents commented that since the police killing of Daunte Wright the community has not felt as safe.

Affordability

- Brooklyn Center is known for its large supply of naturally occurring affordable housing, but residents do not feel housing is affordable to them.
- Rent accounts for over 50 percent of one interviewee's income, and interviewees did not think more-affordable options were available in Brooklyn Center.
- There is a **mismatch between housing supply and demand**: a common theme among stakeholders was that wages are not keeping pace with the cost of housing; many advocated for "demand-side solutions" in addition to "supply-side solutions," such as building affordable housing.

Rental housing

- Long-term residents are worried about frequent rent increases; one resident estimated that rent increased by about 8 percent each year for the past 10 years. In many cases, stakeholders noted that rent increases were not coupled with building maintenance or improvements.
- Paying more in rent has prevented residents from saving for downpayments and moving into homeownership.
- Housing quality has deteriorated. Maintenance requests are not addressed efficiently or quickly. (This issue was mentioned by residents of both apartment buildings and single-family homes.)
- Landlords/owners interviewed generally support increased code enforcement to ensure that the owners who are not keeping properties in good condition are held accountable to increase the overall quality of rental housing.
- Stakeholders expressed that access to rental housing is unequal across different demographic groups.
 - Some landlords offer housing to immigrant communities without full paperwork and background checks in exchange for higher rents.
 - Immigrant communities are also more likely to have substandard leases and be subject to price gouging.

Homeownership

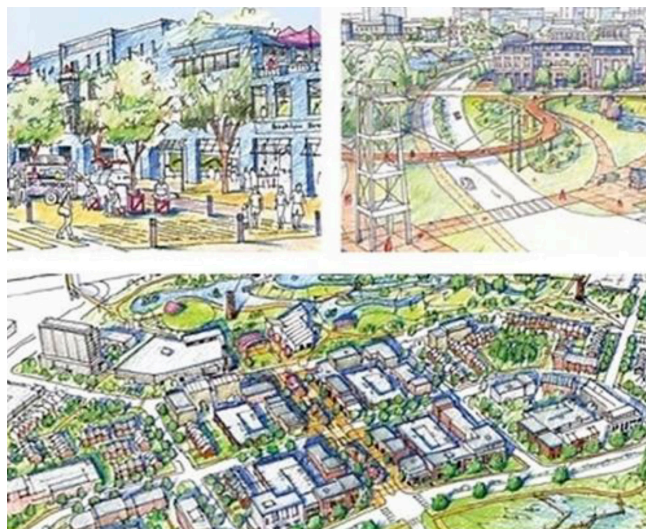
- Most stakeholders cited homeownership as their goal, and access to financing was the largest roadblock.

- Banks do not consider how much a household is currently paying in rent in the mortgage pre-approval process. Many are already paying more in rent than they would pay in mortgage payments.
- One stakeholder shared that the landlord had offered to sell the single-family home the interviewee was renting. Despite being eligible to receive a mortgage, the stakeholder did not feel that they would be able to afford the deferred maintenance needs, so they did not pursue financing options, even though the gap between the preapproved amount and a house was as small as \$20,000.
- Another stakeholder explained that most banks' homeownership programs for people with low incomes are for households making about 80 percent of AMI. Yet the median income in Brooklyn Center is well below the regional AMI, so Brooklyn Center residents are not able to access those programs.
- **Homeownership education is critical:** beyond access to financing, an underlying issue was unfamiliarity with the homeownership processes and the opportunities available.
 - One resident who had recently purchased a home highlighted how critical taking a course had been.
 - A representative from the banking industry expressed interest in working with individuals to piece together different grant and financing options, but the bank's funding depended on the applicant participating in a course.

Physical Development Observations

During the bus tour, the panelists generally felt the housing stock appeared to be in good condition and well kept. They observed that the existing housing was being maintained and that there was little to no vacant housing. This helps create vibrancy throughout the city and shows the community's strength.

The panelists also celebrated the distribution of parks and



Early sketch of Opportunity Site from the *Downtown Brooklyn Center Framework Plan*, Brooklyn Center draft report of July 6, 2021.

ample green space. Access to parks and green space is a continued priority for the city in future development, and panelists noted that a large park will be connected to the development of the Opportunity Site. The city's control of land in areas like the Opportunity Site is a huge asset for the community, and it allows development to better reflect the community's needs.

The city has good transportation access. Bus stops are distributed throughout the city, and the city plans to continue transit connections in the Opportunity Site. The city also has strong connections to the rest of the metro area via HW-100, I-94, and I-694. And a future light rail transit (LRT) station is only one to 1.5 miles from the city's borders.

Quantitative Assessment from the CURA Housing Study

In review of the CURA Housing Study and conversations with the researcher, the panel highlighted some key statistics that should inform future city planning and policy decisions.

- The rate of **eviction filings in the city was on average 1.8 percentage points higher than in**

Hennepin County between 2011 and 2019. This translated to about 16 percent of all renters in the city being evicted during the study period. The panelists applauded the city for its tenant protections policy, but they felt the city could go further to protect tenants.

- The city is the **most racially diverse community in the metropolitan area**. Understanding the racial diversity of the community is especially important for policy recommendations and how funding is distributed.
- There is a **shortage of housing for households making less than \$30,000 per year**, and prioritizing this need may be a key policy decision for the city when dedicating financial resources toward housing.
 - Overall, 51 percent of all renters are cost-burdened, and of renters earning less than \$30,000, 86 percent are housing cost-burdened.
 - The city has only 180 units that are affordable to those making less than \$30,000 per year.

“The city’s control of land in areas like the Opportunity Site is a huge asset for the community, and it allows development to better reflect the community’s needs.”

OVERARCHING PRINCIPLES AND PANEL RECOMMENDATIONS

The panelists identified overarching development principles to frame their specific recommendations. These principles are best practices derived from the panelists' own professional expertise tailored to the city's unique needs. The following are the guiding principles for the city's leadership as they implement the panelists' recommendations:

- **Enact a strong housing and economic vision for the city** that provides clear direction for the future.
 - Leadership needs to be bold and willing to take risks; adding staff capacity will be critically important.
 - Policies and programs need to be aspirational while also being practical, achievable, and enforceable.
- **Develop community trust** with intentional inclusion and deepened participatory planning.
- **Manage community expectations** for any new program or policy by establishing goals and metrics to gauge success.
- **Prioritize transparent communication** with residents by improving access to information.
- **Consider the connection among housing, jobs, and transportation.** Plan for a mixed-use, mixed-income, high-density city center as is the current direction of the Opportunity Site, and focus density around transit-oriented sites.
- **Explore partnerships.** The city cannot implement these recommendations on its own, and partnerships with the public, nonprofits, and the private sector will be imperative.
- **Embrace high design values** that contribute to creative placemaking.

The panelists focused on policies and strategies that would reduce the risk of gentrification and displacement of current residents as development occurs. These recommendations fall under the following four broader categories:

- Increase benefits for existing residents.
- Protect naturally occurring affordable housing.
- Facilitate new development.
- Expand homeownership.

INCREASE BENEFITS FOR EXISTING RESIDENTS

Although the Opportunity Site offers new development opportunities, many tools can be used to protect and empower the city's existing residents. Future development and planning should always ask how these residents will be impacted and seek to create benefits for existing community members. The panelists suggested that the city focus on the following strategies to enhance the position of existing residents, especially renters, residents of color, and residents with low incomes.

Increase Tenant Protections

The city currently has strong policies in place to support residents in rental housing. The city has a rigorous rental licensing program with regular inspections and license length limitations based on performance. In addition, it has a tenant protection ordinance in Section 12-912D of the city code. This ordinance originally focused on protecting residents from hardship caused by the sale of a property by requiring effective notice and relocation assistance when a transfer of ownership occurs of an affordable housing building. In April 2022, the city added protections for eviction notices and just-cause notices of nonrenewal. However, even with these policies in place, the city's rental housing residents could still have issues with low housing quality, slow responses to maintenance requests, regular rent increases, and other hurdles regarding access, quality, and affordability. The following will strengthen tenant protections:

- **Support several of the CURA Housing Study recommendations, including enforcement and incentives.** The city contracted with the University of Minnesota CURA to conduct a housing study for the city. The panelists generally agree with the recommendations made in the report and recommended focusing on the following:

- Increase code enforcement efforts to ensure the quality and livability of housing and reduce tenant complaints.
- Create a NOAH preservation program to encourage rehabilitation of older units while maintaining affordability with a focus on those that serve residents earning less than 60 percent of AMI.
- Develop a data monitoring program specifically related to evictions.
- **Limit month-to-month leases.** While these leases generally provide the most flexibility for both the landlord and tenant, they do lead to greater housing instability. With many residents in the city on month-to-month leases, they are much more likely to experience unpredictable rent increases and risk of eviction without cause. The city could add a policy in its rental licensing process limiting the number of month-to-month leases issued by the city at one time or based on the type of rental license issued to the landlord. The city could also extend the notice time required by a landlord for any rent increases to 60 days. This could be incorporated into the city's existing tenant protection ordinance.
- **Eliminate source of income discrimination.** In 2017, the city of Minneapolis joined some 60 other municipalities by adopting a source of income discrimination [policy](#). As [reported](#) in the *Star Tribune*

of July 29, 2020, Minneapolis's ordinance was challenged in the courts by a group of landlords, but it was upheld by the Minnesota Supreme Court. This means that Minneapolis's policy can serve as a guide for the city.

- **Regulate tenant screening criteria.** The screening criteria used by a landlord for eligible tenants can greatly affect the accessibility of housing in an area. One common screening criterion is requiring that a tenant's income is more than three times the rent. While this can protect renters from being cost burdened, it often ignores how much a person is already paying in rent and reduces housing options. Similarly, criminal background checks are thought to make communities safer. But [recent research](#) from the Wilder Foundation showed that this is not the case and instead limits access to housing for people with criminal records. The city could issue standard screening criteria for landlords to use to help ensure equitable access to housing in the community.
- **Increase eviction protections/navigation support.** The city recently enacted a strong eviction protection ordinance. It will be important to measure the effectiveness of this ordinance through specific targeted metrics. Even with such an ordinance in place, the city should take steps to invest more directly in ways to support residents through an eviction by hiring an additional housing staff member, partnering with advocacy organizations that focus on eviction support, or doing both.
- **Evaluate benefits of a Tenant Opportunity to Purchase Act (TOPA).** TOPA is a policy that requires landlords to notify tenants before putting a property up for sale and to give tenants enough time to opt to purchase the property. The [policy](#) typically includes deadlines for tenants to submit a statement of interest, make an offer, and then secure financing and close on the property. This purchase can be

coordinated by fundraising from tenants' personal finances or in partnership with a nonprofit. TOPA typically slows the sale process for a property owner, but the owner will still receive a fair market price for the property. For Brooklyn Center, TOPA could help preserve affordable housing, especially if the policy includes a permanent affordability requirement contingency attached to the purchase of the property. However, the city should study whether this type of policy would be effective or if it would increase regulations without any likelihood of meeting the goal of protecting housing affordability. Programs in San Francisco and Washington, D.C., can be reviewed, with the caveat that those markets are vastly different from Brooklyn Center ([see Greater Greater Washington July 21, 2022, analysis by C. Gallaher](#)). In addition, the city of Minneapolis currently is reviewing the benefits and drawbacks of a tenant opportunity to purchase program that should be studied before investing time and staff in additional research and evaluation for the city.

Expand Access to Affordable Housing Options

One of the main revelations from the stakeholder interviews was a concern about rising housing costs while wages remain unchanged. Residents expressed frustration with the narrative that Brooklyn Center is known for having "affordable" housing because the housing does not feel affordable to them. New development in the city should target existing residents with low incomes in some way. The following are potential policies the city should consider for expanding the affordable housing options in the city as new development occurs.

- **Evaluate the benefits of an inclusionary housing policy.** Inclusionary housing policies encourage new construction of housing developments that reserve a certain percentage of units to be sold or rented at a rate considered affordable relative

to the AMI. Typically, inclusionary housing policies apply to multifamily developments with at least 10 units. The affordability is guaranteed for about 30 years through a land use restrictive covenant on the property deed. Some local municipalities allow developers to pay a flat per-unit fee in lieu of building affordable housing units. The city of Edina's policy includes an opt-out option with a \$125,000 per unit buy-in fee. This fee then goes into the city's affordable housing trust fund. In addition, the city of Bloomington has a similar payment in lieu option for its inclusionary housing policy. In many cases, requiring affordable units in market-rate developments cannot be achieved without public funding assistance, so any policy should first evaluate what the community's specific needs and market dynamics are and what strategies the city should consider when partnering with the private sector to increase affordability in housing. This can be achieved by talking with the development community as well as residents. If more 30 percent AMI units are needed, adding those within a market-rate development may become too expensive and not feasible. Another option that should be considered to increase 30 percent affordable units is to partner with nonprofit housing developers who have experience in funding and managing high-quality affordable housing and in many cases targeting the lowest of incomes.

- **Expand rental assistance programs.** To the best of the panelists' knowledge, the city does not currently have any rental assistance programs to support residents. The city leverages partnerships with rental assistance organizations (e.g., ACER Inc. or CEAP) or other governmental agencies (e.g., Hennepin County or Minnesota Housing). The city could work to strengthen partnerships with these organizations to provide stronger services to residents. The city could consider offering a rental assistance program directly to residents by partnering with

the Minneapolis Public Housing Authority (MPHA), which recently began issuing project-based housing vouchers outside Minneapolis. Connecting with MPHA to explore options and opportunities to expand rental assistance in the city will be an important strategy.

- **Reinvest Opportunity Site tax increment financing (TIF) funds to support renters within a quarter mile.** The Opportunity Site is expected to drastically change the character and livability of the developed area. This development will particularly affect those residents within a quarter mile of the site. While the buildout of the Opportunity Site will provide many services, commercial and public amenities, and new housing, as well as increase the city's tax base, existing residents may experience negative consequences. These consequences for those residents closest to the site could include pressure to sell their homes for redevelopment or have their rents increased.
 - Special attention should be given to the closest apartment buildings without income restrictions in place, such as the Gateway Commons or Four Courts apartments. The city should consider partnering with these owners early to help alleviate the market disruptions and provide assistance to ensure that the housing is of good quality and rents can remain affordable.
 - City staff expect some excess TIF funding from the Opportunity Site. The panelists recommend using excess TIF funding to support renters through payment assistance, transit support, and public amenities, and providing existing owners incentive to keep units affordable while improving existing properties.

Community Wealth Creation

The prior strategies are intended to meet the current needs of Brooklyn Center residents, especially as

the city develops. However, the city can do more to empower its residents and put them in a better position to generate wealth.

- **Invest in wealth building programs and initiatives.**

The city can promote community wealth building through investing in new public programs, procedures, and initiatives, particularly the following:

- A new **community information and education hub** to provide information for residents regarding homeownership programs, rental assistance, financial literacy training, small business loans, and so on. This information is currently dispersed across various organizations' websites, and the city could centralize the content.
- **Financial literacy training.** The city should expand access to and frequency of this highly valued educational opportunity.
- A **small business incubator** as part of the Opportunity Site. The incubator can help form connections between existing small business owners who may be retiring and wanting to sell their business and existing residents and entrepreneurs.
- Evaluating the benefits of supporting **cooperative ownership models** for businesses and housing development. Cooperative ownership is a financial structure that lowers risk and increases access to funding sources beyond the standard banking industry. One of the largest barriers to cooperative ownership is the lack of understanding about how the model works. The city could take an active role in supporting education about cooperative ownership and guides on how to use the model.
- **Explore community preference policies**, which allow individuals who have been directly impacted by a development to receive preferential treatment in accessing subsidized units in future development and wealth-building programs. These policies

reduce displacement and provide assurance to long-term residents that they can stay as the community develops. In addition, targeting wealth creation programs to existing residents and those who may be marginalized increases access and opportunities to reduce gentrification and displacement. This policy should be enacted before future value increases.

- **Support partnerships.** Partnerships can create wealth-generating opportunities through real estate—banks, land trusts, real estate investment trusts (REITs), and developers. The city could leverage partnerships with these organizations to support increased wealth generation opportunities in the city.
 - **Banks: Hire a housing program coordinator, or ombudsman, to ensure that equitable banking policies** are being followed. The Community Reinvestment Act (CRA) requires that banks meet the needs of all community members, including those with low and moderate incomes and communities of color. By tracking banks' lending practices, the city can hold them accountable for meeting CRA lending requirements.
 - **Land trusts:** A land trust model helps build community wealth by lowering the cost to own a home. The land trust holds title to the land, and the buyer owns the home that sits on the land. This ensures long-term home affordability in partnership with a nonprofit land trust. The city could partner with the [Homes Within Reach](#) community land trust to expand homeownership opportunities in the city. Homes Within Reach serves the west Hennepin County area, and it typically uses a buyer-initiated process to support low-income buyers in purchasing existing homes.
 - **Real estate investment trust:** REITs allow individuals to buy shares of (i.e., invest in) real estate as part of their personal portfolio, and

they are a standard investment product used by traditional investors similar to a mutual fund or a stock portfolio. Some neighborhoods in large cities have started to use this model for local residents to invest in the neighborhood. A model to explore is [Neighborhood Investment Company Inc.](#) that invests in property in the Echo Park neighborhood in Los Angeles. The neighborhood REIT model allows individuals to participate financially, and sometimes physically, in the development of their neighborhood, allowing them to generate wealth from the prosperity of their neighborhood.

- **Developers:** Partner with developers to build housing products that allow greater wealth creation. One strategy for consideration is to encourage the development of small-scale duplexes or triplexes that facilitate an owner-occupied rental setup. A collaborative in the Twin Cities known as the [Building Equity in Small Multifamily Ownership](#) initiative has promoted this development model as a way to close racial disparities in homeownership and family wealth. This collaborative has worked with architects to develop a [series of construction plans](#) to make development easier. This **small multifamily ownership** allows households to receive rental income to help offset the cost of the mortgage and home repairs. It also can make it easier for multigenerational families to live close to each other without sharing all the same housing facilities.

“The city can do more to empower its residents and put them in a better position to generate wealth.”

PROTECT NATURALLY OCCURRING AFFORDABLE HOUSING

Naturally occurring affordable housing typically refers to rental properties that are considered affordable without a public subsidy ([NOAH Impact Fund](#)). “Affordability” is defined based on rent and basic utilities costing less than 30 percent of AMI. As highlighted in the stakeholder interviews and in the CURA Housing Study, regional affordability does not translate directly to the city’s local affordability needs. Of renter households who make less than \$30,000 per year, about 85 percent are housing cost burdened, meaning they pay more than 30 percent of their income toward housing costs. However, it is still incredibly important for the city to work to protect this housing type and recognize that NOAH provides needed housing for renters with a household annual income between \$30,000 and \$50,000 (about 23 percent of renter households).

The city must take proactive steps to preserve NOAH properties. Preserving NOAH properties is approximately **half the cost** of building new affordable housing. In the Twin Cities region, new development costs an estimated \$300,000 per unit, compared with approximately \$150,000 per unit to purchase and renovate NOAH properties.

Ensuring the maintenance of NOAH properties is critically important for a community. The stakeholder interviews and conversations with city staff underscored that maintenance is a concern among residents, despite the city’s rigorous inspection policy. Deferred maintenance could lead the building into disrepair and eventual condemnation. Further, any decline in NOAH properties will increase the risk of resident displacement and decreasing the value of surrounding properties. These results typically affect residents with the lowest income.

In addition, as the city continues to develop at the Opportunity Site, a market shift that would drive up rents on existing NOAH properties is extremely possible. In many cases as redevelopment occurs, existing property owners or incoming new investment buyers take advantage of the growing market by

BEST PRACTICES FOR PRESERVING NOAH

- Commit more to rehab.
- Find an effective way to stabilize rents.
- Speed to intervention.
- Require low-cost/free capital.
- Commit to preservation buyer/owner partnership.
- Ensure high-quality management.



Examples of NOAH housing. (ULI staff)

making basic renovations and raising rents. Therefore, the city needs to focus on NOAH preservation as it pursues the development of the Opportunity Site.

The panelists recommend two strategies to preserve NOAH:

- Work with existing multifamily property owners to aid in renovations while maintaining rents, and connect owners with a nonprofit buyer if they are interested in selling.
- Incentivize housing quality upgrades for low-income single-family homeowners and/or future buyers.

Both strategies require a financial investment from the city. The panelists compiled a mix of potential funding sources from taxpayers, developers, governmental agencies, and nonprofit organizations. One new funding mechanism is the use of a housing trust fund. The panelists highlighted a couple of common sources of funding for a housing trust fund, and additional ideas and resources can be found in the Local Housing Trust Fund Update developed by the Minnesota Housing Partnership ([Minnesota Cities with Affordable Housing Trust Fund and Sources/Uses](#)).

Recommendations for Preserving Multifamily NOAH Property

The panelists had the following recommendations for the city to preserve multifamily NOAH:

- **Identify NOAH properties** and their owners. This will formalize the relationship between the city and property owners to facilitate maintenance tracking and support renovations while preserving existing affordable rents.
- **Support maintenance of NOAH properties.** The city should provide funding assistance for building maintenance in exchange for keeping units affordable. It is important for the city to create clear eligibility criteria for any financial assistance. The city can use this opportunity to couple funding with

FUNDING MECHANISMS TO SUPPORT NOAH PRESERVATION

- Create a housing trust fund (HTF) supported by the following:
 - Pooled TIF—dedicate percentage to HTF.
 - New TIF—dedicate percentage to HTF.
 - Dedicate a percentage of the Housing Redevelopment Authority levy.
 - If inclusionary zoning policy is adopted, assign the payment in lieu of building fee to HTF.
- Use American Rescue Plan Act 2023 installment.
- Apply for NOAH Impact Fund #2—available fall 2022.
- Support governor/House—proposed “housing stabilization bill” with \$50 million to \$100 million dedicated to NOAH preservation.

other public benefits, such as requiring landlords to accept housing choice vouchers.

- **Protect NOAH renters.** The panelists have found that strong code enforcement is key for any city. If an inspector finds a property is not being maintained to the standards specified in the lease, or the city receives a complaint from a tenant, the city should help the tenant exercise his or her rights in accordance with the Tenant Remedies Act, which allows the city to perform necessary maintenance on a property on behalf of a tenant and place a lien on the property to recover the cost of the maintenance.
- **Form relationships with property owners.** It is important for the city to be made aware if a property owner plans to sell its building. If the

city knows in advance that a NOAH property may go up for sale, staff can connect the owner with a nonprofit housing provider that could ensure affordable rents are continued in perpetuity. In addition, it is important to have good relationships and communication among city staff (planners, inspectors, et al.) to understand what properties are at risk, so staff can focus the appropriate strategies and resources on those properties.

quality and values as well as provide opportunities for first-time/first-generation homebuyers. A city can use several strategies to facilitate support for new owners, which are detailed in the “Expand Homeownership” section of this report.

Recommendations for Preserving Single-Family NOAH Properties

The panelists had the following recommendations for the city to preserve single-family NOAH:

- **Increase owner-occupied rehab funds.** According to the city’s Comprehensive Plan, 86 percent of the housing stock is more than 40 years old. Brooklyn Center currently uses Community Development Block Grant (CDBG) funding for owner-occupied rehab grants, but it is limited to \$250,000 per year. As the housing stock ages, homes will need larger renovation projects to keep the housing safe and maintained. These renovation projects may not fit into the standard budget of homeowners, and additional support from the city could provide the boost needed to keep the stock in good condition. The city could use some of the funding mechanisms provided for NOAH, such as a housing trust fund, and/or create a partnership with Minnesota Housing Finance Agency’s Housing Impact Fund to support this work.
- **Facilitate and support first-time/first-generation ownership opportunities.** The single-family housing stock in Brooklyn Center is largely made up of smaller homes that sell for lower than market value than in other cities in the region. Most of the housing was built post–World War II and, because of its age, is now in need of renovation. Sales of homes with adequate rehab dollars can increase the

FACILITATE NEW DEVELOPMENT

Since the loss of the Brookdale shopping center in the early 2000s, the city’s tax base has mostly depended on its residential property. According to city staff, the tax rate for residential properties is one of the highest in the metropolitan area. New development is a high priority for the city to increase its commercial tax base and shift some of the burden away from residential.



Map and aerial view of the Opportunity Site from the *Downtown Brooklyn Center Framework Plan*, draft report of July 6, 2021.

Moreover, the city is in a unique position of owning approximately 40 acres of the 80-acre Opportunity Site. According to the city’s 2040 Comprehensive Plan, Brooklyn Center has seen only about 100 new housing units built since 2000, and these units were primarily small infill developments. Therefore, for the next few years, most new development will take place in the Opportunity Site.

The panelists recommend that Brooklyn Center have three overarching goals when planning new development in the city:

- Clarify the development process, and make it inclusive.

- Increase housing supply and diversity of housing options.
- Increase the tax base.

Clarify the Development Process and Make It Inclusive

For the city to attract and accomplish new development, the city needs to make the development process transparent and accessible. When a developer understands the entire procedure up front, including requirements and timelines, it can plan accordingly and minimize risks. Clear and dependable processes facilitate development.

Further, the city can use the opportunity to embed inclusive development in its guidelines. The city has firsthand experience in the challenging nature of inclusive development; the city recently restarted the engagement process for the Opportunity Site because city officials realized that the first round of engagement overemphasized the voices of a small subset of the population. Resilience and inclusivity should be considered for both the physical development and the development process.

- **Establish an equitable development scorecard.** A scorecard can take many forms. It can use a rigid scoring methodology, or it can present a series of questions, e.g., “How does the development address sustainability goals?” The scorecard can underscore city priorities, such as sustainability, affordability, or design. It allows the city to communicate clear standards and expectations that promote high-quality development reflective of community needs. A scorecard also benefits developers by increasing transparency, so they can evaluate how well their proposal is meeting the city’s goals and make adjustments in advance.
- **Adopt a land disposition policy for city-owned land.** Land disposition policies create standard principles for development types that can be applied consistently, and they create an opportunity to apply affordability expectations and deed restrictions where desired. Because the city controls a good portion of the site (44 of the 81 acres), this disposition could aid inclusive development on its land.
- **Increase the capacity of the city’s planning and housing department.** Having a qualified staff to work with existing residents and development partners is critically important to facilitate inclusive and clear processes and procedures. The city needs to both create positions and improve the department’s efficiencies so the city can work with developers and the community while implementing

the recommendations and subsequent new programs or initiatives.

- **Create a citizen’s advisory council specifically for the Opportunity Site.** A citizen’s advisory group can help provide focus and oversight to ensure that the priorities for equitable development of the Opportunity Site are achieved. This council would serve a consultative function similarly to a planning commission, but it can be more focused on advocating for residents’ priorities in advance of the review of development proposals. A developer could also work with this group before the official application process to solicit community feedback before drawing up detailed plans for review. This structure enhances the participatory planning process while creating “one voice.”

Increase Housing Supply and Diversity of Housing Options

Brooklyn Center has a vacancy rate of less than 2 percent. A healthy housing market exists when the vacancy rate is 5 percent. The low vacancy rate indicates that the city needs additional supply to meet its current and future demand for housing. It is important for the city to work with housing developers to increase supply and ease this market tension, which is known to drive up rents. Moreover, Brooklyn Center has very little diversity in housing typology, and residents feel they need to move out of the city to find housing that is appropriate for different life stages. The panelists developed a series of strategies for adding supply, density, and housing diversity.

- **Support small-scale rental development on city-owned sites.** Truly equitable development requires attention to the developer, development type, development area, and end user of the development. The city has the opportunity on its city-owned properties to prioritize equity and inclusion in all aspects of the development. For example, the city can use these properties as a training opportunity

for local BIPOC residents to gain experience in development. Small-scale rental developments such as duplexes or triplexes are good projects for emerging developers. The city could prioritize this kind of development on some of its properties and prioritize local BIPOC residents to take the lead or be a partner on the project, depending on their level of experience. The city could use one of many training opportunities, including ULI’s Real Estate Diversity Initiative ([REDI](#)), or [Developers of Color Capacity Building Program](#), provided by Twin Cities Local Initiative Support Corporation and Greater Minnesota Housing Fund.

ULI’S REAL ESTATE DIVERSITY INITIATIVE

The Real Estate Diversity Initiative (REDI) is an intensive cohort experience open exclusively to professionals of color and women working in real estate and land use industries.

Participants learn about what it takes to put together a successful development through a combination of curriculum and case study work. Throughout the course, teams will produce a development plan, pro forma, and marketing plan for a specific site. Participants will engage in both large group and small group mentoring sessions.

- **Identify and target alternative housing models.** Most of the homes in Brooklyn Center are either small, single-family homes, or larger NOAH apartment buildings. Less than 3 percent of all housing in the city is a duplex, triplex, or quadplex, which limits the opportunities for exploring new models for housing. New development should focus on adding diversity and opportunities for cooperative housing, housing for seniors,

multigenerational-format housing, and missing middle housing. An accessory dwelling unit (ADU) policy can add density on single-family lots that can serve multigenerational families well, add rental opportunities, or both. A 2020 report published by ULI’s Terwilliger Center for Housing and RCLCO, *Family Renter Housing*, discusses the unmet need for families who are renters and showcases a variety of development types that can be replicated to better serve families who rent. These include suburban rental apartments, suburban single-family rentals, rental townhomes, detached and attached apartments, urban rental apartments, and mixed-income and affordable housing. The report and examples can be found [here](#).

- **Support increased density to add more housing units in the Opportunity Site.** The city has a great opportunity to add more units to the housing stock within the Opportunity Site. Supporting the addition of new housing units will help the city address its current undersupply of available housing. Low supply drives up rents, and adding new housing units, even if a portion of those are market rate, will help provide new options and opportunities for existing residents. This, in turn, frees up existing more affordable NOAH for those who may be paying too much for housing.

Increase the Tax Base

The city is planning to use tax increment financing for most new development in the Opportunity Site. It is important to remember that TIF will help increase the tax base over the long term, but it will not assist with the short-term need. TIF can help “prove the market” in Brooklyn Center for the first few developments, but it should be used sparingly moving forward, unless the city invests in affordable housing.

In recent years, the city has taken advantage of creative financing tools such as the housing tax levy, tax-increment financing, and a sales tax levy. The panelists also recommend new ways to expand

existing financing tools as well as create new financing mechanisms, which include the following:

- Use TIF to prove the market in partnership with the private sector (affordable and market rate).
- Use TIF pooling with a focus on including affordable units and market-rate multifamily development.
- Maximize public benefit through use of TIF—e.g., use a portion of TIF for a housing trust fund.
- Establish a housing trust fund to increase affordability within development proposals.
- Work with developers on 9 percent and 4 percent tax credit applications.
- Access available federal funds for housing or infrastructure to support affordable housing. This includes the American Rescue Funds and the most recent inflation reduction legislation.

THE MECHANICS OF A HOUSING TRUST FUND

Create a funding stream for the fund:

- Dedicate a portion of Housing and Redevelopment Authority levy to the HTF.
- Dedicate a percentage of the pooled TIF.
- Dedicate a percentage of the new TIF.
- Leverage partnerships with public, private, and philanthropic organizations.

Prioritize spending of the trust fund for:

- Existing residents directly impacted by any development;
- Homeownership renovation funds; and
- NOAH preservation and renovation, to ensure the quality and stability of housing for those with the lowest incomes.

EXPAND HOMEOWNERSHIP

Homeownership is known to be a primary method for building family generational wealth in the United States. Households are investing in an asset in lieu of paying rent, and equity in the house can be borrowed against in the future. To improve homeownership for Brooklyn Center residents, the city should look to homeownership programs, existing NOAH housing stock, and new development.

Facilitate Homeownership

To increase homeownership the city needs to support current homeowners and future homeowners, who are currently renters. The following recommendations support the homeownership process for current and first-time buyers.

- **Homebuyer programs.** Several programs and financial incentives can assist potential homebuyers. Many renters do not realize they are in the position to purchase a home. Homeownership education and financial literacy and counseling programs can assist those potential homeowners. These programs were lauded in the interviews but are not as accessible or well known as they could be. Further down the line, the city should establish a resource hub as a local resource point for these resources.
- **Financial assistance,** such as downpayment assistance funds, can provide the needed capital for renters to enter homeownership.
 - The city can connect existing renters in single-family homes to community banks and resources to evaluate the opportunity to purchase instead of paying rent. Having undergone a merger, Huntington Bank (formally TCF) is now likely to be under strong scrutiny from the federal government to provide more community services to the area. There is an opportunity to create new partnerships that would support Brooklyn Center residents where special financing could be created to support local ownership of housing in the city.
 - The city also currently provides \$10,000 to first-time homebuyers who work, live, attend school, or own a business in Brooklyn Center. This program is a good start, and the panelists recommend expanding the funding to provide increased benefits for long-term residents. In addition, \$10,000 may not be enough assistance toward a downpayment, and the city could consider increasing that amount.
- **Support existing homeowners.** The city should evaluate how it is assisting existing homeowners. In the NOAH section of this report, the panelists identified single-family NOAH as an available and attainable homeownership option for residents. But they also acknowledged that the NOAH housing stock is often in need of repair. Financial assistance to these homeowners, particularly rehab funds, can help those residents stay in their homes and improve the quality of their homes.

Reduce the Racial Homeownership Gap

Government policies and real estate practices have historically explicitly excluded BIPOC households from participating, including but not limited to racialized redlining, blockbusting, racial steering, and predatory lending. It is important to note that some policies and practices today still limit access as well through restricted access to credit and financing and fewer educational opportunities.

Brooklyn Center has a comparatively high rate of BIPOC homeownership in the Twin Cities, but a large disparity still exists, especially between BIPOC homeowners and BIPOC renters when compared to white homeowners and white renters. The city should **develop a set of metrics** to identify goals for reducing ownership disparity in land disposition and developer subsidy agreements. The city can also create a **dedicated downpayment assistance pool for first-time/first-generation BIPOC buyers**. Finally, all recommendations made by this panel should be **viewed with a racial equity lens**.



Expand Ownership Opportunities through New Models and Structures

New housing supply should target different housing typologies and ownership structures so that the new supply is meeting different household needs. Yet many of these options are often not allowed by right. A 2019 report published by ULI's Terwilliger Center for Housing and RCLCO, [*Attainable Housing: Challenges, Perceptions, and Solutions*](#), demonstrates the mismatch between the for-sale home product being developed and consumer preferences including affordability needs. The report outlines a few product

solutions, namely: small homes; value housing (simplified and limited options/packages); missing middle (duplex to multiplex, side by side or stacked); and high-density detached (clustered yet single family, e.g., court layout). These diverse housing products can contribute to a full spectrum of homeownership choices for singles, families, and seniors and provide both attainable housing and move-up opportunities.

LESSONS FROM PHILADELPHIA

The Land + Credit = Workforce Homeownership Program has a multipronged approach.

1. Locational analysis, which identifies clusters of publicly owned parcels and bundles them into RFPs that are appropriate for workforce homeownership;
2. Customized pricing, which disposes of the publicly owned parcels at a discounted price that balances a high sales price yet allows attainable homeownership to pencil;
3. Restrictive covenants, which require developers to ensure the properties are owner-occupied, homeowners are income certified, and resales are made at an affordable price-point for up to 30 years; and
4. Credit enhancement, which provides construction lenders with a 25 percent partial repayment guaranty on the condition that they loan at or above 85 percent loan-to-cost in order to open up availability of capital for developers of workforce product.

Further, Brooklyn Center residents expressed interest in more opportunities for multigenerational families to live together. More choices will allow residents to remain in Brooklyn Center despite their life stage. Alternative ownership programs include the following:

- Land trusts, allowing the city to partner with Homes within Reach (for more details see page 19);
- Lease-to-purchase opportunities;
- Condominiums/cooperatives;
- Owner-occupied rental (duplexes, triplexes);
- Small multifamily ownership initiative via [Family Housing Fund & Hope Community](#); and
- Pocket neighborhood/village concept with shared amenities between buildings.

The city should identify all city-owned sites and leverage them for new homeownership development. For example, Minneapolis has used vacant lots and city-owned lots to build homes. And the Philadelphia Redevelopment Authority's Land + Credit = Workforce Homeownership Program created 6,000 homeownership opportunities at attainable price points by leveraging city-owned land.

There are many ways the city could prioritize funding options for new homeownership development. One example is the **Community Ownership Impact Fund** operated by the Minnesota Housing Finance Agency. Cities and/or developers can apply to help finance the construction and rehabilitation of owner-occupied, single-family homes through the fund. The program requires that beneficiaries do not earn more than 115 percent of the AMI, which means most residents of Brooklyn Center would be eligible. The city should apply to this fund and administer funding to developers of single-family homes.

“Diverse housing products can contribute to a full spectrum of homeownership choices for singles, families, and seniors and provide both attainable housing and move-up opportunities.”

SUMMARY AND NEXT STEPS

The panelists assembled a wide variety of recommendations for the city of Brooklyn Center to explore as it moves into its next chapter as a city. These recommendations reflect the number of opportunities the city has at its disposal, and the panel encourages the city to be very intentional about focusing on these housing needs and affordability with a sense of urgency. The top recommendations that the panelists suggest city staff focus on for the rest of 2022 and into 2023 are listed here, followed by a snapshot of all recommendations.

- Hire a **housing program coordinator** to increase staff capacity with a focus exclusively on housing issues. Immediate responsibilities would include developing relationships with rental owners, tenants, neighborhood organizations, citizen advisory and housing committees, and developers; managing existing programs and developing new programs and policies; and seeking funding opportunities. This should be a high-profile position to ensure that the housing goals of the city and residents are achieved.
- Create an **Equitable Development Scorecard** with specific metrics for community benefits related to the Opportunity Site and hiring commitments tied to job training programs.
- Implement the **next phase of essential tenant protections**, including source-of-income protections, inclusive tenant screening, and limiting month-to-month leases.
- Establish a **housing trust fund**. Create a housing policy plan, outline funding sources, and prioritize the programs that will benefit from its funds.
- Initiate **conversations with sources of rental assistance** so they are ready to be deployed as developments occur (i.e., Minneapolis Public Housing Authority and Metro HRA for project-based vouchers).
- Establish a **community information and education hub** and, in particular, aggressively advertise and connect people to **financial literacy programs**. It is critical for residents to start today, so they are ready for the opportunities.
- **Identify NOAH properties and form relationships with their owners**, so that all subsequent maintenance tracking and NOAH protection programs are well targeted.
- **Amend sales tax proposal** to target funding for affordable housing at the Opportunity Site, and provide NOAH rehab funds to address rental housing building code and livability issues.
- **Formalize the Opportunity Site citizens advisory council** to create a formal board of review and elevated community engagement system related to the Opportunity Site.
- **Create enhanced partnerships, and seek support to fund new and expanded program recommendations**. This includes but is not limited to Homes within Reach, Family Housing Fund, Huntington Bank, and the Minnesota Housing Finance Agency.

What to Do in the Short, Medium, and Long Terms

Short-term recommendations should be the city’s immediate objective. They will set the stage. Recommendations in the medium term would be important to implement or set up before the development of the Opportunity Site. The long-term column designates recommendations tied to the development site as plans are evaluated and development occurs.

| Short Term | Medium Term | Long Term |
|---|---|---|
| Hire a housing coordinator to increase staff capacity to carry out the recommendations outlined in the report and below. | | |
| Increase tenant protections, eviction protections, and rental assistance | Pursue CURA’s Housing Study recommendation specifically related to tenant protections, preservation of NOAH housing, and increasing access to wealth-building opportunities | Use TIF to incentivize development |
| Develop a community information hub and expand access to financial literacy programs | Evaluate feasibility of a Tenant Opportunity to Purchase Act, inclusionary housing, community preference policies | Maximize public benefit of TIF by using it toward housing trust fund |
| Identify NOAH properties and form relationships with their owners | Pursue land trusts, real estate investment trusts (REITS), and multifamily ownership models | Create a small business incubator on the Opportunity Site |
| Create an Equitable Development Scorecard and land disposition policy | Support maintenance of NOAH properties and protect their renters | Pursue cooperative ownership models for future commercial development |
| Formalize the Opportunity Site citizens advisory council | Establish rehab funds for NOAH properties | Reinvest Opportunity Site TIF funds to support nearby residents |
| Evaluate feasibility of all city-owned sites for homeownership development opportunities | Support small-scale rental development on city-owned sites | |
| Identify and pursue financing incentives for homeownership development: impact funds, banks, philanthropy | Expand homeownership opportunities by allowing different housing typologies and ownership models | |
| Establish a housing trust fund | Leverage public, private, and philanthropic sources to develop and work with developers on 4 and 9 percent tax-credit applications | |



Panel presenting their findings. (Urban Land Institute)

ABOUT THE PANEL

Tom Murphy

Panel Chair

Senior Resident Fellow

Urban Land Institute

A former mayor of Pittsburgh, Murphy's extensive experience in urban revitalization—what drives investment, what ensures long-lasting commitment—has been a key addition to the senior resident fellows' areas of expertise. Murphy also serves on the advisory board of ULI's Rose Center for Public Leadership in Land Use.

Murphy is coauthor of the 2022 ULI publication *Legacy Cities: From Rust to Revitalization*. In 2011 he wrote *Building on Innovation*, a ULI report discussing the economic impact universities and hospitals have on local economies and providing detailed strategies to shape a successful 21st-century city based on a private/public/university partnership. Since joining ULI, Murphy has served on many Advisory Services panels, including panels in Moscow and Hong Kong, as well as Baltimore, Chicago, and other U.S. cities. In addition, Murphy served as ULI's Gulf Coast liaison, helping coordinate with the leadership of New Orleans and the public the rebuilding recommendations made by a ULI Advisory Services panel held shortly after Hurricane Katrina. He also worked on rebuilding strategies with leaders in the Gulf Coast areas of Mississippi and Alabama in the wake of Katrina.

Murphy has represented ULI in a number of cities, from Baton Rouge to Baltimore, helping them shape a revitalization strategy. He is a frequent speaker at ULI gatherings and other events.

Before joining ULI, Murphy served three terms as mayor of Pittsburgh, from January 1994 through December 2005. During that time, he initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in the city. Murphy led efforts to secure and oversee \$1 billion in funding for the development of two professional sports facilities, and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties into new commercial, residential, retail, and public uses, and he oversaw the development of more than 25 miles of new riverfront trails and parks.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania House of Representatives. He focused his legislative activities on changing western Pennsylvania's economy from industrial to entrepreneurial and wrote legislation requiring state pension funds to invest in venture capital firms. In addition, he wrote legislation to create the Ben Franklin Technology Partnership, now over 25 years old, which is dedicated to advancing Pennsylvania's focus on early-stage startup businesses and the commercialization of cutting-edge technologies. Murphy served in the Peace Corps in Paraguay

from 1970 to 1972. He is a 1993 graduate of the New Mayors Program offered by Harvard University's Kennedy School. He holds an MS in urban studies from Hunter College and a BS in biology and chemistry from John Carroll University. He is an honorary member of the American Society of Landscape Architects; a board member of Harmony Development Inc. of New Orleans; president of the board of the Wild Waterways Conservancy of Pennsylvania; and a board member of Mountain Lake Inc. of Virginia.

Katie Anthony

Vice President of Development Schafer Richardson

In her role as vice president of Development, Anthony is responsible for leading Schafer Richardson's Development Team and integrating development services with the company's other service offerings. She joined Schafer Richardson in 2015 and has two decades of experience in the planning, real estate, construction, and sustainable design industries. Anthony's expertise includes new construction, adaptive use, historic preservation, neighborhood economic development, and master planning within the mixed use, market-rate housing, affordable housing, homeownership, and creative office product types. She is adept at leading teams through all aspects of the development process from feasibility analysis and financial modeling to construction management and marketing and lease-up.

Anthony received a BA from Marquette University, has a master's in regional planning from the University of North Carolina at Chapel Hill, and practiced in New England before relocating to Minnesota. She is on the Advisory Board for the Minnesota Chapter of the U.S. Green Building Council and is involved in the Urban Land Institute, Minnesota Housing Partnership, and WIREDUP.

Carlton Brown

Chief Executive Officer and Partner Direct Invest Development LLC

A graduate of Princeton University's School of Architecture and Urban Planning, Brown cofounded Full Spectrum of New York in 1983. The firm was recognized as a national leader in the development of affordable, green, and smart buildings in emerging urban markets focused on "Creating Restorative Human Settlements." Has developed more than a thousand dwelling units of mixed-income and affordable housing in emerging urban markets and was also responsible for development of over 3 million square feet of corporate space for AT&T.

One of the founders of the green building movement in the United States, Brown has provided economic development and planning consulting services for Charlotte, Nashville, Louisville, Birmingham, Springfield (Massachusetts), New Orleans, Anchorage, and St. Louis.

Warren Hanson

President and Chief Executive Officer Greater Minnesota Housing Fund

Hanson is the president and CEO as well as founder of Greater Minnesota Housing Fund (GMHF) and Minnesota Equity Fund. He leads the executive team and works closely with state and local governments, philanthropy, investors, and community leaders to assemble resources and design strategies to meet affordable housing needs in Minnesota. He brings over 35 years of development finance experience to GMHF.

He was previously director of Riverfront and Neighborhood Development for the city of Saint Paul and was economic development director of West Bank Community Development Corporation. He is the cofounder of Community Reinvestment Fund USA. Hanson has an MS in city and regional planning from the Pratt Institute in New York.

Margaret Kaplan

President

Housing Justice Center

Kaplan graduated cum laude from the University of Minnesota Law School in 2003 and began her legal career with the Housing Preservation Project. She began her career as a community organizer, fighting for the rights of manufactured home community members with All Parks Alliance for Change (APAC). After law school, she joined HJC under its former name Housing Preservation Project, where she worked on a range of issues including preservation of federally subsidized housing and manufactured home community preservation. She then returned to APAC as the legal and public policy director, where she helped residents associations fight for their rights in parks, represented residents associations in court, and helped push legislation to support manufactured homeowners, including a law that prevented deceptive lending practices and creation of the relocation trust fund for homeowners displaced through park closures.

She spent four years at the Center for Urban and Regional Affairs as the operations director for the Minnesota Center for Neighborhood Organizing, working to ensure that people affected by decisions had the tools and skills to organize and advocate on issues ranging from education to transportation to police community relations to housing. Most recently she spent six years as the community development director at Minnesota Housing, where she worked to create connections between community needs across the state of Minnesota and the programs and policies of Minnesota Housing. Kaplan was also a policy fellow with the North Star Policy Institute. She brings a wealth of knowledge about local, state, and federal housing policy and programs as well as a robust background in the intersection of community organizing and the law.

Anne Ketz

Real Estate Development Director

Urban Homeworks

Ketz is the director of real estate development and asset management for Urban Homeworks, a nonprofit community development organization that catalyzes powerful people, using

equitable housing as a platform to build community and create social change.

Urban Homeworks focuses its work in majority BIPOC communities that have experienced the most disinvestment through targeted racial discrimination and have the largest disparity in incomes and ownership access. The organization focuses on small scattered-site community-based developments for both rental and homeownership and has a history of seeking creative solutions to housing problems and working to expand ownership access to low-income and BIPOC households. In her role, Ketz is responsible for overseeing all real estate-related activities from new development and acquisitions, to management of existing rental portfolios, to prospect planning and partnership development.

She holds a BA in global studies from the University of Minnesota and an MA in historic preservation from the University of Maryland. She has 15 years of experience in project management, construction administration, and finance. Her introduction to real estate development was through her love for old buildings, but affordable housing became the focus due to the overwhelming need in our communities.



Minnesota



Terwilliger Center
for Housing



ULI Minnesota
510 Marquette Avenue South, Suite 200
Minneapolis, MN 55402

612 234 7968
minnesota@uli.org

minnesota@uli.org



knowledge.uli.org