

# RETOOLING HUD

for a CATALYTIC FEDERAL GOVERNMENT:  
A REPORT to SECRETARY SHAUN DONOVAN



PENN INSTITUTE *for* URBAN RESEARCH

**Photo credits:**

*Cover photos:*

Upper left hand: Lou Jones

Lower left hand: Heritage Crossing, Baltimore, MD, Courtesy of Urban Design Associates

Center: Back Bay, Boston, MA, Ian Britton, freefoto.com

Upper right hand: Park DuValle, Louisville, KY, Courtesy of Urban Design Associates

Lower right hand: Houston, TX, flickr.com

## EXECUTIVE SUMMARY

# RETOOLING HUD

for a CATALYTIC FEDERAL GOVERNMENT:  
A REPORT to SECRETARY SHAUN DONOVAN

Penn Institute for Urban Research  
University of Pennsylvania

February 2009

Paul C. Brophy  
Rachel D. Godsil  
Project Directors



Visit [www.upenn.edu/penniur](http://www.upenn.edu/penniur) to download a copy of the complete report or to purchase a hard copy for \$15.00. Contact Maritza Mercado [mercado@alumni.upenn.edu](mailto:mercado@alumni.upenn.edu) with any questions.

This report was made possible with support from:

THE  
ROCKEFELLER  
FOUNDATION

# PREFACE

Retooling HUD  
for a Catalytic Federal Government:  
A Report to Secretary Shaun Donovan

Penn Institute for Urban Research  
University of Pennsylvania

---

Faced with a national economic crisis that is reverberating through all of its work, but poised to react forcefully in addressing this challenge and others like global warming, the U.S. Department of Housing and Urban Development (HUD) has an opportunity to reposition itself as a 21<sup>st</sup> century engine of innovation in U.S. metropolitan areas. With the thoughtful leadership of its new Secretary, Shaun Donovan, HUD can take advantage of its more than forty years of experience to focus on key strategic initiatives outlined in this document. HUD can refine its mission, making it more suited to today's conditions; it can redesign its programs accordingly; and it can fashion its administrative structure to accomplish these goals.

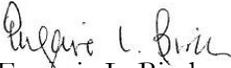
*Retooling HUD for a Catalytic Federal Government: A Report to Secretary Shaun Donovan* offers important advice on how to approach today's challenges. It is comprised of reports by ten task forces, led by Paul C. Brophy and Rachel D. Godsil, and reflects the work of more than 50 members, drawn from practice and the academy, who have urban and metropolitan policy and housing experience spanning many decades. Its recommendations emanate from these experts' passionate concern for, and deep intellectual interest in metropolitan areas. The document seeks to advance HUD's mission and the public good – not any particular point of view or set of interests.

This report reinforces HUD's concern for providing a decent home for every American and strengthening cities but also calls for HUD to create new opportunities – to promote greening, target revitalization efforts, partner meaningfully with sister agencies, leverage anchor institutions, and include a regional perspective. Bold, innovative, and strategic, the collective recommendations offer HUD a powerful roadmap for a new federal government's role in housing and urban development.

The Penn Institute for Urban Research has been proud to sponsor this work. We are immensely grateful for the work of the team leaders, Paul Brophy and Rachel Godsil, the Task Force Chairs – John Cleveland, Anne Evans, Rosanne Haggerty, Bart Harvey, Ira Harkavy, Edward Hill, Dan Kildee, Jeff Lubell, Pete Plastrik, Wendell Pritchett, Fran Stewart, Charlie Werhane, Hal Wolman, Barry Zigas – and the entire Task Force membership who produced this report in record time. Their energy, enthusiasm, and thoughtful contributions are apparent.

We are also profoundly appreciative of the Rockefeller Foundation who supported this effort at a critical time.

Finally, thanks are due to Penn IUR staff members, Maritza Mercado, Amy Montgomery, Daniel Stout, and Selina Zapata, for their editorial assistance.

  
Eugenie L. Birch  
Co-Directors, Penn Institute for Urban Research

  
Susan M. Wachter

# EXECUTIVE SUMMARY

Retrofitting HUD  
for a Catalytic Federal Government:  
A Report to Secretary Shaun Donovan

Penn Institute for Urban Research  
University of Pennsylvania

---

The election of Barack Obama as President of the United States is rightly being heralded as a major world event. He ran a transformative campaign – inviting the American people to join a movement rather than merely supporting a candidate. Now, as he begins to govern with crises at home and abroad, President Obama and those at the helm of his Administration face unprecedented challenges but also have unique opportunities. The American people have rallied behind the idea that the federal government has a critical role to play in domestic prosperity as well as national security. At the same time, Americans are engaged in the political process and eager to be part of the solutions to our country's challenges.

As a candidate, President Obama offered the vision of a renewed federal government and a revitalized role for Americans. This promise extends to the potential to transform how the federal government approaches the nation's cities and metropolitan areas and to fundamentally rethink programs and policies to address our nation's acute housing needs and improve the economic, social, and civic health of our cities and metropolitan areas.

President Obama now has the opportunity to make good on his campaign promise that cities and metropolitan areas will not be treated as problems to be solved or as areas where constituencies have to be managed, but will be properly understood as the essential building blocks of our national economy. America's economy is largely based on the strength of its metropolitan areas, and President Obama acknowledges the strengths, potential, and economic importance of the nation's cities and metropolitan areas.

This vision of our cities and the anticipation that the federal government can be a partner in their growth and revitalization is not itself new; but it is vastly more likely to be realized than ever before. When previous administrations have sought to engage the federal government in the work of rebuilding our cities, they have been stymied by political push-back from multiple perspectives: some argued that cities were too far gone to be worthy of investment; some that government should merely allow markets to function; and others were impatient with the slow rate of change from government programs, demanding more radical action.

The perception of cities has changed in the last decade. We've had quite dramatic reductions in crime in major cities since the 1990s – and a reversal in the population exodus. Until very recently cities have been doing quite well. The urban unemployment rate was down, and homeownership rates for Latinos and blacks had increased. Formerly viewed as places of exceptional poverty, the poverty rate in central cities has not substantially differed from the nation's overall poverty rate: both have been lower than in the past 25 years. We have even seen reports of improved air quality in many urban areas.

These changes – combined with the economic reality that cities and metropolitan areas are the source of our economic growth and innovation – mean that President Obama's framing of these places as essential building blocks of a robust national economy resonates in a way it may not have when crime and urban poverty were higher and more vivid a part of our picture of cities.

The possibilities for federal involvement in building healthy and sustainable communities are tremendous, but the challenge of repositioning the federal government, and the U.S. Department of Housing and Urban Development (HUD) especially, to achieve this new vision, is massive. HUD needs a fundamental reorientation in its approach and a concomitant increase in its capacity if it is to continue to emphasize its critical housing role while building its capacity to work in partnership with state and local governments, local stakeholders, and citizens to improve neighborhoods, cities, suburbs, and metropolitan areas.

Responding to the nation's immediate challenges will require establishing the policies, programs, and systems that permit HUD to become a successful partner with state and local governments and with the private sector (for-profit and non-profit) to improve the economy of our metropolitan areas, to bring HUD into the role of helping to solve the foreclosure crisis upon the nation, to reposition HUD's housing production and finance programs, and to enlist our citizenry in the work of community building.

After considerable communication with members of the HUD Transition Team and with support from the Rockefeller Foundation, the Penn Institute for Urban Research assembled some of the most thoughtful and experienced professionals in the fields of housing and urban and metropolitan development to produce this report to Secretary Donovan. The issues covered by the task forces are not comprehensive – we have not dealt with every program or issue in the HUD portfolio, but have concentrated on those areas where the Transition Team suggested that help from outside experts could be of particular value.

This Report conveys the work of these task forces.

Rather than provide a program-by-program breakout, these task forces were instructed to tackle key thematic and programmatic areas and to focus on strategies to make HUD more effective in a catalytic federal government. The task forces were also encouraged to be bold and ambitious but also grounded and pragmatic – and to present short- and long-term recommendations.

Each task force consisted of a small group of experts who volunteered their time to produce a report and was chaired or co-chaired by leaders who took responsibility for managing the task forces and preparing each task force report. Bringing together a wide array of perspectives, the communications among the experts were spirited and productive, and the recommendations reflect the high quality of the debate. The reports also acknowledge instances in which task force members disagreed.

While each task force report provides detailed background information and recommendations specific to the topic, the reports share several common themes:

1. To pursue the ambitious agenda outlined by President Obama as a candidate, the Secretary must reinvigorate HUD culturally, moving it from an organization that has become mostly regulatory to one that brings thought, leadership, and flexibility to tackling the affordable housing needs of the nation and the broader issues of development in cities and metropolitan areas. HUD must lead by example, greening the nation's housing stock, developing innovative approaches to reduce carbon emissions, and becoming a model steward of vacant property.
2. The Secretary needs to put the “UD” back in HUD. HUD has become almost entirely focused on affordable housing. Without diluting that focus, HUD also needs to reinvigorate a second agenda – helping to shape the development of our cities and metropolitan areas through strategic investments and approaches that encourage regional thinking and action. For example, HUD's policies must allow for the flexibility necessary to develop neighborhood-appropriate stabilization strategies attuned to local market conditions, working to attract people and investment to areas that need strengthening and mitigate the effects of rising rents and home prices on low- and moderate-income people in neighborhoods where markets are hot. This kind of market-savvy flexibility is important if HUD is going to succeed at partnering at the local, regional, and state level as an urban development agency.
3. HUD also has a new opportunity to reclaim some mandates that have been lost to other agencies over the years. It should reclaim these mandates not out of some desire for bureaucratic turf, but because HUD's unique mission, to improve our cities and metropolitan areas, must be incorporated into the federal policy making process. HUD's role as a champion of homes and communities, for example, is critical to devising the federal strategy to prevent foreclosures and assist communities already devastated by foreclosures.
4. HUD needs to work creatively with other agencies to combine HUD's place-focus with the people-focus of the Department of Education (DOE), Health and Human Services (HHS), Veterans Affairs (VA), and other agencies. To respond to issues of persistent poverty, entrenched racial and economic segregation, and to address the range of causes of homelessness, for example, the federal government must thoughtfully invest in both people and places. An inter-agency approach will ensure that this investment is coordinated and complementary.

5. HUD cannot go it alone. HUD's reach will be vastly greater if HUD relearns how to partner with businesses, community groups, local and state governments, and anchor institutions to reinvigorate cities and metropolitan areas. A central theme of the Obama campaign was that the federal government cannot solve all of our problems – but that it can work with other stakeholders within communities to allow us to solve our own problems. This maxim is particularly true in the context of economic development.
6. HUD's research, data, and analytic capacity has stagnated in the last eight years. It is crucial for HUD to support fuller data systems and to issue regular reports on its own programs as well as the conditions in cities and metropolitan areas. HUD's research on trends and promising approaches to tackling long-standing problems is an important way to catalyze the adoption of best practices by HUD's partners in and out of government.

These six themes are reflected in virtually all of the reports from the ten task forces.

The reports are organized into three Parts, each addressing critical HUD priorities: providing and preserving housing and housing markets; reinvigorating places – neighborhoods, cities, suburbs, and metropolitan areas; and, finally, building HUD's capacity and developing new initiatives.

## **PART 1: Preserving and Providing Housing and Housing Markets**

This Part sets forth comprehensive strategies to help HUD confront the challenges the agency currently faces in its historical role as a champion of housing – and particularly affordable housing. This Part includes reports on how HUD might prevent future mortgage foreclosures, on how HUD can best provide multi-family housing, and on how HUD should respond to the challenges of housing the “hard to house.”

*Preventing Foreclosures*, authored by Bart Harvey and Barry Zigas, provides a brilliant analysis of the precise nature of the foreclosure crisis and a wide array of policy options to resolve the crisis. This team contends that HUD can and should play a central role in resolving the foreclosure crisis through direct action, using tools and authorities it already has; through new initiatives that it can lead; and through leadership across the government. Most centrally, this report proposes: that HUD should work to ensure that most owner-occupied housing, including where owners are currently paying their mortgages, are eligible for loan modifications or refinancing to take advantage of lower interest rates and escape from onerous reset triggers (either through the Treasury's implementation of the Federal Deposit Insurance Corporation [FDIC] loan modification plan or through Federal Housing Administration [FHA] credit enhancement); that HUD should support legislation permitting first lien mortgage loans to be subject to judicial modification in a bankruptcy proceeding; and that, for those instances in which investors fail to agree to reasonable modifications, the government should purchase mortgage assets through the Treasury, the Fed, government-sponsored enterprises (GSEs), or some combination of the three.

Taken together, these strategies present the possibility of helping every current household that is able and willing to pay a fair amount in their home. Along with a series of other direct actions by HUD, the effect of this report's recommendations would be to stabilize housing prices, restore consumer confidence, revalue and liquefy “toxic assets” that remain outstanding, and help replace fear with hope in the credit markets.

In *Improving Multi-Family Housing Production and Preservation*, Charles Werhane and his team describe a set of mortgage programs that are inherently well-designed but that need improvements in execution so that the multi-family mortgage programs can play a fuller role in creating more rental housing in the nation. This report also urges the Secretary to work with Treasury to strengthen the Low Income Housing Tax Credit program, one of the most successful housing programs in the history of federal housing programs. This report contains a long list of specific recommendations that if implemented will lead to greater efficiency and productivity in the provision of multi-family housing

*The “Hard to House”*, by a team led by Rosanne Haggerty, urges that HUD build from work that has succeeded in New York City and elsewhere to provide housing in good settings for people that are particularly hard to house: those with poor rental histories, homeless persons, those with chronic health, mental health or other disabilities, chronic substance abusers, the formerly incarcerated, the frail elderly, disabled veterans, persons living with AIDS, and transitioning youth. This report lays out a clear set of principles and innovative programmatic approaches that HUD

should take in cooperation with HHS, VA, and other agencies to match needed supportive services to the housing needed by these individuals and households.

## **PART 2: Reinvigorating Places – Neighborhoods, Cities, Suburbs, and Metropolitan Areas:**

These reports address HUD’s potential as a catalyst for economic revitalization and community improvement. This role has long been a stated part of HUD’s statutory mandate but has yet to be fully realized.

Dan Kildee and his equally impressive team tackle an immediate issue in *Improving Communities Impacted by Foreclosure* – the devastating effect concentrations of foreclosures are having on many communities. In order to increase the effectiveness of the Neighborhood Stabilization Program (NSP), this detailed and thorough report recommends a series of steps, ranging from recommendations for rule changes to proposals for additional funding to make the NSP a more powerful tool for revitalization. In addition, to foster neighborhood recovery, it recommends a series of additional tools, ranging from FHA mortgage products to strategies to leverage public and private financing and enhance state housing finance agency capabilities and to more comprehensively foster neighborhood recovery. It also contends that HUD – as a significant owner and seller of foreclosed real estate owned (REO) property – should lead by example and commit to a “Code of Conduct”. HUD can also play a critical role by developing a database of foreclosed properties and incentivizing recording reform by states.

To protect the housing market and to prevent blight, HUD needs to ensure that its partners, particularly state and local governments and important private entities, are poised to take certain actions. Among these are responding to the excess supply of properties resulting from foreclosures – this can most effectively occur by building local capacity to design and implement land banking activities, with particular focus on inter-jurisdictional cooperation, and by reforming certain counterproductive state and local tax and mortgage foreclosure procedures. Finally, HUD has an important role to play in changing the redevelopment environment by building strong public-private partnerships and rebalancing housing supply and demand in distressed neighborhoods.

In the report addressing HUD’s role in *Strengthening America’s Neighborhoods*, Wendell Pritchett and his team build from years of work by community groups, local governments, and private foundations to strengthen America’s neighborhoods. They make an important contribution by urging HUD to recognize the importance of markets as it develops economic development strategies. This insight lead them to recommend that HUD significantly alter the Community Development Block Grant (CDBG) program to allow these funds to be used differently for neighborhood improvement, depending on market conditions – so that weak-market neighborhoods and strong-market neighborhoods could use CDBG and other HUD funds more flexibly in order to better meet the very distinct challenges these neighborhoods present. This group also recommends that HUD play a supportive role in comprehensive neighborhood improvement programs such as Promise Neighborhoods.

In the report entitled *New Strategies for a Metropolitan America: Extending HUD’s Urban and Regional Mission*, Harold Wolman and his team make a compelling case that HUD lead the federal government to embrace regional approaches to a host of important metropolitan issues including the link between housing and labor, transportation systems, pollution and environmental concerns, and general economic prosperity. This report by many of the nation’s leading thinkers on regionalism sets forth concrete steps for HUD to engage local governments, other federal agencies, and local stakeholders in regional efforts. The report recommends several specified internal fixes which will allow HUD to publicly affirm the centrality of regional approaches. Among other innovative programmatic changes, the report recommends that HUD: propose new legislation that would create a “Regional Challenge Grant,” a multi-year competitive grant program for proposals designed to have a regionally significant impact; propose legislation that would modify CDBG (and possibly the Home Investment Partnerships Program [HOME]) to provide incentives for regional activity and, at the same time, to encourage and strengthen regional governance processes; and submit legislation to provide general operating funds (“glue money”) for a designated multi-purpose planning agency in metropolitan areas.

In *A City-Focused Economic Development Agenda for the Federal Government and HUD*, team leader Edward (Ned) Hill and Fran Stewart set forth a renewed vision of HUD’s role in promoting economic development investment for cities – defined in the report as efforts designed to facilitate the creation of goods and services, to make areas more

economically competitive and viable, and to improve the income and job prospects of individuals. In other words, the authors' argue that HUD should restore the urban development (the "UD") function to its core mission. The paper recognizes the challenges HUD will have to overcome to play this role effectively and identifies six areas where HUD can have the greatest impact in supporting the economic redevelopment of the nation's urban core – many of which are addressed in detail in other reports: promoting green cities by investing in alternative energy technologies and increased recreational space; responding to the devastation of the foreclosure crisis by launching land-banking initiatives; reshaping cities around anchor institutions and anchor amenities; restructuring the Community Development Block Grant program to support economic development; and providing the capacity for fundamentally restructuring the public finances of failing cities. The strength of this report is that it lays out a persuasive rationale for HUD's role in areas other than housing.

*Anchor Institutions as Partners in Building Successful Communities and Local Economies*, the report produced by the team led by Ira Harkavy, recognizes that colleges, universities, medical centers, and other local anchor institutions are increasingly important to local economies. HUD once was active in supporting community partnerships to tap the potential of these institutions, and this task force lays out a detailed, aggressive set of programs, based on sound partnership principles, for HUD to help local anchors play a more assertive role.

### **PART 3: Building HUD's Capacity and Developing New Initiatives:**

These reports concern the culture of HUD and its internal capacity to achieve the ambitious agenda envisioned by Congress and promised by the Obama campaign as well as the new goals of energy efficiency and environmental sustainability made all too crucial by the confluence of our energy crisis, global warming, and our economy.

*Facilitating Green Housing*, a pace-setting report authored by Anne Evens and John Cleveland, presents a major new initiative for HUD – making the inventory of housing it controls more energy efficient, while also leading the way to the development of a new green housing industry that will encourage owners to make the privately owned housing in this country greener. This initiative is sound from an energy and environmental perspective but also has potential for a tremendous economic impact. A direct HUD investment of \$25.7 billion would leverage an additional \$29.7 billion, for a total investment in the housing retrofit market of \$55.4 billion. A total of 590,700 direct jobs would be created. A total of 1.5 million indirect jobs would be created. HUD would save an estimated \$206 million per year in direct energy. This report presents a comprehensive set of recommendations to achieve a central campaign promise.

Accomplishing the goals set forth in these nine reports – as well as the other agency initiatives these reports do not address – is a massive undertaking. Accordingly, the final report, *Catalyzing Change at HUD*, authored by Jeffrey Lubell and Pete Plastrick, addresses the internal agency culture. The report sets forth: the core principles for "catalytic government" – a framework for open, enabling, strategic, results-oriented government which are applied to develop recommendations for how HUD could become more effective; recommendations for action in the short- (within 90 to 180 days) and medium- (within first year) terms; and leadership requirements for transforming HUD. The report aims to provide a case and initial agenda for *organizational* transformation of HUD which is premised upon the Secretary's personal, visible, and sustained leadership.

Overall, these task forces present a robust agenda for HUD. The task force leaders are mindful some of the changes recommended here will take time to effect, while others can be implemented quite quickly. The reports are presented with great hopefulness that, with new leadership and an improved framing of its mission, HUD can play a leadership role in achieving the 1949 national goal of "a decent home and a suitable living environment" for all Americans.

Paul C. Brophy  
Project Director

Rachel D. Godsil  
Project Director

# PROJECT DIRECTORS AND TASK FORCE MEMBERS

Retooling HUD  
for a Catalytic Federal Government:  
A Report to Secretary Shaun Donovan

Penn Institute for Urban Research  
University of Pennsylvania

---

## PROJECT DIRECTORS

Paul Brophy	Principal, Brophy & Reilly LLC
Rachel Godsil	Eleanor Bontecou Professor of Law, Seton Hall University School of Law

## TASK FORCE MEMBERS

### PART 1: Providing and Preserving Housing and Housing Markets

#### Chapter 1: Preventing Foreclosures

Bart Harvey, Co-Chair	Former Chair and CEO, Enterprise Community Partners
Barry Zigas, Co-Chair	Director, Housing Policy for Consumer Federation of America
William Apgar	Senior Scholar, Joint Center for Housing Studies, Harvard University
Charles Laven	President, Forsyth Street Advisors LLC
Mary K. Reilly	Principal, Brophy & Reilly LLC
Eric Stein	President, Center for Community Self Help
Sarah Wartell	Executive Vice President, Center for American Progress
Stockton Williams	Senior Vice President, Enterprise Community Partners
Mark Willis	Visiting Fellow, The Ford Foundation

#### Chapter 2: Improving the Private Multi-Family Housing Programs

Charlie Werhane, Chair	President, Enterprise Community Investment
Gary Alex	Director of FHA Lending, Enterprise Community Investment
Margaret Allen	CEO, President and Chief Underwriter, AGM Financial
Anne Marie Brady	Policy Associate, Stewards of Affordable Housing for the Future
Michael Bodaken	President, National Housing Trust
Pat Clancy	President and CEO, The Community Builders, Inc.
Sheila Crowley	President, National Low Income Housing Coalition
Joe Hagan	President and CEO, National Equity Fund
Scott Hoekman	Senior Vice President and Chief Credit Officer, Enterprise Community Investment
Bill Kelly	President, Stewards of Affordable Housing for the Future
Scott Kline	Vice President, National Housing Trust
Aron Weisner	Enterprise Community Investment
Stockton Williams	Senior Vice President and Chief Strategy Officer, Enterprise Community Partners

#### Chapter 3: The “Hard to House”: Creating Housing Opportunities for those in Greatest Need

Rosanne Haggerty, Chair	President, Common Ground
Priscilla Almodovar	President and CEO, New York State Housing Finance Agency
Robert Barbor	Housing Manager Disaster Recovery Unit, Louisiana Office of Community Development
Patrick Costigan	Senior Vice President, The Community Builders, Inc.
Deborah DeSantis	President and CEO, Corporation for Supportive Housing
Fred Harris	Senior Vice President, AvalonBay Communities, Inc.
Cindy Holler	President, Mercy Housing Lakefront
Fred Karnas	Director, Arizona Department of Housing

Jesus "Jesse" Leon John McIlwain	Vice President, Banc of America Community Development Corporation Senior Resident Fellow, J. Ronald Terwilliger Chair for Housing, Urban Land Institute
Stephen Norman Nan Roman Tony Salazar Eleanor White	Executive Director, King County Housing Authority President and CEO, National Alliance to End Homelessness President, McCormack Baron Salazar President, Housing Partners, Inc.

## **PART 2: Reinvigorating Places – Neighborhoods, Cities, Suburbs, and Metropolitan Areas**

### **Chapter 4: Improving Communities Impacted by Foreclosures**

Dan Kildee, Chair	County Treasurer, Genesee County, Michigan
Frank Alexander	Professor Law, Emory University
Rick Ballard	Director of Community Development, Michigan State Housing Development Authority
Frank Ford	Vice President of Research and Development, Neighborhood Progress, Inc.
Bill Goldsmith	Regional president of Mercy Portfolio Services, Mercy Housing, Chicago
Ira Goldstein	Director of Policy and Information, The Reinvestment Fund
Amy Hovey	President, The Protogenia Group
Alan Mallach	Non-Resident Fellow, The Brookings Institution
Mercedes Marquez	Director, Los Angeles Housing Department
Craig Nickerson	President, National Community Stabilization Trust

### **Chapter 5: Strengthening America's Neighborhoods**

Wendell Pritchett, Chair	Professor of Law, University of Pennsylvania Law School
Diane Bell-McKoy	President and CEO, Associated Black Charities
Carol Clark	Asst. Commissioner, NYC Dept. of Housing Preservation and Development
Beverly Coleman	Executive Director, Neighborhoods Now
Radhika Fox	Senior Associate, PolicyLink
George Galster	Clarence B. Hilberry Professor of Urban Affairs, Wayne State University
Brad Lander	Director, Pratt Center for Community Development
Alan Mallach	Nonresident Senior Fellow, The Brookings Institution
Mark Sissman	President, Healthy Neighborhoods, Inc.

### **Chapter 6: New Strategies for a Metropolitan America: Extending HUD's Urban and Regional Mission**

Hal Wolman, Chair	Director, George Washington Institute of Public Policy, GWU
Patricia Atkins	Research Professor, George Washington Institute of Public Policy, GWU
Bill Barnes	Director, Center for Municipal Programs and Resources, National League of Cities
Bruce Fisher	Director, Buffalo State College Center for Economic and Policy Studies
Kathryn Foster	Director, University at Buffalo Regional Institute, SUNY
Dave Garrison	Non-Resident Senior Fellow, The Brookings Institution
Royce Hanson	Chairman, Montgomery County (MD) Planning Board
Bill Johnson	Distinguished Professor of Public Policy and Urban Studies, Rochester Institute of Technology
Bruce McDowell	Senior Fellow, National Academy of Public Administration
Jeremy Nowak	President, The Reinvestment Fund
Myron Orfield	Associate Professor of Law, Director of the Institute of Race and Poverty, University of Minnesota
Manuel Pastor	Professor of Geography; Director, Program for Environmental and Regional Equity, University of Southern California
David Robertson	Executive Director, Metropolitan Washington Council of Governments
Andrea Sarzynski	Research Professor, George Washington Institute of Public Policy, GWU
Todd Swanstrom	Professor of Political Science, University of Missouri - St. Louis.
Dale Thomson	Director, Institute of Local Government, U. of Michigan-Dearborn

## **Chapter 7: A City-Focused Economic Development Agenda for the Federal Government and HUD**

Edward (Ned) Hill, Co-Chair	Interim Dean, Levin College of Urban Affairs, Cleveland State University
Fran Stewart, Co-Chair	Fellow, The Urban Center, Cleveland State University
William Barnes	Director, Municipal Programs and Resources, National League of Cities
Susan Clarke	Professor of Political Science, University of Colorado, Boulder
Joseph Cortright	Vice President/Economist, Impresa Consulting
Denise DiPasquale	President, City Research
Jeff Finkle	President, International Economic Development Council
David Garrison	Nonresident Senior Fellow, Brookings Institution
Marvin Hayes	Director, Governor's Office of Urban Development and Infrastructure, Ohio
Larry Ledebur	Director, The Urban Center, Cleveland State University
Amy Liu	Deputy Director, Metropolitan Policy Program, The Brookings Institution
Richard McGahey	Director of Impact Assessment, The Ford Foundation
Jeremy Nowak, President	The Reinvestment Fund
Phillip A. Singerman	Senior Vice President, B&D Consulting.

## **Chapter 8: Anchor Institutions as Partners in Building Successful Communities and Local Economies**

Ira Harkavy, Chair	Associate Vice President and Director, Netter Center for Community Partnerships, University of Pennsylvania
Eugenie Birch, Co-Chair	Professor, School of Design, University of Pennsylvania
Gar Alperovitz	Prof., Dept. of Government and Politics, University of Maryland
Nancy Cantor	President, Syracuse University
Gerard Clancy, MD	President, University of Oklahoma-Tulsa and Dean, School of Community Medicine
Carol Coletta	President, CEOs for Cities
David Cox,	Executive Assistant to the President and Professor, University of Memphis
Salin Geevarghese	Senior Associate, The Annie E. Casey Foundation
Andrew Hahn	Professor, Brandeis University
James Harris	President, Widener University
Ted Howard	Executive Director, The Democracy Collaborative, University of Maryland
David Maurrasse	President and CEO, MARGA Incorporated
Eduardo Padrón	President, Miami Dade College
Carl Patton	President Emeritus, Georgia State University
David Perry	Associate Chancellor, University of Illinois at Chicago
Victor Rubin	Vice President for Research, PolicyLink
Beverly Tatum	President, Spelman College
Henry Taylor	Professor and Director, Center for Urban Studies, University at Buffalo
Henry Webber	Executive Vice Chancellor for Administration, Senior Lecturer, Washington University in St. Louis
Wim Wiewel	President, Portland State University
Rita Axelroth, Staff	Research Associate, Netter Center for Community Partnerships, University of Pennsylvania
Steve Dubb, Staff	Senior Research Associate, The Democracy Collaborative, University of Maryland
Eleanor Sharpe, Staff	Associate Director, Netter Center for Community Partnerships, University of Pennsylvania
Joann Weeks, Staff	Associate Director, Netter Center for Community Partnerships, University of Pennsylvania

## **PART 3: Building HUD's Capacity and Developing New Initiatives**

### **Chapter 9: Facilitating Green Housing**

John Cleveland, Co-Chair	Vice President, Innovation Network for Communities
Anne Evens, Co-Chair	Director of Energy Division, Center for Neighborhood Technology
Bracken Hendricks	Senior Fellow, Center for American Progress
Stockton Williams	Senior Vice President and Chief Strategy Officer, Enterprise Community Partners
Jonathan Rose	President, Jonathan Rose Companies

Ben Hecht  
Joel Rogers

President and CEO, Living Cities  
Director, Center on Wisconsin Strategy

**Chapter 10: Catalyzing Change at HUD: Building a More Effective Department**

Jeff Lubell, Co-Chair  
Peter Plastrik, Co-Chair  
Peter Dreier

Executive Director, Center for Housing Policy  
President, Innovation Network for Communities  
Professor of Politics and Director of the Urban and Environmental Policy Program,  
Occidental College

Rachel Godsil  
Andrew Reamer

Eleanor Bontecou Professor of Law, Seton Hall University School of Law  
Fellow, Metropolitan Policy Program, The Brookings Institution

# ABOUT THE SPONSORS

Retooling HUD  
for a Catalytic Federal Government:  
A Report to Secretary Shaun Donovan

Penn Institute for Urban Research  
University of Pennsylvania

---

**Penn Institute for Urban Research** (Penn IUR) is a university-wide entity dedicated to an increased understanding of cities through cross-disciplinary research, instruction, and civic engagement. As the global human population becomes increasingly urban, understanding cities is vital to informed decision-making and public policy at the local, national, and international levels. Penn IUR is dedicated to developing knowledge in two critical areas: building the sustainable, 21st-century city and the role of anchor institutions in urban development. By providing a forum for collaborative scholarship and instruction across Penn's twelve schools, Penn IUR stimulates research and engages with the world of urban practitioners and policymakers. [www.upenn.edu/penniur](http://www.upenn.edu/penniur)

**The Rockefeller Foundation**, established in 1913 by John D. Rockefeller Sr., seeks to identify and attack at their source the underlying causes of human suffering. The Foundation pioneered the frontier of global philanthropy and continues to find and fund solutions to many of the world's most intractable challenges. The Rockefeller Foundation attempts to harness the creative forces of globalization, supporting breakthrough solutions to 21st century challenges. This helps ensure that the tools and technologies that have significantly improved the human condition in many locations over the past half – century are accessible to more people, more fully, in more places – and that poor and vulnerable people are equipped to seize them. With assets of more than \$4 billion, the Rockefeller Foundation operates both within the United States and around the world. The Foundation's efforts are overseen by an independent board of trustees and managed by its president through a staff drawn from scholarly, scientific, and professional disciplines. [www.rockfound.org](http://www.rockfound.org)



This report was made possible with support from

