

HOUSING STRATEGY

Prince George's County, MD



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ON THE COVER: Entrance sign to Prince George's County. Dominique Maria Bonessi / DCist / WAMU



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The objective of ULI Washington's Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary advice on land use and real estate issues facing public agencies and nonprofit organizations in the Metropolitan Washington Region. Drawing from its extensive membership base, ULI Washington conducts two-day Panels offering objective and responsible advice to local decisionmakers on a wide variety of land use and real estate issues, ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues.

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Panel chair Sherman Ragland presenting the Panel's recommendations for the Prince George's County Housing Strategy TAP.

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EXECUTIVE SUMMARY

Prince George's County, Maryland, is an important part of the regional economy and well positioned to capitalize on the region's significant federal presence, diverse workforce, strong educational institutions, and high median incomes. The County is linked to Washington, D.C., and the region, by a dense transit and road network, has the second largest number of METRO rail stations, and is an important stop along Amtrak's Northeast Corridor.

For generations, Prince George's County has been America's most populated county with an African-American majority. At one point, it was designated the wealthiest African-American community in the country. However, this designation has since moved south to Charles County. Despite great strides in housing equity and equality, Prince George's County still has well documented incidence of widespread racial discrimination in housing finance, as demonstrated by recent incidents of racial bias in appraisals of homes in the County.

Efforts are underway to build new housing and attract new development to make Prince George's County a more desirable destination to live and work. The County, like the rest of the Metropolitan Washington region, faces a severe affordable housing shortage. Property taxes are high, versus other parts of the state, and residential property taxes make up 75 percent of the County's revenue, so any shortfall in housing production or home values also has the potential to directly affect County revenue. Panelists also learned that the lack of sufficient affordable housing is hampering Prince George's County's ability to attract employers and residents.

ULI convened a two-day TAP to develop recommendations to improve ongoing housing and economic development efforts in the County. The Panel reviewed and analyzed existing policies and procedures as they relate to the

County's Master Plan, "Plan 2035." These included: the recent rent stabilization cap, the proposed townhouse moratorium, and the long standing practice of land use policy through text amendments. A "text amendment" refers to a process by which projects can be fast-tracked through the County Council to allow major projects to proceed with minimal public input.

The Panel found that, in its current form, the rent stabilization plan was not well designed and lacked structure and certainty for the housing market. Though the County created the moratorium to improve the economic outlook for the region, the Panel anticipates that in the short run and long term, such a moratorium would have a negative effect on the County's economic development and housing goals. Specific negative consequences of the (current) rent stabilization plan include: "giving legitimacy to out of county appraisers to devalue single-family homes as Prince George's is now the only county to impose rent control on their own residents single greatest asset," according to one finance professional serving on the Panel. The uncertainty surrounding the rent stabilization plan has already caused several multi-family builders to cancel planned projects and leave the County. Due to the long lead times in getting projects approved and built, canceling plans today will be felt well into the future, both in terms of housing availability and County revenues.

Several Panel members (who were both county residents and industry professionals) stated that the townhouse moratorium appears to be a direct response to the community's historic mistrust of the County's use of the text amendment process. Further, the Panel also found that the focus on creating new townhomes concentrated in METRO rail transit centers inside the Beltway is in direct conflict with the stated goals of "high-density" housing near METRO Rail (as detailed in Plan 2035, and other County Planning principles) and is incongruent with the current demand for single-family housing in less urban parts of the County.

The Panel recommended tools to encourage development in the urban core. These tools include: (1) home purchaser and developer incentives; and (2) updating Plan 2035 to account for a shift in work, transit, and housing patterns which have taken place as a direct result of the Pandemic, and since 2014, when Plan 2035 was created. The Panel also provided examples of best practices and case studies from other municipalities, both in the areas of rent stabilization and land use policies for the creation of new housing types, with the goal of helping Prince George's County move forward with its housing plans and development priorities that best serve its residents.

BACKGROUND

Prince George's County serves as home to 957,000 people (337,000 households), and encompasses 498 square miles; approximately 30% of its land area is devoted to residential uses, primarily (83%) zoned for exclusively single-family detached housing, reflecting the predominant housing type. The County is linked to Washington, D.C., and the region, by a dense transit and road network, has the second largest number of METRO rail stations and is an important stop along Amtrak's Northeast Corridor. It also is home to the University of Maryland's flagship campus.¹ Located immediately to the east of Washington, D.C, Prince George's County has historically served primarily as a bedroom community for a large percentage of the workforce serving the Metropolitan Washington Region.

Prince George's County is the nation's largest predominately African-American suburb. For generations, Prince George's County has been the most populated county in America with an African-American majority, and at one point, was designated as the wealthiest African-American community in the country. However, this designation has since moved south to Charles County.2 According to some of the homebuilders who participated in the TAP, one of the reasons for the exodus of wealth (by African-Americans in particular) to Charles County, is because Charles County is an "easier and more welcoming place" for new real estate development, especially for higher-end housing. Relative to the region, the County has historically experienced racial discrimination in housing policies, and investment, more so than compared to neighboring jurisdictions. While equity in housing and investment has gotten better since the 1960's, Prince George's still suffers from widespread racial discrimination in housing values and lack of investment as

demonstrated by recent actions by the U.S. Department of Housing and Urban Development (HUD) and several investigative reports by various media sources.³

Prince George's County is served by a strong road and transit network: 15 Metro stations, eight commuter rail stations connecting Washington, D.C. and Baltimore, and one Amtrak station connecting Washington, D.C. with New York City and Boston. Plan 2035 prioritizes Transit Oriented Development (TOD) - development specifically concentrated around transit nodes like Metro stations - as the desired pathway to create strong, sustainable, vibrant, and walkable mixed-use communities.

As part of Plan 2035, five Metro stations in Prince George's County were identified as priority stations for TOD: Largo Town Center, New Carrollton, Prince George's Plaza, Branch Avenue, and Suitland. TOD has precedence in the D.C. region, which is one of the strongest real estate markets

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¹ Panel background materials.

² https://www.washingtonpost.com/business/2022/06/29/dept-of-data-prince-georges-richest-black-county/ and U.S. Census Bureau 5 yr. American Community Survey (ACS) and Missing Middle Housing Existing Conditions 2022, page 23

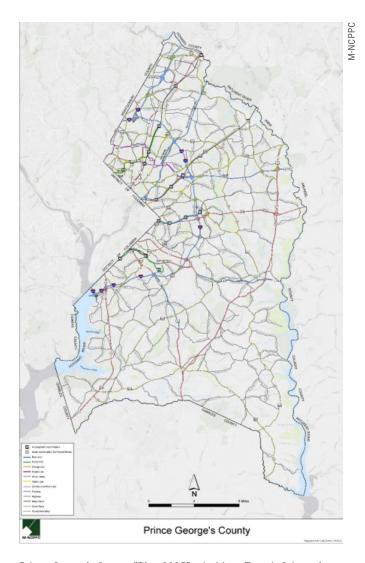
³ https://www.washingtonpost.com/business/2022/03/23/home-appraisal-racial-bias/ https://www.nytimes.com/2022/08/18/realestate/housing-discrimination-maryland.html https://appraisersblogs.com/homeowners-incorrect-assumption-another-you-are-biased-story

in the country. Multi-family development in and around the region's Metro stations has been a significant driver of overall development for nearly 50 years. However, in Prince George's County, the highest value land is along Route 301, on the eastern side of the County, and the lowest value land is inside the Beltway near the Metro stations, suggesting a demand for single-family residential living.

Even with a robust rail network, Prince George's County residents' average one-way commute time was 37 minutes in 2022; 64.3 percent of commuters drove alone, and 11.2 percent used public transport. Such long commute times strain the road and transit network and cause congestion, resulting in long and expensive commutes, especially when compared to other locations throughout the Metropolitan Washington Region. The road network is also burdened by residents from surrounding areas such as Charles County and Anne Arundel County, with people commuting through Prince George's County to get to their final destinations.

To reverse these adverse commuting trends, Plan 2035 posits that the County must capture a greater share of employment growth locally, incentivize transit-oriented development with a strong employment component, and support innovative and flexible transportation and traffic management in designated growth and employment areas. However, to bring more employment opportunities to the County, housing needs must first be met. A 2011 study by the George Mason University (GMU) Center for Regional Analysis concluded that robust economic growth in the region cannot be guaranteed unless the housing preferences of its workforce have been met.4 The study recommends that most of the new housing be located in compact developments with convenient access to jobs and transportation options, in line with Plan 2035's goals of TOD along the five identified Metro stations.

The 2022 Economic Development Strategic Action Plan identified four key industry clusters to target strategies and



Prince George's County "Plan 2035" prioritizes Transit Oriented Development (TOD) as the desired pathway to create strong, sustainable, vibrant, and walkable mixed-use communities.

help advance economic development in Prince George's County: the federal government, hospitals and health services, information technology services, and research intensive industries. The majority of new jobs in Prince George's County are in low- and moderate-wage sectors like healthcare and education. The median household income in Prince George's County is \$91,124 - the lowest in the DMV region. (By comparison, neighboring Montgomery, Howard and Charles counties are all over \$100,000).

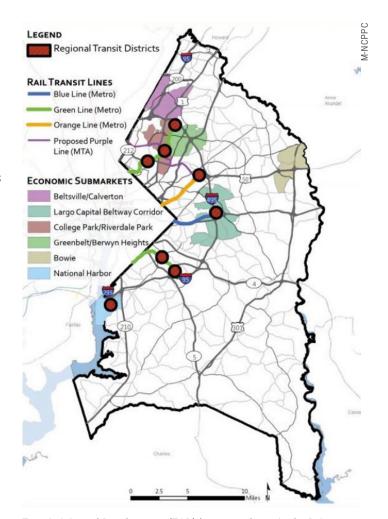
⁴ Plan 2035 Prince George's Approved General Plan, Page 104, as referenced in Panel Briefing Materials.

MEDIAN HOUSEHOLD INCOME IN THE REGION	2021
Prince George's County, MD	\$91,124
Montgomery County, MD	\$117, 345
Charles County, MD	\$105, 493
Howard County, MD	\$133,267
Washington, D.C.	\$93,547
Fairfax County, VA	\$134,115
Arlington County, VA	\$125,651

Figure 10 Median Household Income in the Region Source: US Census Bureau 5 yr. ACS 2021

The County's annual operating budget is currently \$5 billion dollars, the bulk of which goes to public safety and Prince George's County Public Schools. Residential property taxes remain the major driver (75 percent) of County revenue. One challenge for the County is that the massive and ever-growing need for public education and public safety services, combined with the overreliance on voter-limited residential property taxes severely constrains the County's ability to invest in infrastructure or incentives to facilitate new development.

A variety of housing options are needed to meet the demand of affordable housing in Prince George's County. Thirty-six thousand housing units have been built in Prince George's County since the Great Recession in 2008, and the majority are either outside of the Capital Beltway (32%) or outside the Plan 2035 target centers (33%). Further, the County Executive's Economic Development Platform, released in June 2021, informed a plan to create 26,000 new homes by 2030. To accomplish this, approximately 2200 housing units would need to be built each year. The chilling effect of the townhouse moratorium would therefore have a significant negative impact on meeting the ambitious housing goals set up by Plan 2035.⁵



Transit Oriented Development (TOD) has precedence in the D.C. region, which is one of the strongest real estate markets in the country.

⁵ Panel Briefing Materials.

Panel Scope

The ULI Washington panel was requested to identify the best tools for managing residential real estate development in Prince George's County, Maryland to (1) achieve the goals of Plan 2035; (2) support a robust and diverse residential housing market; and (3) generally support the county's economic vitality. The panel was asked to assess the likelihood that Plan 2035's goal of achieving specified amounts of residential development in identified urban centers can be achieved, and to identify tools that will successfully direct more growth to urban centers.

The panel was also asked to analyze several recent legislative proposals that would impact the residential real estate market, including a Rent Stabilization Act and a proposal to limit the development of townhouses. The objective of the TAP was to analyze policy impacts both individually and cumulatively related to the questions below.

Questions Posed by Sponsors

- 1. What tools are available to direct more housing development to the urban centers identified as priorities in the County's adopted Plan 2035?
- 2. What are the key regional housing trends and forecasts, and what is Prince George's County's role in meeting regional housing needs, based on data, trends, and demographic indicators?
 - a. What are the key impediments to providing missing middle housing in new construction and existing housing stock, and where are the opportunities?
 - b. What role can Accessory Dwelling Units (ADUs) play in increasing housing affordability and fostering aging in
- 3. What impact will rent stabilization have on new rental projects? Looking at national and regional examples, do rent stabilization policies work?
- 4. What impact would a proposed two-year townhouse moratorium have on the County's ability to implement Plan 2035 and meet projected housing needs?
 - a. What are the perceptions among the development community of a moratorium on townhouse development, for the County itself, and as compared to peer jurisdictions?
 - b. Where are townhouses optimally located, and what are the key public policy benefits to Prince George's County for this housing typology?
 - c. What impact have similar moratoria had on economic development? How might a moratorium affect economic mobility, the ability of current residents to build generational wealth, and the ability of the County to attract new residents?
- 5. What can we learn from regional case studies about these housing policies' influence on economic development?
 - a. How will these policies impact businesses' attraction and retention?
 - b. How will these policies impact the ability to provide the type and quantity of housing required to attract quality business and amenities?
- 6. What mix of policy recommendations would enable County leaders to realize policy objectives in a manner that fosters equitable economic development, consistent with Plan 2035, in strong partnership with private sector development?

THE PROCESS

The two-day TAP convened on June 26-27, 2023, at the Prince George's County Planning Department offices in Upper Marlboro, Maryland. The Panel spent the first morning with representatives from the Planning Department to answer questions about the assignment. The rest of the morning was devoted to interviewing over 25 stakeholders and residents who, collectively, represented a wide spectrum of opinions and interests. That afternoon, the Panel reconvened to share what they had learned with Prince George's County Planning officials and formulate their recommendations. The second day was spent further developing these recommendations, identifying case studies and best practices, and conducting market research. Stakeholders and the general public were invited to hear the Panel's presentation of its findings and recommendations.

What did Panelists learn from stakeholder meetings?

Stakeholders weighed in on the challenges facing Prince George's County. Their feedback fell into the following four categories: the Current Planning Commission, the Townhouse Moratorium, Transit Oriented Development, and New Developments and Workforce Needs.

Planning Concerns. The stakeholder discussions revealed four major concerns regarding the current process of the Prince George's County Planning Commission:

- Uncertainty and lack of transparency. The criteria used by the planning board in making decisions about zoning, regulations, and moratoriums seems unclear.
- Outdated Master Plans. A collective recognition that many of the master plans issued by the County are outdated. As a result, developers in Prince George's County have grown accustomed to using the text amendment process to get projects approved. This process resembles spot zoning, which is problematic because of its lack of consistency and diminished public input.
- Lack of trust. A lack of transparency and public approval in the text amendment process violates the trust of the community. Residents clarified that much of this concern lies with the previous County Council, not the current one.



The two-day TAP convened on June 26-27, 2023 at the Prince George's County Planning Department offices in Upper Marlboro, Maryland.

Lack of incentives to build. Frustration on the part
of developers with the process of building in Prince
George's County at all. The County's high real estate
taxes and relative market value do not support the cost
of construction or development. Because developers
cannot build at a loss, it is easier to take future
business/development elsewhere.

Townhouse moratorium. The central question which came up in the discussions surrounding the townhouse moratorium was, "What problem does the townhouse moratorium solve?"

 Residents feel more time is needed. Residents feel strongly that the two-year townhouse moratorium will force the County's Planning Department to take a step back and analyze what infrastructure improvements and process updates need to happen before future development comes to the County.

- Concerns were raised about the impact of the moratorium lasting longer than just "two years." People familiar with the development process estimated that it could take an additional 3-5 years from the moratorium's issue to be able to have "shovels in the ground" and allow new townhouses to be built. Stakeholders suggested that the word "moratorium" itself should be avoided. as the word has a negative connotation and could possibly depress development in Prince George's County. Furthermore, developers are canceling projects in the County in reaction to the rent stabilization bill, and many developers are reluctant to make future investments in communities with such uncertainty.
- Stakeholders wondered about the impact of the rent control and moratorium from an investment **standpoint.** In addition to a lack of data to demonstrate success of both the rent control and the townhouse moratorium, the moratorium provides an opportunity for a longer conversation to reassess criteria, including investment in facilities and public services surrounding any new townhouse developments, and environmental criteria.
- Townhouses on active, auto-oriented streets create safety challenges. Stakeholders gave specific examples about inadequate public amenities, including sporadic bus service which many residents rely on for transportation, and a school located across a four-way intersection without sufficient pedestrian safety measures.
- It's less about townhouses, and more about development. Stakeholders admit that some of the vilification of townhouses has less to do with the townhouse as a housing type, and instead is a response to the rapid development of new housing without the necessary amenities and local support of the community. New housing is generally recognized as beneficial in its creation of a broader residential tax

- base for the county, but new housing construction also necessitates a conversation about the need for parallel supportive services and amenities - such as new schools.
- The demand for townhomes still exists. Some residents, including empty nesters and some young families, prefer housing that is smaller than a singlefamily home.

Transit Oriented Development (TOD): Stakeholders expressed many viewpoints regarding TOD in Prince George's County.

- Not all residents want to live inside the Beltway in TOD spots prioritized under Plan 2035. Stakeholders raised a concern that the focus on TOD is detracting from building new homes in places that residents want to live. As remote work has become more widespread, Metro is no longer the primary connection to jobs; housing and economic development means many different things under this new paradigm shift.
- **Concerns have a conflicting nature.** At the same time, stakeholders also expressed concern about sprawl and development, resulting in uneven growth without sufficient amenities.

New Developments and Workforce Needs in Prince George's County. Stakeholders discussed various opportunities and challenges for the County. These included:

- Residents are not aware of the positive actions. Stakeholders noted a general lack of awareness of the positive new developments that have come to the County, including, for instance, Suitland Town Center.
- More needs to be done to train the next generation of workers. This includes: integrating high school students into a workforce development program, and providing more vocational training. One stakeholder speculated that if more students went to college in the area, they might be more inclined to stay here when they graduate.

MARKET REALITIES AND CHALLENGES

As part of its analysis of housing policy in Prince George's County, the panel assessed the local market realities and challenges, as follows:

- Housing demand is higher outside of TOD areas: New housing
 is being constructed, but not in the places where the demand is
 highest for new homes. According to panelists, buildings at the
 Metro stations are sitting empty.
- More needs to be done to address regional housing affordability: As an example, the median townhouse price is at \$500,000, which is not considered affordable for the surrounding community.
- Household needs are changing post-pandemic: Building immediately next to a Metro station is not necessarily where the demand will be for new housing in a post-COVID economy.
- Lengthy entitlement process is often circumvented by text
 amendment process: The lack of transparency in the text
 amendment process has contributed to the historic lack of trust
 between developers and planners, and between developers and
 residents.
- Opaque planning and permitting process: There are 37 master plans for the County and many of them have never been updated.
 Without up-to-date master plans, many developers turn to the text amendment process to gain approval for projects.
- Lack of amenities & neighborhood-serving retail: There are
 frustrations that Prince George's County does not have the quality
 retail other communities in the region enjoy, including urban
 amenities like Trader Joe's and other specialty retailers.
- **Gaps in Infrastructure:** More housing development requires transit and pedestrian safety options to accompany it.
- Mistrust by public and developers: There is a desire to get back
 to a place of trust between developers and the County, but the
 moratoriums, rent control and text amendment process have
 instead increased the lack of trust.
- Slower growth than neighboring jurisdictions: Developers are moving to other counties, including Charles, Arlington, and Montgomery.









As a housing type, townhouses are flexible; they can present as high or low density, modern or traditional.

FINDINGS AND ANALYSIS

Panelists listened to all the stakeholder concerns, followed by hours of internal deliberations. Based on this experience, and on internal deliberations, the Panel offers the following analysis and recommendations.

Rent Stabilization Policy:

On the whole, rent stabilization policies and approaches vary widely, and the Panel stated that the best marketrelated programs are tailored to their market context and have a strong evaluation component. Further, almost every jurisdiction in the Country specifically exempts single family homes from rent stabilization. Through its deliberations, the Panel suggests that the current rent stabilization plan in Prince George's County is flawed. The reasons for this include:

- **The cap is arbitrary.** According to the Panel, the cap figure of 3 percent is largely arbitrary. This can lead to more uncertainty in an already fraught process to promote development and create more housing in the region.
- The policy hinders development. Under the current rent stabilization plan, developers are unlikely to pursue projects in Prince George's County. According to the Panel, Developers are already abandoning existing projects, and declining to pursue additional projects. This lack of development activity will lead to a greater housing shortage, higher long-term rents, a reduction in the tax base, and a negative impact on economic development.

The result is lower property values. The Panel also expressed concerns that the rent stabilization policies may give credence to lower home values and inadvertently add "legitimacy" to the well-documented racial bias in the appraisal process, which would be harmful to homeowners.

In spite of these stated concerns, it is worth noting that there are benefits to rent stabilization programs. Rent stabilization efforts can make a difference to renters who might otherwise face a higher-than-anticipated hike in their rent, especially if housing costs outpace wages and inflation.

Much of the County's rental supply is unrestricted, meaning there are no restrictions on how much rents can increase over time. The need for affordable rental homes at different price points greatly outstrips the supply for Prince George County households.

Renting is becoming a long-term housing situation for at least one-third of the County's population. Renter households in Prince George's County experience more serious cost burden issues than owner households; and among renter households, white households experience more cost burden.6

⁶ U.S. Census Bureau 5 yr. American Community Survey (ACS)

Recommendations to Improve the Rent Stabilization Program:

The Panel developed the following recommendations to improve the existing rent stabilization program in Prince George's County, or to create a permanent rent stabilization program. The Panel believes that a well-designed rent control policy can be a valuable part of the community providing attainable housing.

Create an Objective Rent Escalator

- The Panel recommends an objective rent escalator for Prince George's County. A rent escalator is a provision in a lease that allows the landlord to raise the rent to consider inflation, or other upkeep costs. One example may be linking the rent escalator to an economic indicator, such as the Consumer Price Index. The objective nature of this approach would provide more certainty as market conditions change.
- Such an objective approach could also include a "13th month test" to determine feasibility. When creating a rent escalator, it should be determined if the proposed rent increase results in an additional rental payment over 1 year for a tenant.

Assess the Impact on Existing and New Development

- The Panel recommends exploring the ability of property owners to maintain revenues at levels that enable consistent maintenance and staffing. Align ways for property owners, future and current, to have the resources they need to keep the properties in good repair.
- Study and assess how new development affects existing homes. Consider incentives for property improvements, particularly for an older property.
- Ensure the ability to underwrite and finance new projects with predictable rent growth assumptions.
- Consider whether a rent stabilization program is appropriate for single family homes and/or small buildings.

Improve Timeline for Implementation

- County staff need sufficient time and resources to educate residents and landlords on rent stabilization goals and requirements.
- An implementation timeline should be realistic to allow requirements to take effect (e.g., exempt properties during lease-up, align policy with property stabilization) and should include an evaluation component as well as adjustments for future rate changes.
- There must be sufficient policies in place to mitigate concerns about housing quality and code enforcement.

Provide Complementary Tenant Protections

- Create a Tenant-Landlord Commission, which provides ongoing resident engagement.
- Protections should include proactive rental inspections, and/or give the option for self-inspections and resident reporting options.
- Protections should include eviction rules, particularly for landlords with just cause. Protections should also create and enforce anti-retaliation rules.

CASE STUDY

Rent Stabilization in Los Angeles

Los Angeles came up with a rent stabilization program in 2018, which set maximum rent increases based on an annual formula tied to the Consumer Price Index. The rent stabilization program applies to buildings built before 1978, and only to locations where two or more rental units are offered. The program therefore applies to a number of condos, apartments and duplexes, but excludes single family homes. Just Cause eviction policies were included, and the maximum rent increase was capped at 8 percent. As the Panel has indicated in this report, well-designed rent control policy can be a valuable part of providing attainable housing.

Townhouse Moratorium

The Prince George's County Council issued a two-year moratorium on building new townhomes, or townhomerelated development in Prince George's County. The Panel believes that such a widespread building moratorium will have long-term negative effects on the County's economic development and housing goals beyond the stated two year target. According to the Panel, the County is using a hammer when it needs a scalpel to address development policy in the County.

The perceived need for the moratorium stems from the community dissatisfaction with the current development process. Many projects use a fast-track system called a "text amendment" to dramatically increase density instead of pursuing an update to the Master Plan-allowing major projects to proceed with minimal public input.

As written now, Panelists contend that the current townhouse moratorium is flawed, and should be adjusted because it creates several harmful economic impacts, as follows:

- A "building moratorium" of any kind can have a chilling impact on economic development activity, and will likely have implications that last far beyond two years.
- Lenders and investors are quick to leave and slow to return following implementation of moratoria.
- A moratorium will break the confidence needed to invest or lend, particularly given the abrupt nature of this legislative action. This will have longstanding development consequences.
- The Metropolitan Washington Region has multiple investment options for both investors and developers, and the moratorium in one part of the region will force development elsewhere outside of the County. This is particularly harmful given that this part of the region has seen far less development compared with other parts of the region to date.

Recommendations to address the townhouse moratorium:

Pause on text amendments: A pause in utilizing the text amendment process to spot zone higher density, along with an inclusive long-term plan amendment process, could help to rebuild community trust.

Refrain from using the word "moratorium": The terminology can have a chilling effect on development, even unintentionally. Consider semantics or other words to describe the intent of the policy.

Keep townhouses as a housing option: According to the panel, townhomes can be a net economic positive to the County, generating significant new tax revenue while requiring fewer services. Market demand for new housing in the County is not completely consistent with 75/25 desired by the 2035 plan. Prince George's County needs to add 26,000 new homes by 2030 to keep pace with forecasted economic growth. Adding townhomes to the existing housing stock will diversify offerings for residents. However, restricting townhomes diminishes housing options, which adversely affects the economy at a time when more housing in needed in the County and region as a whole.

Are Townhouses Important? YES.

Townhouses and missing middle models of housing are important housing choices for many homebuyers today. Townhouses serve the growing and important demographic segments of the County and the region, including aging empty nesters and younger professionals. Townhouses offer low maintenance costs, can be tailored toward luxury or affordability markets. When done well, townhouse developments have the potential to incorporate best practices in smart growth and land use.

HOUSING AND DEVELOPMENT RECOMMENDATIONS

In addition to the recommendations specific to rent stabilization and the townhouse moratorium, the Panel developed recommendations with regard to housing and development for Prince George's County. These include:

- Establish engagement structures
- Create incentives for developers and homebuyers
- Update 2035 Master Plan
- Create inclusionary zoning
- Streamline permitting process
- Coordinator for priority projects
- Create tools to encourage development in the Urban Core

Recommendation: Establish Engagement Structures

The Panel recommends that Prince George's County create a Housing Advisory Board for the purpose of formalizing an engagement structure. According to the Panel, this Advisory Board would also include a tenant-landlord commission that is charged with settling debates and conflicts, rather than relying on elected officials to do so. There are two regional examples the Panel can point to of such innovation that prioritizes engagement: one in Fairfax County and one in Arlington County.

Recommendation: Create Incentivizes for Developers and Home Buyers

The Panel recommends utilizing incentives to direct development in the County's priority areas. These incentives should target two distinct groups: developers and home buyers.

Incentivize Developers

Strategically incentivizing developers to build will generate benefits for the community beyond the creation of additional housing units, including improved infrastructure

CASE STUDY

Fairfax Housing Symposium

The Fairfax Housing Symposium is an annual symposium sponsored by the Fairfax County Board of Supervisors that brings together industry professionals, policy experts, housing advocates and residents to highlight successes and develop new creative solutions to housing challenges. It focuses on housing challenges across all income levels. Bringing policy makers and stakeholders together creates a cohesive strategy and ongoing dialogue for the County's economic development.

For more information, visit https://www.fairfaxcounty.gov/housing/2023housingsymposium.

and public amenities. However, for developers to make a substantial investment in building in Prince George's County, more will be needed beyond the removal of a moratorium

The Panel developed several suggestions to incentivize development, building, and investment in more housing units in Prince George's County. These include:

- Tiered fee structure (reduced impact taxes for more urban and transit friendly locations).
- Favorable tax structures and tax abatements.
- Potential for bonus density, specifically for transit oriented development.

CASE STUDY

Arlington General Land Use Plan (GLUP) Review Process

In Arlington, Virginia, all zoning and land use decisions are made in the context of the General Land Use Plan (GLUP). As needed, sector plans update the GLUP for specific neighborhoods. In 2008, Arlington County stopped allowing developers to apply for a zoning change where the proposed use is inconsistent with the GLUP without first undertaking a separate planning process. This is a one-year process during which citizens can weigh in on the concepts and impact. After completion of this process, developers can apply for site plans that must be consistent with the results of the GLUP review process. Because of the creation of this system, conformity to the GLUP has created a more transparent process in Arlington County which has benefited residents and developers alike.

For more information, visit: https://www.arlingtonva. us/Government/Projects/Plans-Studies/General-Land-Use-Plan/Studies.

The use of Tax Increment Financing, commonly referred to as TIF, to reduce or recapture the high cost of infrastructure improvements.

The Panel pointed to regional examples that the County may learn from. For instance, there is precedent in neighboring jurisdictions for programs which provide incentives to developers, including the District of Columbia's Food Access Fund, Arlington's Tax Increment Financing (TIF), Loudon Affordable Housing, and Montgomery Policy Areas for Impact. There are also ways to structure such incentives for development where benchmarks like occupancy permits can be tied to the delivery of retail and

other amenities, so that safeguards are in place to protect residents.

According to the Panel, any incentives for developers should be heavily nuanced and consider the goals of the County and community. The Panel stresses that there are also ways to provide non-financial incentives. Exploring those options may also benefit the shared goals of the County and potential developers.

Incentivize Home Purchasers

In addition to providing incentives for developers, the Panel recommends that the County consider subsidizing home purchasers through a separate incentive program. Doing so is beneficial for the residents who want to build wealth through home ownership, and for neighborhoods in which more residents have a stake in the outcome. Such incentive programs can also help the predominantly Black population of Prince George's County have an extra boost in their path toward home ownership, which has historically been denied as part of past harmful, racially-motivated practices, including redlining.

There are ways to assist with home purchasing. The Panel's suggestions include the following:

- Down payment assistance for households purchasing in TOD areas. This would be supplemental to any existing County homebuyer assistance program and would be targeted toward the TOD or priority areas for the County.
- Higher down payment assistance tiered by income level, so that lower income households would be eligible for more assistance.
- Local first-time homebuyer tax credit or a higher state first-time homebuyer tax credit.

The Panel recommends that any incentives for home buyers be aligned with strategies to increase affordable homeownership inventory. Examples of such strategies include public-private partnerships (P3s), publicly and mission-driven owned land/facilities, inclusionary zoning in rezonings, and expanded/increased PILOT for mixed-tenure or affordable homeownership development.



One way to address the shifting demands and trends in urban planning is for community leaders from the Plan 2035 process to engage in an UrbanPlan Workshop

CASE STUDY

City of Detroit's Community Benefits Ordinance

The City of Detroit came up with a Community Benefits Ordinance in 2016 (later amended in 2021) that required developers to proactively engage with the community to identify and address the potential impacts of certain development projects. This empowered the community to become a more active participant through the planning process. The developer had a chance to hear firsthand what is important to the community.

Recommendation: Update Plan 2035

The Panel posited that Plan 2035, which was created in 2014, may not reflect where the housing market is trending today, particularly regarding townhouse market realities. Plan 2035 should therefore be updated to reflect current market conditions for improvements and growth policy areas.

The Panel stated that the COVID-19 pandemic has shifted demands for housing and transit, though many of these changes are too recent and dynamic to be considered permanent trends. Though there may be less demand for housing near transit at this present moment, there is still

demand for walkable, amenity-rich locations, particularly those that are located outside of the traditional TOD. The Panel pointed to regional examples such as the Mosaic District in Fairfax County, VA.8

Without making broad generalizations about the post-COVID market, the Panel understands the County's wish to maintain the focus on concentrating development along TOD corridors. Even so, the current highest value places in Prince George's County are not around Metro stations, and that should entice the County to be strategic about the nodes in which development is concentrated. There may be additional opportunities for TOD by facilitating better connections between the northern and southern ends of the County.

One way to address the shifting demands and trends in urban planning is to provide educational opportunities for elected officials, community leaders and other key decision-makers involved in land use and planning decisions by leveraging ULI's <u>UrbanPlan Workshop</u>. These one-day workshops for community members, public officials, and county and municipal staff are designed to empower participants with knowledge and skills to advocate for better, stronger communities through more informed land use decisions. They are ideal for local decision makers who would like to learn more about the fundamental forces that shape and affect the built environment and the important leadership roles that elected and appointed officials play in the real estate development process. An

¹ https://detroitmi.gov/departments/planning-and-development-department/design-and-development-innovation/community-benefits-ordinance

⁸ To learn more about the Mosaic District, visit: https://mosaicdistrict.com

UrbanPlan Workshop was recently used as a part of the Westphalia TAP organized by ULI Washington with very strong feedback from community members about gaining a greater understanding of the development process from having participated in an UrbanPlan Workshop.

Ongoing training, updating, and maintenance is needed for master plans to stay relevant and focused and allows decision makers and policymakers to be more aware of the process needed for good governance.

Recommendation: Create Inclusionary Zoning

The Panel recommends that Prince George's County create inclusionary zoning, which is a regulatory program that requires new housing developments to include a percentage of affordable homes, either for rent-restricted or incomerestricted renters or homebuyers. Inclusionary zoning is an effective tool to equitably distribute affordable housing across the County, rather than concentrating affordable locations geographically. In some cases, inclusionary zoning can be tied to bonus density, allowing a developer to build more housing units if more are then set aside and restricted as affordable

There is successful local and regional precedent for such programs. Montgomery County's Department of Housing and Community Affairs has the oldest continuous inclusionary zoning program in the area, requiring a mix of affordable and workforce units for developments over 50 units. This practice is also widely used in the District of Columbia, Loudoun and Fairfax Counties, and in the City of Alexandria, as well as across the nation.

A 2020 inclusionary zoning study for Prince George's County suggested this tool would not be feasible along the Purple Line "based on market conditions and current County policies," but the study did highlight opportunities to negotiate low-income projects on a case-by-case basis for development near the Purple Line. The study did not examine the feasibility of inclusionary zoning outside the

CASE STUDY

Involving the Community in Rezoning

In Montgomery County, MD, any change in zoning or land use not consistent with a master plan or sector plan requires significant community input before taking effect. The process includes planning board input and recommendation, followed by a detailed Hearing Examiner review, normally involving multiple days of hearings and testimony. The Hearing examiner rulings include extensive findings and binding elements of a rezoning. A map amendment is the final step in the process requiring Montgomery County Council approval. The process can take up to two years with multiple points of community input. The goal of such a process is that any rezoning inconsistent with general land use plans would require an extensive, multi-year community engagement process so that all parties involved have a chance to express their concerns.

Beltway, which is where much demand for new housing is in Prince George's County, and could be a possible option for working with developers to achieve the County's ambitious affordable housing goals.

Recommendation: Streamline the Permitting Process

The Panel heard from numerous stakeholders about the onerous permitting process and the disincentive for developers to build in the region. By streamlining the permitting process in an open and transparent way, the County can engage developers, planners and residents in an open dialogue and ensure the entire process be conducted in an open and transparent way, and not through myopic or opaque processes, such as text amendments.

⁹ https://www.montgomerycountymd.gov/DHCA/MPDU/index.html

¹⁰ https://pgccouncil.us/DocumentCenter/View/6013/Prince-Georges-County-Inclusionary-Housing-Study

Recommendation: Coordinator for priority projects

The Panel recommends that a position be designated as a coordinator for priority projects in Prince George's County. This will help expedite the permitting process for projects which are in line with the County's goal of creating more housing.

Recommendation: Create Tools to Encourage Development in the Urban Core

The Panel recommends that the County create and utilize tools to encourage development in its urban core. These tools can include the following:

- Additional public investment in infrastructure in areas surrounding the Blue Line Corridor.
- Tie rezonings to community benefits, examples of which include desirable retail, green space, and the aforementioned inclusionary zoning requirements for homeownership units outside the Beltway. Examples of such inclusionary rezoning would be 5 to 10 percent affordable housing on-site, in the two-over-two housing formation.
- Differential tax rates to reduce land speculators.
- The County should also explore all avenues to secure public infrastructure funds to assist with these projects, when applicable.

CONCLUSION

ULI Washington deeply appreciated the opportunity to assess, evaluate, and deliberate on the current state of housing policy and development in Prince George's County. Housing needs in the county and the greater region remain a challenge for the future, and the ULI Washington Panel understands the weight of this moment.

The Panel is aware that there is a long process to achieve the housing and economic development goals of a region, particularly one affecting so many people who live in, work in, and pass through Prince George's County. Through its deliberations, the Panel continuously acknowledged the troubling racist history of redlining policies, and the lack of generational wealth that disproportionately affects the Black residents of Prince George's County. Panelists affirmed that any future housing and development recommendations should take into account the impact this history has had on home ownership and housing affordability.

Still, the County has an opportunity to have intentional conversations among stakeholders and come up with solutions that will work for residents, developers and County officials. This can begin with discontinuing or significantly modifying the existing townhouse moratorium. While the Panel acknowledges the moratorium is well intentioned, the Panel firmly contends that its impact will have the potential for long-term negative repercussions on the County's economic development and housing goals. The Panel also believes that these consequences would last long after the moratorium's two-year timeframe ends. The rent stabilization program, in its current form, should be modified and improved for better outcomes.

Finally, the Panel believes that the text amendment process should be paused, and time should be allowed for trust to be rebuilt between the County, developers, and residents. Transparency and open dialogue should be part of this process, rather than the myopic, secretive nature of text amendments, which has further diminished trust between residents, developers, and regulators.

In making such policy changes, the Panel encourages the County to take sufficient time to reevaluate its criteria, priorities, and engagement with the public. Decisions made about planning, housing and development have an enormous effect on the future of Prince George's County. As the County in the Washington region with the least wealth, the lowest median household income, and the lowest property values, more needs to be done to make deliberate decisions to shore up the potential of the residents here. The Panel hopes that judicious action on this front can be the first step in making the positive changes needed to build a strong future for the County and its residents - those already here, and those who may be enticed to come.

APPENDIX: DEFINING TERMS

Based on feedback from stakeholders, the Panel came up with several definitions to use in formulating recommendations, which include:

Townhouse: 1-4 story attached single-family housing

Rent Stabilization: form of control over housing pricing

Sprawl: unrestricted growth in urban and exurban areas

Urban Core: area of high population density, mixed use, and multiple transit options

Transit Oriented Development (TOD): compact development that maximizes residential, business, and leisure space within walking distance of public transport

Local Centers: local transit centers, town centers, neighborhood centers, and campus centers

Text amendment: a process by which projects can be fast-tracked through the County Council to allow major projects to proceed with minimal public input.

ABOUT THE PANEL



Sherman Ragland Tradewinds International Holdings, LTD

Sherman Ragland is a best-selling author of several books and contributor to FORBES.com and FORBES Magazine.

Upon completing his MBA at the Wharton

School of Business (UPENN), Ragland served as the CFO for XEROX Realty Corporation's Lansdowne, VA development. A 2,300, acre development along the Potomac River in Loudoun County, VA. Ragland left Lansdowne to become a Development Manager for the Oliver T. Carr Co., where he was responsible for several developments around the King Street Metro, including several association headquarters buildings and the initial phases of development of Carlyle, the US Federal Courthouse for Eastern Virginia and US Patent & Trademark Office (USPTO), all located near the King Street METRO.

In 1993, Ragland founded Tradewinds International Holdings, LTD, an investment advisory firm directly responsible for the disposition and privatization of over \$21.0 Billion in Federally owned real estate assets. Significant achievements included: The NEWSUEM development on Pennsylvania Avenue (Representing the DC Government), the disposition of defaulted governmentheld mortgages for the Resolution Trust Corporation (RTC) and US Department of Housing and Urban Development (HUD);

Advisor to the US General Services Administration (GSA) US Public Buildings Service (GSA-PBS); and creating and managing the US Radio Spectrum Auction Program for the US Federal Communications Commission (FCC). Ragland and his team also manage the private jet facility at Ronald Reagan Washington National Airport (DCA).

Currently, Ragland is involved in several real estate projects in downtown Baltimore, Maryland, for his family's real estate investment group, Tradewinds Realty Partners, LLC. Ragland is the past Chairman of the Prince George's County Chamber of Commerce, a Past Chairman of the Bowie Business Innovation Center (Bowie BIC) and a past Chairman of the City of Bowie Economic Development

Commission. He holds an MBA from the Wharton School of the University of Pennsylvania, a Master's in Urban Planning from the School of Architecture of the University of Virginia, and a bachelor's Degree from Towson University, where he is a member of the Towson University Foundation. He lives in Bowie, Maryland.



Nina Janopaul
Capital Strategies Consulting,
LLC

Nina Janopaul founded Capital Strategies Consulting LLC (CSC) to support the expansion of affordable housing and housing justice. CSC offers services to nonprofits, government agencies,

faith-based, educational, and philanthropic institutions in the areas of executive leadership, capacity building, strategic planning, public policy, real estate development and finance.

Previously, Ms. Janopaul was President/CEO of the Arlington Partnership for Affordable Housing (APAH) - a non-profit, regional, award-winning, affordable housing developer. Ms. Janopaul was featured on the cover of Affordable Housing Finance Magazine as one of 10 Wonder Women in affordable housing nationwide (March 2019). She has been a frequent speaker on panels and programs. During her tenure, Ms. Janopaul grew the staff from 3 with a focus on Arlington to 38 with projects throughout the region. At her departure, APAH had a portfolio of 19 multifamily rental properties valued at more than \$500 million, plus another 10+ projects in various stages of development. Ms. Janopaul led the board and staff with a deep commitment to mission, establishing a resident services program and commitment to racial equity during her tenure.

Ms. Janopaul earned a Bachelor of Arts Magna Cum Laude from Harvard University. She has been active on numerous boards, study panels and commissions, including currently serving on the boards of Goodwin Living, Virginia Diocesan Homes and the Urban Land Institute's Terwilliger Advisory Board.



Rodney Moulden GSA

Rodney Moulden began his career in City & Regional Planning in Baltimore working for both Baltimore City Planning Department, and Baltimore County Office of Planning & Zoning in the 1980's and 90's. Rodney has extensive planning and development

experience with residential, commercial, and institutional projects that included site and facility design. One of his most notable experiences included planning and development for Baltimore's Inner Harbor. Mr. Moulden served as chairman of the site plan review committee while employed with Baltimore City Planning Department and coordinated plans for the reuse of surplus city-owned property. While employed at Baltimore County Office of Planning and Zoning, Mr. Moulden reviewed and approved residential and commercial development plans for the Owings Mills and White Marsh Town Centers.

Mr. Moulden worked for National Capital Planning Commission (NCPC) for many years where he served as a community planner for various projects and master plans, team leader for the Federal Capital Improvements Program, and team leader for Washington's Waterfront Study Phase I. Mr. Moulden currently works for the US General Services Administration (GSA) in Washington, DC as a Senior Community Planner reviewing project designs, and coordinating community and stakeholders outreach for various projects. Some of his notable projects include master planning for the Suitland Federal Center and the Food and Drug Administration campuses. He served as board member on the NoMa, Southwest, Downtown DC Business Improvement Districts, and the Suitland Mixed Use Town Center Review Board.

Mr. Moulden also provided technical assistance to community stakeholders for housing development, business development, and general community partnership building and collaboration. Notable projects include the Reisterstown Road Commercial Revitalization Study with the Northwest Baltimore Corporation, the Upland's Redevelopment Project in Baltimore, MD, the Sandtown-Winchester Housing Plan- Baltimore, MD, the Loch Raven Shopping Center Redevelopment in Baltimore, MD, and the Technical Assistance Plan for Housing-Tyler Street Development Corporation in Atlanta, Georgia. Most notably, he served on the Sandtown-Winchester Community Development Corporation Board in Baltimore and the NEDA-Northeast Development Alliance, Morgan State University (MSU) Facilities Master Plan Board, MSU-City & Regional Planning Program Alumni Association-Former President and various others.

Mr. Moulden also served as an Adjunct Professor- in the Graduate City & Regional Planning Program at Morgan State University – School of Architecture and Planning in Baltimore, Maryland.



Daughan Pitts
Hayat Brown LTD

Daughan Pitts is a real estate and public-private-partnership professional with over 13 years of experience. Ms. Pitts specializes in financial analysis and program management. She has served as the project manager for P3 projects

totaling more than \$2.5 billion in development. She provides project and program management and transaction support, from feasibility analysis and pre-solicitation through closing and post-closing management. Her clients include public and private sector , namely the US Army, US Air Force, Department of Veteran Affairs, and the FDIC. Ms. Pitts previously served in a variety of advisory roles at JLL. She holds a Bachelor of Arts in Finance from Howard University and a Master's in Business Administration from the Wharton School.



Laura Searfoss

Enterprise Community Partners
Laura Searfoss is passionate about helping
communities use their voices and assets
to become more inviting, inclusive places
to live. Laura has worked at Enterprise
Community Partners, Inc. in two different
roles over the last eight years. As a senior

program director for Enterprise's Mid-Atlantic Market., she currently supports the Purple Line Corridor Coalition's efforts to ensure new transit creates a more equitable corridor for existing and new residents in suburban Maryland. She also manages the office's relationships with mission-minded developers throughout the Mid-Atlantic, including the Mid-Atlantic's Equitable Path Forward cohort.

In her previous role with Enterprise Advisors, she led or supported the development of more than a dozen plans focused on increasing housing affordability across the United State and provided technical assistance for federal agencies, including the Department of Housing and Urban Development and Federal Transit Administration.

From 2019 to 2022, she served as the lead facilitator of Prince George's County's Housing Opportunities for All Workgroup and supported creation of the county's first-ever comprehensive housing strategy. She also led the project team for Tacoma's Affordable Housing Action Strategy, which won Governor Jay Inslee's inaugural Smart Housing Award and became a model for housing planning in Washington State.

Laura continues to help communities create more equitable housing policies and programs; allocate more resources to support development; and make critical connections between housing and broader community goals, such as transportation and education. Prior to joining Enterprise, Laura worked at the National Complete Street Coalition at Smart Growth America and as a neighborhood liaison in local government. She is a member of the American Institute of Certified Planners.



Steven Segerlin WMATA

Steven Segerlin is a city planner specializing in transit facilities, economic development, and financing strategies for major infrastructure and real estate development projects. He is a licensed urban planner & transport planner and

holds a B.S. in Building Science (Real Estate Development) and M.B.A. with concentration in finance from Auburn University.

Steven supports local governments and transit authorities to create inclusive, connected, livable cities that are financially & environmentally sustainable. This includes the design and delivery of programs for urban revitalization, urban infill and densification, activation of public spaces, circulation & mobility, and transit-oriented development (TOD).

Currently Steven is the Director for Real Estate Development & Station Area Planning at the Washington Metropolitan Area Transit Authority (WMATA) where he leads their joint development portfolio. His past client experience includes local governments in the United States & worldwide, Municipal Planning Organizations (MPOs), the Federal Transit & Railroads Administrations, and World Bank. For these clients, Steven prepared land use, transport, and real estate development plans to guide the smart growth of large cities from New York and Seattle to Bogota and Paris. These endeavors required making pitches to Mayors, Legislative Councils, and Department Directors as well as presentations to the public to coordinate strategic, regulatory, and capital investment plans.



Jyotsna Sharma
Fairfax County

Jyotsna Sharma is Vice President and an Investment Manager with a Private Equity Fund Manager, Black Dragon Capital. She leads the firm's investor relations and capital markets function. She is responsible for portfolio management, investment

analysis, structuring, due diligence and fundraising.

Prior to BDC, Ms. Sharma served as an Associate Director with the Fairfax County Government for five years, where she successfully led several major real estate investment mandates focused on economic development, affordable housing and real estate portfolio including structuring tax credits, bond issuances and financings.

Prior to Fairfax County, she served as a Director with Meraas Holding, where she participated in investment mandates focused on economic development of Dubai and United Arab Emirates within the real estate, infrastructure, and technology sectors. She also held an Assistant Vice President position with Wells Fargo Advisors in the United States.

Ms. Sharma earned her MBA from Columbia Business School and London Business School's joint program, and a Bachelor's in Computer Science and Engineering from Punjab Technical University in India. In addition, she is a Certified M&A Advisor (CM&AA), Certified Anti-Money Laundering Specialist (CAMS) and a Certified Global Sanctions Specialist (CGGS).



Bob Youngentob EYA, LLC

Bob Youngentob is the Executive Chairman and one of the founding partners of EYA, a developer specializing in residential communities offering "life within walking distance®". EYA has delivered over 7000 homes throughout the Washington

metro region, including townhomes, multifamily and mixed income neighborhoods. EYA has won numerous national awards including the ULI Award for Excellence and ULI's Jack Kemp Award for workforce housing and is a two-time winner of America's Best Builder and the National Housing Quality Award. Bob's responsibilities at EYA include mentoring current and future leaders, strategy, and project visioning. He has over 35 years of real estate experience.

Bob currently serves on the Board of Advisors for The Universities at Shady Grove, the Advisory Board of Anchor Health Properties, and the National Advisory Board of ULI's Terwilliger Foundation for Workforce Housing. He is a former chair of ULI Washington and is a member of ULI Washington's Governance Committee. He is also a former Board member of Green Acres and The Maret School. Bob has been a guest lecturer on real estate at the Harvard Business School, University of Maryland and Johns Hopkins University, and has spoken at numerous conferences sponsored by the Urban Land Institute and Builder Magazine. He has been recognized as an "Entrepreneur of the Year" for real estate and was inducted into the W.H. Marvin Hall of Fame for Design Excellence. Prior to forming EYA in 1992, Bob worked as a commercial banker. He grew up in the Washington, D.C. area, graduated from Lehigh University with a Bachelor's degree in Economics, and earned a Master of Business Administration from the Harvard Business School.



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