





Amsterdam Affordable Housing Game Report

Christine Gaglione

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The Urban Land Institute is a global, member-driven organisation comprising more than 40,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and creating and sustaining thriving communities worldwide.

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The extraordinary impact that ULI makes on land use decision making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanisation, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

ULI has been active in Europe since the early 1990s and today has over 3,000 members across 27 countries. The Institute has a particularly strong presence in the major Europe real estate markets of the United Kingdom, Germany, France, and the Netherlands, but is also active in emerging markets such as Turkey and Poland.

More information is available at europe.uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.



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Front cover image: Erce Sargin.

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About Play the City

Play the City uses serious gaming to engage multiple stakeholders in resolving complex urban challenges. The organisation uses these games as a problem-solving method that is open to both top-down decision makers and bottom-up stakeholders. In the accessible environment of games, free from professional jargon and complex planning processes, players are motivated to engage with a problem and with each other, facilitating collaborative outcomes. Play the City has experience creating games on a wide variety of topics, focusing on issues such as urban transformation, social change, circularity, collaborative design, and smart citizens. Play the City believes that gaming offers a real alternative to standard formats of civic engagement in the 21st century: game sessions provide insights and opportunities revealed by players, which can be translated into innovative strategies and action plans for real-life interventions.



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Foreword

Amsterdam has always been ambitious about its urban development. With 80 per cent of land owned by the city, Amsterdam has been able to establish a strong tradition of high-quality planning. Since the beginning of the last century, the city has focused on developing social housing on a large scale. In recent years, strong economic growth has made the city a magnet for residents and businesses; and the number of people living and working in the city has never been higher. The dark side of this success is a booming real estate industry, rising prices, and increasing segregation. The city's tradition of inclusiveness is under threat.

These trends are new to policy makers, who are responding to them with major new interventions targeting both existing housing stock and new residential development. Some changes can be made at the local level, but many of the regulations that affect the housing market are set by the central government in the Netherlands.

However, the housing market is a complex system and regulations are only one aspect of the solution. Many stakeholders must collaborate to create thriving communities and ensure responsible land use. Supporting these goals is a central part of the mission of both ULI and the main actors responsible for urban development in Amsterdam. Market pressures can force the players to be very specific in their goals, and the instruments they use. Open discussion is needed to find a way to balance the need to maintain social integration in a more liberal environment that accommodates the requirements of housing developers and investors.

This type of discussion was the aim of the Affordable Housing Game that Play the City created in collaboration with ULI Europe and ULI Netherlands. It provided a forum where the public and private partners could come together and exchange views in an open way, less restricted by day-to-day "real world" issues and objectives.

The outcome of the game was interesting, but the next step is to connect the ideas the players generated to the reality of daily decision making by the city and other stakeholders. ULI Netherlands hopes that a second game session will bring players back to the table to go further in exploring how local politicians can address the overheating of the real estate market and develop solutions that will promote a sustainable and integrated future for all Amsterdam residents.

Bob van der Zande ULI Netherlands Chair



Summary of Key Findings

1. Woonagenda 2025 is now shaping debates.

The game set out to test the viability of this ambitious new recent policy agenda created in June 2017 by the City of Amsterdam. Players accepted these ratios as a starting point and were able to build proposals around them. Their proposals for new housing developments were all very close to the mix outlined in the Woonagenda: 40 per cent social, 40 per cent mid-segment, and 20 per cent market-rate housing.

2. Creating places, not just homes.

Players recognised the need for more housing for middle-income households, to fill the gap between social and market-rate housing. However, players took into account residents' needs beyond just housing when creating their proposals. Discussions covered a variety of other elements related to placemaking, including high-quality public space, and cultural and educational infrastructure such as good schools, and collective workplaces. In addition, densification along the principles of ULI's definition of 'good density'¹ was important to accommodate the high demand for housing, including increasing density, profiting from existing transit infrastructure hubs and improving them, creating mixed-use areas, and further integrating resident income groups. These associations also created opportunities for various housing stakeholders to contribute to the overall quality and cohesion of an area.

3. Managing the existing housing stock is part of the solution.

Players also recognised the need for alternative approaches in areas where it will not be possible to increase the supply of housing through new construction. In areas such as the city centre where land is scarce, players focused on strategies to manage the existing stock in a way that will create a greater diversity of housing options so that it is easier for people to change housing when their needs change. Priorities for management of the existing stock included ensuring that housing remains affordable, assessing whether tenants are in housing that fits their income, and carrying out sustainability upgrades where required.

4. Sustainability and circularity are integral to new construction.

Players saw sustainable, circular building practices as a necessary part of new housing construction. In addition, teams discussed the importance of retrofitting existing housing to carry out sustainable upgrades. Besides benefitting the environment, there is a business case for these practices as energy costs will decrease and the life of buildings could be extended. While there was a common understanding of the value of this, players did note that these requirements could be an obstacle to creating affordable housing, due to the increase in construction costs.

5. Leveraging transportation infrastructure is part of the affordability equation.

When discussing the benefits and disadvantages of particular sites around the city, players highlighted that the existence of high-quality public transportation infrastructure is an important part of the affordability equation. In parts of the city like IJburg or the South East, there is the opportunity to increase transport capacity. In addition, creating new infrastructure can be a part of making new affordable housing developments viable. Many players noted that an area's level of connection to the rest of the city could attract or deter potential residents. This also highlights the importance of developing partnerships and creating investment opportunities to improve infrastructure and make more areas desirable as locations for affordable housing.



Setting the Scene

A lack of decent, affordable accessible housing is a serious problem in many cities across Europe. The shortage is caused by a number of factors, including insufficient delivery of affordable housing, issues with the management of existing housing stock, and the availability of suitable funding and land. Shortages of affordable housing have many negative impacts on cities, ranging from a lower quality of life and increased inequality to a threat to national and international competitiveness.

The private sector has the potential to play an important role in tackling this crisis, but in many cities and countries the potential for public/private collaboration on the issue has not been realised. In addition, the variety and complexity of legal and regulatory frameworks governing the development and management of affordable housing across Europe can make it challenging to develop and share good practices.

The provision of high-quality, accessible, and affordable housing is a concern that has multiple historical and political roots shaping its spatial manifestations, making cross-context policy transfers a complex task. For individuals, correlation has been found between an effective affordable housing programme and improved resident health and education, attributable to less disruption associated with residential mobility. For communities, construction of housing creates jobs, boosts the local economy by furnishing residents with more disposable income, and makes workers more productive because living situations are stable and commuting distances are shorter. Affordable housing is key to the economic development of a city. In order to attract small and larger companies, cities need to provide good places where potential employees can live.



The Affordable Housing Game

Oftentimes, efforts to address affordable housing challenges are very contentious. City gaming offers a method to work through these challenges that eases tensions and encourages the creation of new ideas.

The Affordable Housing Game is a policy-making game designed to help housing professionals in European cities develop their affordable housing agendas, work through entrenched problems, and test future policy scenarios. Commissioned by the Urban Land Institute, the Affordable Housing Game was developed by Play the City. It provides a platform for exchanging ideas and knowledge across sectors and disciplines, with the aim of developing new, innovative, and collaborative solutions to complex and entrenched challenges.

Working with a game-development partner (usually a public authority), the Affordable Housing Game is localised to tackle a specific housing barrier defined by the partner. Each session, which lasts a half day, involves professionals who are working on the specific housing problem in real life. These players include representatives of public institutions, private parties such as banks and pension fund investors, and not-for-profit organisations involved in providing housing.

The game takes housing professionals out of their normal environment and frees them to think through ideas and scenarios that might help them overcome the barriers to providing good, affordable housing in their city. Game materials introduce ideas and innovations from around the world, encouraging players to think "outside the box."

While playing the game, players are encouraged to think about and work collaboratively on long-term investment, development, and management strategies for affordable housing. The game is fast-paced and competitive, challenging players to think on their feet to develop responses to the problems that are the focus of the game. By having participants form teams with people they might not work with on a daily basis, game play encourages swift and productive and more strategic conversations across disciplines.

The game is being run in three European cities in 2017–2018: Dublin, Amsterdam, and one more city to be confirmed. Running the game in multiple European contexts facilitates the game's maturation as a tool for opening up lines of communication between European member states on issues of quality, accessibility, and affordability when it comes to housing their populace. The game is a nuanced and well-informed decision-making platform for those in a position to influence housing policies.

Amsterdam Context

The proportion of people living in social housing in Amsterdam is the highest in Europe at around 54 per cent. At the same time, the percentage of owner-occupied dwellings is growing, now roughly 34 per cent. What have increasingly been missing are affordable mid-price dwellings for rent, homeownership, or cooperative housing. The Woonagenda 2025 examined future housing needs in Amsterdam by 2025. The policy agenda highlighted that there will be an unmet demand for social and mid-segment homes for rent, as well as for market-rate homes for sale. To address these needs, the agenda determined that all new housing construction should consist of 40 per cent social rent, 40 per cent mid-segment rent and sales, and 20 per cent market-rate rent and sales. By year 2025, 50,000 new homes should be built. In addition, the agenda outlined the need for a minimum of 1,500 mid-segment units to be built annually. While this construction is going on, the 22 areas of Amsterdam should be monitored in an effort to maintain a level of 35 per cent social housing in the overall housing stock.

Most social housing in the Netherlands is owned and managed by housing associations. The housing association sector is heavily regulated. The general framework for the allocation of all types of dwellings is arranged nationally through the Housing Allocation Act and locally by means of municipal ordinances. Since 2010, social housing organisations have been required to allocate 80 per cent of their vacant social housing (i.e., rent below €710.68 per month) to households with an annual income below €35,739, and 10 per cent to people with an income of €35,739 to €39,874, making 10 per cent eligible for other targets and needs not linked to income. When tenants move out, privately owned social housing can be sold at market value if the actual market value has grown beyond the social category. Housing associations are also allowed to liberalise or sell off a certain amount of their housing stock.

Mid-segment rental in the Netherlands is defined as monthly rent between €710.68 and €971.00, though no regulation currently exists to ensure that housing remains in this price range. Similarly, measures do not guarantee that affordable owner-occupied homes are not resold at market values. Housing associations are only allowed to build mid-segment housing when no private developer shows interest in an area.

"Koers 2025" is the current development plan for Amsterdam that outlines housing construction plans from 2016 to 2025 and beyond. Taking this into consideration, the Woonagenda goal of building 50,000 units can be met with current Koers 2025 plans, though there are still many questions that arise around what type of housing and communities will be built. Should the 40/40/20 percentages be at a project level, a neighbourhood level, or an area level? What measures can ensure that mid-segment units remain affordable? And how can you introduce mid-segment housing into areas where only social and market-rate housing are currently available?

The Amsterdam Game

Amsterdam was the second city to implement the Affordable Housing Game. The game was developed in partnership with the city of Amsterdam, which wished to explore the following questions through the game:

- What is the role of Woonagenda 2025 in creating a more inclusive Amsterdam?
- Which tools are needed to reinforce the new national housing construction expectations of 40 per cent social, 40 per cent mid-segment, and 20 per cent market housing, taking into consideration both new and existing housing stock?

A cross-section of stakeholders from the public and private sectors played the game on 28 September 2017. Players included national, regional, and local policy makers; housing associations; private developers; and investors.



The Game

Players use a range of game pieces to provide additional knowledge, structure play, and help them visualise their ideas on a variety of scales.

The **game board** for Amsterdam is a land use map focusing on the city region. It is made up of the 22 areas in the city. Play the City marked each area's planned construction on the game board—that is, plans that would create new housing or physically modify existing housing. The sites come from the city-wide inventory of Koers 2025, which lists projects from 2016 to 2025 as well as potential projects after 2025. The board details the location of each planned project, as well as the amount of housing that would be created or lost through construction. For example, if existing housing is being demolished and replaced by larger units, there could be a loss in the overall amount of housing in the area. In addition, information about each area in the city is listed: 2016 existing housing and 2025 expected housing percentages of social, mid-priced, and market housing. Public transit, green space, water, and areas of commerce are marked as well.

Social housing also is indicated on the map. **Area passport cards** supply information on the current and projected percentages for 2025 of social, mid-segment, and market housing. The cards also describe the area's stock of existing and expected housing, required infrastructure, current household types, and available employment.

Strategy cards are based on examples of affordable housing policies worldwide. Drawn from both local and national initiatives, they are meant to provide players with a range of policies and other ideas that have been used successfully in other places to achieve objectives for the quality and quantity of affordable housing. Each card contains a brief summary of the strategy, which stakeholders are involved, its financial impact, and the spatial outcomes. Cards are organised into five categories:

- income support;
- spatial quality and diversity;
- rent regulation;
- participation; and
- access to land and property.

Three-dimensional **housing typologies** are based on the variety of actual affordable housing projects built in urban locations around the world and include buildings with a range of heights, densities, and spatial configurations. Accompanying cards contain information on the number of units, the number of storeys, and affordability aspects of the building. Most buildings are shown on a one-hectare plot, with the exception of a few larger buildings that occupy two hectares. These plots correspond with the game board's grid so that players can understand the scale of the building in relation to the chosen sites.

Through multiple rounds of play, players proposed and debated different strategies to achieve midsegment housing.

Round 0

Each player works on an individual proposal, including the identification of an area, a target group, and a specific action to create innovative and feasible affordable housing. Immediate competition emerges at this early stage as some areas attract more stakeholder attention than others.

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Round 1

All players vote for their two favourite areas, and the five most popular areas remain in the game. Competition then turns into collaboration as the initiators of these five projects form partnerships with players from other sectors.

↓

Round 2

The focus is on the spatial and environmental quality of housing. Teams incorporate international housing strategy cards and choose a mix of 3-D printed typologies to represent their desired housing. Teams also consider the balance of social, mid-segment, and market-rate housing; local amenities and transportation; and local business.

Round 3

Teams pitch their ideas and provide feedback to each other, reflecting on the innovative aspects of their proposed projects and the biggest challenges they would encounter to achieving them.

↓

Round 4

Players assess the financial viability of their proposals through calculations of investment models with project costs, housing densities, and estimated rents.

Area Passport Cards

IJburg/Zeeburgereiland

9733

IJburg/Zeeburgereiland

Strategy Cards

SPATIAL QUALITY

COMPETITIVE

RENT CAPS

DEALS

INCOME SUPPORT

EMPLOYER NTRIBUTIONS

0

Housing Typologies



Play Process

Rounds 0 and 1

Players began with individual proposals. Each player selected an area where innovative affordable housing could be created; identified a target group; and described a proposed strategy for the area.

Players mostly congregated in areas outside the centre where relatively large plots of land were available for development. While there were a variety of proposals, common opportunities identified included:

- adding housing to office areas by demolishing or converting buildings;
- increasing 'good density' with mixed-use areas for a range of income groups;
- better connecting housing to infrastructure, public waterways, and green recreation;
- using mid-segment housing construction to bridge the gap between social and market-rate housing and break away from traditional building typologies and social division;
- developing new areas with lots of potential while learning from the strengths and weaknesses of the development of areas such as IJburg, in terms of their social, spatial, and environmental strategies; and
- managing existing stock and creating dynamic pricing in areas where rent prices and available housing typologies do not attract a variety of residents.

Everyone could then vote for two proposals from other players that they thought could provide an innovative approach for Amsterdam. Votes were counted and the five proposals that had the most votes were kept in the game. Game facilitators then divided players into five groups based on the projects they had voted on. These teams continued to develop their respective areas in the next rounds.





Rounds 2, 3 and 4

In subsequent rounds of play, individuals formed partnerships and focused on the quality of life provided by housing and its surroundings. Each team chose strategy cards and building typologies to support their proposals for their area. They also considered the percentages of social, mid-segment, and market-rate housing that new construction would provide. Discussions about the potential for innovation included:

- incorporating sustainable and circular practices into new and existing housing;
- creating new measures to monitor tenant income and make sure that rents are appropriately priced;
- building on existing infrastructure to better connect IJburg with Amsterdam and Almere;
- providing a variety of housing types and locations to all income groups;
- using new construction to contribute to improved social amenities and green areas in the city and bring diverse groups of people together; and
- collectively creating public spaces.

Players also identified the biggest challenges the proposed projects would face. These included:

- increasing the capacity of existing infrastructure and securing feasible funding for new projects;
- creating mixed use in areas that are currently residential, industrial, or business dominated; and
- competing with the strong office market since the transformation of vacant offices is now slowing down as the demand for office space is strong and increasing.





Project Proposals

The five project proposals were in the areas of Bijlmer Centrum, IJburg/Eiland Zeeburg, Oud Noord, Havenstad/Westpoort/Sloterdijk, and Oud West/De Baarsjes. Though the areas were varied in location, most teams chose areas with opportunities to build relatively large amounts of housing or to create density. The exception was the proposal for Oud West/De Baarsjes, which focused on how to manage the existing stock in areas where large construction projects are not possible.



IJburg / Eiland Zeeburg

Havenstad / Westpoort / Sloterdijk





Bijlmer Centrum Diversifying an office district

Bob van der Zande, ULI Netherlands—Investor A Jessica de Boer, Wonam—Developer A Michiel Mulder, City of Amsterdam—Policy Maker

The team split up the area into different potential projects. They designated Amstel III, an area currently dominated by offices (many vacant), as a place that can be densified by adding housing and having an average building height of ten storeys with higher buildings mixed in. The typology of Carmel Place represented this. The Arena area, represented by buildings like Bronx Park East, could have a different urban design that would still provide density with less height. Finally, the central area, which currently has a lot of existing social housing, could be designated more for families. Mixed-use buildings would have stacked family homes with terraces, represented by the typology of 60 Richmond Street East.

The team proposed that all new housing be at least 50 per cent middle segment, composed of 80 per cent rental and 20 per cent owner occupied. They propose that this housing should be monitored and preserved as mid-segment for at least 25 years. The other new homes would be 20 per cent market-rate housing and 30 per cent social housing.

Innovative solutions included a proposal that materials from demolished buildings be reused in other new construction instead of thrown away. This would contribute to Amsterdam's efforts to become a circular city. In addition, developers and investors would have to invest in social amenities in the area in order to create better schools. This was seen as a current weakness of Bijlmer and would help attract families to the area. Finally, use of tender conditions like those proposed by Platform Amsterdam Middenhuur (PAM), the platform for Amsterdam mid-segment rental, brings together housing associations and investors to work with the municipality and help ensure affordability for 25 years.

Strategy Cards



Housing Typologies



Carmel Place New York, USA 2016



New York, USA

2010

60 Richmond Street East Toronto, Canada 2010

14

IJburg / Eiland Zeeburg

Creating a central meeting point for Amsterdam and Almere through infrastructure improvements

Steven Vlek, Vesteda—Investor Amazon Andrew Steven Vlek, Vesteda—Investor Amazon Max van Engen, City of Amsterdam Housing—Policy Maker Amazon Eddo Rats, De Alliantie Association—Housing Association

The team identified a disparity in housing between higher- and lower-income residents in this area. To address this issue, they proposed a mixture of high-rise buildings, such as the Mirador and 8 House typologies, as well as opportunities for residents to self-build, exemplified by the Urban Rigger typology of shipping containers on water. The iconic buildings could create a link to the rest of Amsterdam by providing a visual connection for residents. The proposed project would also create a landmark along the water that would distinguish the area. Self-build housing also is attractive because it is a typology that is uncommon in many parts of Amsterdam.

The area is in need of infrastructure improvements, so the team saw an opportunity to involve this as an integral part of their proposal for the area. With the addition of the 5,000 planned housing units, the team proposed improving transportation infrastructure through new bridges and an expanded capacity of the existing tram station. In addition, they proposed a train connection that runs from Almere to IJburg and then on to Amsterdam Zuidoost (Southeast). The team identified the importance of these projects for connecting IJburg, although one player noted that the city's current plans prioritise infrastructure to be built in other areas of the city first.

The team proposed applying the Woonagenda percentages of 40 per cent social, 40 per cent midsegment, and 20 per cent market-rate housing in the area. These percentages would not be for a specific building but for the whole area.

Innovative strategies included long-term rent caps that could be extended for longer than 50 years. They proposed that this could also apply to self-built housing, which could be created by residents who receive credit from the government. This will also create more diverse building typologies and ensure that the homes are not sold after a few years at a market rate.



- Participant





Housing Typologies



Mirador Madrid, Spain 2012



8 House

2006

Copenhagen, Denmark

Urban Rigger Copenhagen, Denmark 2016

Oud Noord Efficiently building up central land

Karin Laglas, Ymere Housing Association—Housing Association Lisette van Doorn, ULI Europe—Investor Association Lex Brans, Metropolitan Region Amsterdam—Policy Maker

The Oud Noord team wanted to increase the amount of housing provided by building in areas that are being explored for development after 2025. In addition to this, the players wanted to create local retail for residents and coworking spaces. They proposed that development on these sites could occur sooner and be a high-rise typology like B-Mine. These units could be micro homes and would increase new housing by 10,000 units. The team also proposed to build an iconic building like the Mirador in Buiksloterham, which has been a living laboratory for testing circular practices. The building would involve innovative, sustainable building techniques and would create a more diverse proposal. This would create an additional 12,000 units. With all of these new housing units and shops, there would be an increase in jobs and activity. This would require infrastructure improvements, which the team proposed could be an increased number of ferries. A public/private partnership could contribute to the long-term guarantee of this through creating a fund.

The proposed project would be made up of 20 per cent social, 50 per cent mid-segment, and 30 per cent market-rate housing. In addition to new construction, some existing social housing would be converted to mid-segment housing.

Innovative strategies would include an income threshold and adjustable rent to make sure that residents are paying an appropriate amount for housing. This is a response to what is currently happening in parts of the Netherlands—tenants who earn a higher income can remain in social housing and continue to pay below-market rent prices.





Strategy Cards

Special Innovation Zones	Reuse of building materials	Density bonus -I	Density bonus -II	Gasless Homes
Areas are dedicated for technical and / or anytopromental innovation with flashbe building frameworks.	Maximizes the re-use of old meterials in transformation projects in accordance with circular principles.	A development may receive a density bonus in return for the new construction, substantial rehabilitation, or preservation of permanently affordable bousing.	Developers may add denally to a project by providing affordable housing units or contributing to an affordable housing investment fund.	All new housing is encouraged to evoid using netural gas and replace it with alternative renewable energies.
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Minimum parking standards			Income threshold	Road to Employment
() ()	<u>A</u>	鱼	63	63
Revision of parking standards for all new developments, or a reduction or waiver of alandards for certain types of housing. Je affordable, or housing for older attuits, or until located near public transit.	Public land will be said sheaply when private developers agree to Transa the evolution intradicione for development.	Ovvelopers will provide at least SO's affordable housing in new developerants in response interest rates and extended loan repayment particle.	Access to affordable housing/subsidies are determined by income thresholds and monitored annually.	Condition description here: New construction creates employment for local residents
City of Ean Direge Residue Straig SCH Coversneed Coversneed Coversneed Research goldy veloferement Selfine chases for hospethial altimation Selfine chases for hospethial altimation	Constitution Constation Constation Constit Constitution Constituti	 Visionalikuste Visionalikuste Industry comparison productive serversis, industry comparison (particular) Industry comparison (particular) 	 Datch exclet kowing system Government, clians, heasing provider Strement and heaving profile relationsment, interest of heaving by profile relationsment Increase of bioasticities with atbodies real increase of bioasticities with atbodies real 	 Document name. Pantora. Innestmant type. Expected cultome.
Landlord tax subsidies	Adjustable Rent			
6	۲			
Provides fair focentives to private landletds who rent sof units at a moderate price.	Allows tenants to stay in their effordable unit and pay an adjusted rent when they earn a higher income.			

Housing Typologies



B'Mine Tower Amsterdam, Netherlands 2017



Mirador Madrid, Spain 2012

Havenstad / Westpoort / Sloterdijk A new mixed-use urban district

Elise Bijl, Ministry of Internal Affairs—Policy Maker Boris van der Gijp, Syntrus Achmea—Investor Jeroen van der Veer, Federation of Amsterdam Housing Associations—Housing Association

The west harbour area of Amsterdam is a complex urban environment that contains an older industrial area as well as a number of offices. Although the area does not have residential development planned by 2025, the team argued that the large areas of land available and good infrastructure make the site a smart choice for the development of affordable housing. The team proposed high-rise typologies near the Sloterdijk train station such as Via Verde, B'Mine, and La Tour Bois. These could house a mixture of target groups but would probably attract younger tenants. However, the amenities surrounding the Sloterdijk area could attract all different types of residents.

Housing would follow the Woonagenda and be 40 per cent social, 40 per cent mid-segment, and 20 per cent market-rate. Unregulated housing could consist of homes both for rent and for sale. The team believes they can deliver 2,000 to 3,000 homes in the short term and 10,000 to 15,000 in 15 to 20 years.

The team wants to preserve the green ecological area, which they recognise as an important part of Amsterdam. With this in mind, they proposed many sustainable strategies to be incorporated into housing creation. In addition, the proposal included a collective land lease to ensure that the public space could be developed by residents and fit their needs.



- Participant

Strategy Cards

Minimum parking standards			Use of renewable energies	Mixed-income development near transit
() ()	1	10 A	1	1
Revision of parking attandards for all new developments, or a radiuction or waiver of atandards for certain types of housing. Le affordable, or housing for elder actula, or units located near public transit.	All new housing is encouraged to evoid valing network pass and replace II with alternative renewable energies.	Develops a comprehensive effordable housing strategy and implementation plan to create an edequate supply of housing and ansure that everyone is given access.	Buildings will be made energy-neutral through good Insulation and the use of renewable energies.	Developer is required to realise more than 50% of affordable housing in trensil'served locations.
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State-subsidised participation				Help to buy
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Public participation must be subsidiated by the state to ensure that minimum levels of engagement are met.	The local government grants public lend usage rights for T5 years to collections in eachange for a new annual flor.	Social fental agencies connect private landlords and fore-incomerzetiers to utilize empty-housing steck.	Support is provided for developers filling empty sity plots with alternative temporary construction techniques.	Assistance to first-time buyers with obtaining the deposit required to purchase or self-builds a new house or apartment to live in. The incentive provides a refund of the Income Tax and Deposit Internat Retention Tax paid over the previous four tax years.
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The energy efficiency of effordable housing buildings must be taken into account when calculating ratins. Lower rent subaldles are given for energy efficient housing.	Allows tenents to stey in their effordable unit and pay an adjusted part when they sam a higher income.	In areas demarcated Rent Pressure Zones (RPZs), rents will only be able to rise according to a prescribed formula, by a masimum of 4%, annually,		
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Housing Typologies



Via Verde New York, USA 2012



B'Mine Tower Amsterdam, Netherlands 2017



La Tour Bois Paris, France 2011

Oud West / De Baarsjes A model for affordability in the developed city

Laura Uittenbogaard, Amsterdam City Development—Consultant Pieter Klomp, City of Amsterdam Urban Development—Policy Maker

Since this area does not have the large plots that other areas have, the team proposes to convert existing privately owned social housing stock into mid-segment units. In addition, the team would build family housing on small plots, since this group has been leaving the area. A typology like Zollhaus could provide affordable homes for families. Revenues from the new construction could be used to upgrade the units that are being converted into mid-segment housing and retrofit them with sustainability improvements. These units either could remain privately owned or could be purchased and managed through a system similar to social housing.

This proposal focuses solely on creating affordability and could be scaled up to fit other areas. If done throughout the city, it would provide an option for mid-segment units to be created in areas where there is little new construction, and would also facilitate sustainable improvements to the existing housing stock.

For areas like Oud West, innovation would come through policy change. Current law allows private owners to convert social housing into market-rate housing when tenants leave, but the team would want this law to change to make sure that units could instead become mid-segment. In addition, there is potential for housing associations to take over the job of purchasing and managing mid-segment rental stock.

Strategy Cards



Housing Typologies



Zollhaus Zurich, Switzerland 2015

I chose Oud West/De Baarjes. If I look at the data, the prediction is that in several years it will only be market and social housing, with very little mid-segment. On my street I see that happening, the in-between is disappearing. So, my argument is that the few areas we have [to create housing] should be completely midsegment and for families.



Participant

Key findings

Woonagenda 2025 is now shaping debates.

The game set out to test the viability of the ambitious new policy agenda, Woonagenda 2025, created in June 2017 by the City of Amsterdam. Players accepted these ratios as the starting point and were able to build proposals around them. The teams' proposals either applied the mix outlined in the Woonagenda—40 per cent social, 40 per cent mid-segment, and 20 per cent market-rate housing, or slightly changed these to be 30 per cent social, 50 per cent mid-segment, and 20 per cent market-rate housing. Players believed that the latter combination could be more financially viable. In addition, they argued that this combination would allow developers to both deliver affordable housing and also contribute to the quality of the surrounding neighbourhood through the provision of a high-quality public realm and physical and social infrastructure. The game demonstrated that if the right support is in place, the actors involved in housing development in Amsterdam are capable of rapidly incorporating the Woonagenda's objectives into their work. Players had a common understanding of housing needs in the city and demonstrated willingness to work across sectors in a collaborative way to address them.

Creating places, not just homes.

The game players took into account residents' needs beyond just housing when creating their proposals. Discussions covered a variety of other elements related to placemaking, including high-quality public space, cultural and educational infrastructure such as good schools, and collective workplaces. Players' proposals were not just for individual sites, but took into consideration the area surrounding the sites they chose. Many players saw the development of new housing as a catalyst for bringing together diverse groups of stakeholders to consider how to improve and develop the surrounding area in an integrated way. Players often spoke about how investors, developers, and residents can contribute to public space and amenities to create good density for residents with a range of incomes by increasing density in parallel with adding mid-segment housing, creating mixed-use areas, and improving transit infrastructure. Teams used strategy cards such as the collective land lease to ensure that these collaborations took place. Players also understood that these types of incentives may be necessary to attract residents to the areas that are currently perceived as less desirable. They also saw their projects as an opportunity to create interactions between residents with a variety of socioeconomic backgrounds in the city.

Managing the existing housing stock is part of the solution.

While the game primarily focused on creating new housing in Amsterdam, players also recognised the need for alternative approaches in areas where it will not be possible to increase the supply of housing through new construction. Players highlighted that changes to the way that existing stock is managed identified is a key aspect of guaranteeing mid-segment housing. Changes are needed to address issues such as the current mismatch of social housing and tenant income, the lack of diversity of housing stock in some areas, and the need to upgrade existing social housing to become more sustainable.

In areas such as the city centre where land is scarce, players recommended strategies to manage the existing stock in a way that will create a greater diversity of housing options, so that it is easier for residents to move when their needs change. Players discussed a range of measures that could be put in place to improve the management of social and mid-segment housing. These included:

- creating dynamic rents that would adjust to a tenant's income level;
- producing mid-segment housing to attract current social housing tenants who can afford a higher rent;
- passing a law that would allow for housing associations to purchase privately owned social housing and manage it as mid-segment housing stock; and
- using legal zoning plans as a tool to steer mid-segment housing.

Sustainability and circularity are integral to new construction

Amsterdam has many ongoing efforts to encourage sustainable building practices. These include the initiative to create gasless homes and reuse building materials in new construction. Players saw sustainable, circular building practices as a requirement for new housing construction and most teams incorporated sustainability strategy cards into their proposals for new and existing housing. They also discussed creating buildings with innovative circular practices in neighbourhoods with a history of circularity, such as the Buiksloterham neighbourhood in Oud Noord.

Though sustainable technology is becoming more common and less expensive, players noted that incorporating these fixtures into homes can still increase construction costs, which affects overall affordability. They also noted that at times it was hard to balance design aesthetics with the needs of certain sustainable equipment. However, in the long term, players noted that tenants will save on the cost of energy. In addition, there was the possibility that the building could be used for a longer period of time, strengthening the business case for sustainable practices.

Transportation infrastructure is part of the affordability equation.

When discussing the benefits and disadvantages of particular sites around the city, players highlighted that the existence of high-quality public transportation infrastructure is an important part of the affordability equation. In some parts of the city, increasing transport capacity, or even creating new infrastructure will be required to make new affordable housing developments viable. In others, players saw potential precisely due to the existing transportation infrastructure in the area. An example of this is the Westpoort area, due to its proximity to the Sloterdijk train station and existing links to other parts of Amsterdam.

Throughout the game, infrastructure was a recurring topic. Specific discussions included:

- infrastructure investment decisions and priorities on the local and national levels;
- the opportunity to connect areas of Amsterdam with each other or with Almere;
- debate on the creation of a bridge over the IJ River; and
- building near existing transit that isn't being used at full capacity.

Players incorporated infrastructure investment into their proposals using strategy cards like the infrastructure agreement, which provides developers with discounted public land if they finance infrastructure. Investment in transportation infrastructure could strengthen an area's links to the rest of Amsterdam and to adjacent cities. This could, in turn, attract more residents to certain areas and contribute to creating diverse, cohesive neighbourhoods with a range of housing options.





Conclusion

The Amsterdam Affordable Housing Game brought together engaged stakeholders in a collaborative, open environment. They were able to share their expertise and communicate with leaders in housing execution, regulation, finance, and knowledge. Further game sessions could help develop the quality of play and focus on issues such as the management of the existing housing stock and increasing tenant incomes; transit-related development; and investments from stakeholders such as local government or private parties to create the necessary infrastructure to support planned housing. In addition, discussion could focus on measures to strengthen mid-segment housing construction and management, and best practices observed in Amsterdam and elsewhere that could be used to facilitate an integrative approach to housing.

Through game play, it became evident that infrastructure had a major influence on housing in Amsterdam. Bringing together policy makers, housing providers, and investors to discuss this topic could be beneficial to all stakeholders. Public/private partnerships could be established to build new infrastructure projects and better connect areas of the city.





Index of Strategy Cards

Bijlmer Centrum





Game Players

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About ULI Netherlands

ULI Netherlands makes it a priority to look at land use issues from a human perspective. Through our projects and events, we examine how to create cohesive communities where people prosper; share ways of attracting and retaining talent; and stimulate the reinvention of city life and urban growth with sensible social, economic, and functional diversity. We could not achieve these goals without members who play an active role in shaping our programmes and initiatives. If you are interested in learning more about ULI Netherlands or becoming a member, please email netherlands@uli.org.



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