



Monday, June 24, 2019

*Immediately following 7:00 pm Council Meeting*

City Hall – Council Chambers  
5200 - 85<sup>th</sup> Ave North

**THE BROOKLYN PARK ECONOMIC DEVELOPMENT AUTHORITY  
OF THE CITY OF BROOKLYN PARK  
SPECIAL MEETING – AGENDA #8**

**President Jeffrey Lunde, Vice President Lisa Jacobson & Treasurer Wynfred Russell  
Commissioners Mark Mata, Terry Parks, Susan Pha & Tonja West-Hafner, Executive Director Kim  
Berggren, Assistant Executive Director Jay Stroebel & Secretary Theresa Freund**

If due to a disability, you need auxiliary aids or services during an EDA Meeting, please provide the City with 72 hour notice by calling 763-493-8012 or FAX 763-493-8391.

***Our Mission: Brooklyn Park, a thriving community inspiring pride where opportunities exist for all.***

***Our Goals:***

***Strong Neighborhoods • Adapting to Changing Demographics • Public Safety  
Financial Sustainability • Community Image • Focused Redevelopment and Development***

**I. ORGANIZATIONAL BUSINESS**

**1. CALL TO ORDER/ROLL CALL**

**2. PUBLIC COMMENT AND RESPONSE**

This provides an opportunity for the public to address the EDA on items, which are not on the agenda. Open Forum will be limited to 15 minutes (if no one is in attendance for the Open Forum, the Regular Meeting may begin) and it may not be used to make personal attacks, to air personality grievances, to make political endorsements or for political campaign purposes. Commissioners will not enter into a dialogue with citizens. Questions from the EDA will be for clarification only. Open Forum will not be used as a time for problem solving or reacting to the comments made but, rather, for hearing the citizen for informational purposes only.

**2A. RESPONSE TO PRIOR PUBLIC COMMENT**

**2B. PUBLIC COMMENT**

**3. APPROVAL OF AGENDA**

**II. STATUTORY BUSINESS AND/OR POLICY IMPLEMENTATION**

**4. CONSENT**

4.1 None.

The following items relate to the EDA's long-range policy-making responsibilities and are handled individually for appropriate debate and deliberation. (Those persons wishing to speak to any of the items listed in this section should fill out a speaker's form and give it to the Secretary. Staff will present each item, following in which audience input is invited. Discussion will then be closed to the public and directed to the EDA table for action.)

**5. Public Hearings**

5.1 None.

**6. General Action Items**

6.1 Consider Authorizing Staff to Enter into an Agreement for Research with the Center for Urban and Regional Affairs for a Qualitative Study of Evictions and Housing Stability in Brooklyn Park  
6.1A Resolution  
6.1B Research Proposal

**III. DISCUSSION - These items will be discussion items but the EDA may act upon them during the course of the meeting.**

**7. Discussion Items**

7.1 None.

**IV. WORK SESSION - This portion of the meeting will not be televised nor videotaped and will be held in the Steve Lampi Conference Room.**

**8. Work Session**

8.1 None.

**V. ADJOURNMENT**

Since we do not have time to discuss every point presented, it may seem that decisions are preconceived. However, background information is provided for the EDA on each agenda item in advance from City staff; and decisions are based on this information and past experiences. If you are aware of information that has not been discussed, please raise your hand to be recognized. Please speak from the podium. Comments that are pertinent are appreciated. Items requiring excessive time may be continued to another meeting.

# City of Brooklyn Park

## Request for EDA Action

<b>Agenda Item No:</b>	6.1	<b>Meeting Date:</b>	June 24, 2019
<b>Agenda Section:</b>	General Action Items	<b>Prepared By:</b>	Erika Byrd, Economic Development Specialist
<b>Resolution:</b>	X		
<b>No. of Attachments:</b>	2	<b>Presented By:</b>	Kim Berggren, Executive Director
<b>Item:</b>	Consider Authorizing Staff to Enter into an Agreement for Research with the Center for Urban and Regional Affairs for A Qualitative Study of Evictions and Housing Stability in Brooklyn Park		

### **Executive Director's Proposed Action:**

MOTION \_\_\_\_\_, SECOND \_\_\_\_\_ TO WAIVE THE READING AND ADOPT RESOLUTION #2019-\_\_\_\_\_ AUTHORIZING STAFF TO ENTER INTO AN AGREEMENT FOR RESEARCH WITH THE CENTER FOR URBAN AND REGIONAL AFFAIRS FOR A QUALITATIVE STUDY OF EVICTIONS AND HOUSING STABILITY IN BROOKLYN PARK.

### **Overview:**

At the June 17, 2019 Economic Development Authority (EDA) meeting, the EDA tabled the action to approve a study by the Center for Urban and Regional Affairs (CURA) at the University of Minnesota. Commissioners directed staff to gather additional information regarding staff resources and prior CURA research work. Staff will present a verbal update on their findings to the EDA at a special EDA session held on June 24.

In recent years, the EDA has been focusing on understanding eviction, improving the long-term sustainability of apartment communities, and addressing concerns about quality of life for renters. In 2018, HOME Line completed a quantitative analysis of evictions within Brooklyn Park. Following that report, the EDA expressed interest in engaging those affected by eviction (including landlords and tenants) in conversations. African Career, Education & Resource, Inc (ACER) and others encouraged Brooklyn Park to connect with Dr. Brittney Lewis, principal researcher at the Center for Urban and Regional Affairs (CURA), about the large, qualitative study on evictions she was leading in North Minneapolis. After several conversations with Brooklyn Park staff, Dr. Lewis has proposed leading a year-long qualitative research project in Brooklyn Park to investigate the issues of eviction, housing stability, and renter quality of life. The research would involve interviews with tenants and landlords and would be developed in collaboration with a variety of community members and stakeholders. Through the research project, CURA would examine root causes of evictions and quality of life issues in Brooklyn Park apartments and prepare recommendations for city consideration.

### **Primary Issues/Alternatives to Consider:**

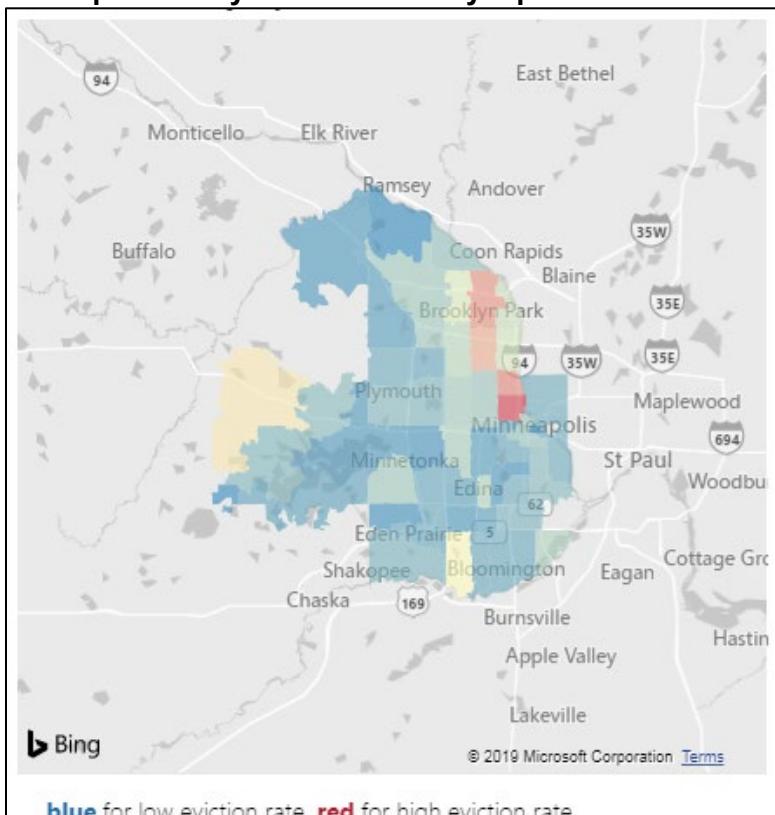
- Why should the EDA consider this research?**

This project is at the intersection of many of the identified goals of the EDA and the community and builds on the EDA's work over the past few years. In 2018, the City worked with HOME Line to produce an analysis of evictions in Brooklyn Park from 2015-2017. This work was prompted by concerns about rising rents, displacement, and the high number of evictions in Brooklyn Park. These issues and others were brought forward by African Career Education & Resources (ACER) and La Asamblea De Derechos Civiles, in 2017 through their Civil Rights Blueprint: Building Our Common Home in the Brooklyns report.

The HOME Line Evictions in Brooklyn Park report examined trends related to residential evictions and found that while evictions in Hennepin County decreased significantly over the past decade, the number of evictions in Brooklyn Park has stayed relatively the same. Analysis of eviction cases filed indicated that evictions filed by just

four property owners accounted for 65 percent of eviction cases in Brooklyn Park and on average Brooklyn Park evictions were filed 16 days after rent was due. Data from the Hennepin County [Eviction Dashboard](#) reveals that Brooklyn Park contains 2 of the top 4 zip codes in the county with the highest number of eviction filings and highest eviction filing rate (55443 and 55429 in Brooklyn Park with the other 2 zip codes located in Minneapolis).

### Hennepin County Eviction Rate by Zip Code 2018



Data and Map from Hennepin County

An eviction filing remains on a tenant's record for seven years, so even if an eviction filing does not end up resulting in an eviction or displacement, the filing itself has important consequences for households. Seeking to reduce eviction filings and ensure stable housing is a benefit to the City. Understanding the factors behind eviction filings is essential to develop ways to increase housing access, stability, and quality.

In addition, in recent years, the City of Brooklyn Park has been focusing on improving the long-term sustainability of apartment communities and improving resident quality of life. The City has been expending many resources to address ongoing safety and quality of life issues in apartment communities — particularly Huntington Place — but staff does not have the capacity to understand and address all the root causes of instability. A comprehensive mixed methodological approach enabling community members and policymakers to address *how* and *why* these trends are taking place and what city responses are recommended from the perspectives of tenants and landlords themselves is needed to effect lasting change.

- **How was the research proposal developed?**

The HOME Line report made a number of policy recommendations including that the City "consider additional research, particularly around informal eviction notices, qualitative interviews with affected tenants and landlords, and/or a landlord cost/benefit analysis of filing evictions." While EDA staff has begun to meet with landlords and other stakeholders to discuss eviction, there is a need to add tenant voice to this work. One organization doing qualitative research into eviction is the Center for Urban and Regional Affairs (CURA) at the University of Minnesota under the guidance of principal researcher Dr. Brittany Lewis. Dr. Lewis recently completed an in-

depth qualitative study of evictions in the 55411 & 55412 zip codes in Minneapolis. The executive summary of the report is available at <http://evictions.curा.umn.edu/>

ACER and Council Member Lisa Jacobson encouraged staff to connect with Dr. Lewis about her work and the possibility of qualitative tenant research in Brooklyn Park. Through conversations with Brooklyn Park staff, Dr. Lewis put together a research proposal. Staff shared the potential research project with a number of stakeholders including ACER, Community Emergency Assistance Programs (CEAP), Community Mediation & Restorative Services (CMRS), HOME Line, Housing Justice Center, and Hennepin County. These stakeholders were overall supportive of this research project and provided feedback on the direction of the research question. Most felt that in addition to an examination of formal evictions through qualitative research, the project should look at informal evictions, housing stability, and quality of life for Brooklyn park renters. Dr. Lewis updated her proposal to reflect a broader scope that includes eviction and renter quality of life (proposal attached as item 6.1B).

- What would the research project look like?**

Dr. Lewis and CURA bring a unique model of research that seeks to disrupt the power imbalances that often exist between researchers and the community, particularly in communities of color and low-wealth communities. Dr. Brittany Lewis employs a community-engaged action research model that uses a mixed methodological research approach to: (1) build community power, (2) assist local grassroots campaigns and local power brokers in reframing the dominant narrative, and (3) produce community centered public policy solutions that are winnable. This model relies heavily on the development of reciprocal relationships across sectors that embrace an open process where the collective develops shared understandings for the purpose of creating social transformation.

In preparing for the project, the first step would be to connect with stakeholders and those most affected and convene an Advisory Council comprising of tenants, landlords, community organizers, community-based staff members, staff members from the city of Brooklyn Park, and others. These engagements would frame the project and inform the scope of work and methodology. While the attached research proposal outlines the general framework of the research project, the final scope and methodology will be determined through this community engagement process.

CURA would write and deliver a final qualitative based report with data findings with policy recommendations at the end of the research process. Additionally, the community-based action research model that Dr. Lewis employs would result in learnings be shared and utilized throughout the process. For example, during her recent North Minneapolis eviction study, Dr. Lewis began to work toward improving Hennepin County emergency assistance programs during the research itself to be more human centered and timely.

- How will the study be funded?**

Proposed funding for the study includes:

Funders	AMOUNT
Brooklyn Park EDA	\$78,000
CURA In-Kind	\$11,100
Other Sources TBD (Hennepin County & MN Housing)	TBD
<b>TOTAL</b>	<b>\$89,100</b>

The scope and total cost of the proposed research project is \$89,100. Staff proposes that the EDA commit up to \$78,000 toward the study. CURA would be providing a contribution of \$11,100 through a Community Based Research grant and in-kind contributions toward transcription and participant stipends. EDA staff is also talking with additional partners to assist with the funding of the research. Hennepin County staff will be asking the Hennepin County Housing Redevelopment Authority to fund \$15,000 toward the study. Staff is also reaching out to other funders, such as the Family Housing Fund, to ask for their participation. In addition, there are potential

grant opportunities that could support this project. One upcoming grant is Minnesota Housing's Capacity Building Initiative (up to \$40,000 grant). If the research project is able to secure additional funds and partners, the scope of work may be expanded (up to \$100,000) to include additional interviews and research questions. However, staff would also seek to reduce the EDA portion of funding as additional funds are committed from other partners.

- **Did the EDA seek multiple quotes for this research?**

City staff is not aware of anyone else who could do this type of work using an equivalent research methodology, which prioritizes community engagement, racial equity, and feasible policy recommendations. Qualitative research into evictions is a relatively new topic of research both regionally and nationally. CURA, however, under the guidance of principal researcher Dr. Brittany Lewis, recently completed an in-depth qualitative study of evictions North Minneapolis. The proposed research in Brooklyn Park would build on the lessons learned from CURA's research work in Minneapolis but would be unique to Brooklyn Park and specifically designed through a community-engaged action research model.

- **What are the next steps?**

To secure Dr. Lewis and her team for research starting this fall, the EDA needs to commit to this project in June. If the EDA approves this action, staff would put together an agreement with CURA for the research and continue to seek other grants or financial contributions toward the project.

The City and other stakeholders would participate in the development of the research project by sitting on a steering committee that would start to convene this summer.

**Budget/Fiscal Issues:**

The EDA retains a general fund balance that allows it to take advantage of strategic economic development and housing opportunities as they arise. In total, the EDA would allocate up to \$78,000 from the EDA general fund for this project. Contractual services funding in the EDA 2019 budget would be used to fund research activities occurring in 2019. The EDA would need to include funding in its 2020 budget for the remaining portion of the research that will take place in 2020. The final amount of EDA funding for the project could be less if funding partnerships and grants are secured.

**Recommendation**

The Executive Director of the EDA recommends approval.

**Attachments**

6.1A RESOLUTION

6.1B RESEARCH PROPOSAL

THE BROOKLYN PARK ECONOMIC DEVELOPMENT AUTHORITY  
OF THE CITY OF BROOKLYN PARK

RESOLUTION #2019-

AUTHORIZING STAFF TO ENTER INTO AN AGREEMENT FOR RESEARCH WITH THE CENTER FOR URBAN AND REGIONAL AFFAIRS FOR A QUALITATIVE STUDY OF EVICTIONS AND HOUSING STABILITY IN BROOKLYN PARK

WHEREAS, the Brooklyn Park Economic Development Authority (the "Authority") was created pursuant to the Economic Development Authorities Act, Minnesota Statutes, Sections 469.090 to 469.108 (the "EDA Act") and is authorized to transact business and exercise its powers by a resolution of the City Council of the City of Brooklyn Park (the "City") adopted on October 24, 1988;

WHEREAS, the Authority possesses all of the powers of an economic development authority pursuant to the EDA Act and a housing and redevelopment authority pursuant to Minnesota Statutes, Sections 469.001 to 469.047;

WHEREAS, an objective of the Brooklyn Park Economic Development Authority (the "Authority") is to protect and enhance Brooklyn Park's economic vitality and livability; and

WHEREAS, the Authority approved the 2019 Authority Budget on November 19, 2018, which can cover anticipated 2019 expenditures for the proposed study; and

WHEREAS, staff will seek grant funding from multiple sources, which would, if secured, reduce the Authority's financial contribution.

NOW, THEREFORE, BE IT RESOLVED by the Brooklyn Park Economic Development Authority Board of Commissioners that:

1. The Authority selects the Center for Urban and Regional Affairs to conduct a qualitative study of evictions and housing stability in Brooklyn Park
2. The Authority authorizes staff to develop and the President or Executive Director to execute contracts and agreements as are needed to carry out the study.

**Project Proposal for the Qualitative Study of Evictions in Brooklyn Park**

The Center for Urban and Regional Affairs (CURA)

University of Minnesota

Principal Researcher: Dr. Brittany Lewis

*The Center for Urban and Regional Affairs (CURA) connects the resources of the University of Minnesota with the interests and needs of urban communities and the region for the benefit of all.*

**Overview of Research to Date**

In July of 2016 the Minneapolis Innovation Team in partnership with HOMELINE published a report on *Evictions in Minneapolis*, which was inspired by Matthew Desmond's book *Evicted*. The Innovation Team's report found that 50% of tenants in the 55411 & 55412 zip codes were evicted in a two-year span. The report effectively identified eviction trends in the City of Minneapolis using quantitative data and mapping of a small sampling of eviction court case files. In August 2018 HOMELINE in partnership with CURA completed a similar quantitatively focused analysis of evictions in Brooklyn Park and found that of the eviction cases filed in 2015 through 2017 in Brooklyn Park, 61% of eviction cases were filed by the top four frequent filer owner groups with most filings (98%) taking place along the Zane Avenue Corridor between 63rd Avenue N and 83rd Avenue N. These reports have enabled local policymakers and practitioners to begin the process of reshaping the narrative around evictions and helping to generate new and pressing questions many had not considered.

However, these reports did not take a comprehensive mixed methodological approach enabling community members and policymakers to address *how* and *why* these trends are taking place from the perspectives of tenants and landlords themselves. CURA believes that an in-depth qualitative analysis is central to the successful development of public policy solutions and the development of new programs or interventions for those tenants negatively affected by evictions and for landlords who value sustaining positive relationships with the communities in which they are investors.

CURA under the guidance of Dr. Brittany Lewis recently completed an in-depth qualitative study of evictions in the 55411 & 55412 zip codes in Minneapolis. This was a two-year study where 100 interviews were conducted with 32 landlord and 68 tenants with each interview lasting between 60-90 minutes. The findings were published in May 2019 in the report *Illusion of Choice: Eviction and Profit in North Minneapolis*.

## **Proposal for a Qualitative Study in Brooklyn Park**

### *Goals*

- (1) Better understand housing instability and quality of life at Brooklyn Park apartment communities.
- (2) Conduct interviews with tenants for the purpose of helping to identify the conditions that often lead up to housing instability and eviction as well as to gain a clearer understanding of these tenants' housing composition/stability overtime and the various income streams they rely on to help better inform the development of targeted interventions, needs, and policy prescriptions.
- (3) Conduct interviews with landlords who have evicted tenants to learn more about, a) what policies and procedures they have in place to determine that eviction is the best course of action for dealing with a tenant, b) how they determine the cost benefit of evicting a tenant and owning rental property more generally speaking, and c) what practices they employ once that decision is made and whether and why those practices are employed for certain rental populations to help better inform the ways that the city can work with landlords as partners in community building and help the city produce targeted incentives for landlords illustrating positive behaviors.
- (4) Ensure that multiple stakeholders will benefit from this research including, but not limited to academics, philanthropists, the City of Brooklyn Park, Hennepin County, the Minnesota Multi Housing Association, the courts, tenant advocacy organizations, landlords and many others. CURA will make concrete policy and program recommendations for local government, housing practitioners and investors, and tenant advocacy organizations.

### *Research Design*

In preparing for the project, the first step would be to connect with stakeholders and those most affected by housing instability in Brooklyn Park . The second step would be to convene an Advisory Council comprising of tenants, landlords, community organizers, community-based staff members, and staff members from the city of Brooklyn Park. These engagements would frame the project and inform the scope of work and methodology.

Dr. Brittany Lewis employs an actionable research model that uses a mixed methodological research approach to: (1) build community power, (2) assist local grassroots campaigns and local power brokers in reframing the dominant narrative, and (3) produce community centered public policy solutions that are winnable. This model relies heavily on the development of reciprocal relationships across sectors that embrace an open process where the collective develops shared understandings for the purpose of creating social transformation. This actionable research model embraces a racial equity framework that asserts that we must: (1) look for solutions that address systemic inequities, (2) work collaboratively with affected communities, and (3) add solutions that are commensurate with the cause of inequity

*Scope*

For the purpose of CURA's research capacity and the results of quantitative research findings currently available we propose the following scope of work. Please note that the final scope of work will be developed through a community-based action research model and may change from what is proposed below.

(1) Interview at least 10 landlords, focusing on the four frequent filers and the zip codes 55429 & 55443 (with potential inclusion of 55428) because Four ownership groups in particular accounted for 61% of all evictions in Brooklyn Park, despite owning only 28% of rental units in Brooklyn Park. Then we will do random sampling from the quantitative data analysis of landlords to fill the remaining 6 landlord slots with owners/companies with large portfolios who have low number of filings as well as owner/companies who filed many cases with very modest portfolios.

(2) Interview at least 30 tenants, focusing on residents that live within communities owned by the four frequent filers and the zip codes 55429 & 55443 (with potential inclusion of 55428) and communities experiences higher rates of crimes per unit. . HOME Line oversaw a 2016-2017 University of Minnesota Humphrey Institute Policy Fellows team who observed that African-American females were both the largest demographic group in Minneapolis evictions and the least likely to be represented by an attorney. A survey of 2017 Brooklyn Park residential tenant calls to HOME Line's free tenant hotline for eviction advice confirms similar demographic patterns in Brooklyn Park, which CURA's in-depth study of evictions in the 55411 & 55412 zip codes also confirmed. The disparity in the demographics of households impacted by evictions suggest evictions are a civil rights issue with important Fair Housing implications. We have chosen to narrow our number of tenants to 30, because CURA already has supporting qualitative research on two zip codes in Minneapolis that can support and further explain critical trends found in Brooklyn Park, while also providing a distinct analysis on the two Brooklyn Park zip codes where eviction filings are most prominent.

CURA has chosen to interview 30 tenants and 10 landlords at a minimum, with some additional interviews as specific research questions dictate, instead of aiming to produce a much larger statistically significant interview sample size to assist with the development of immediate policy solutions. We believe that by conducting these in-depth interviews we can successfully identify a number of common factors/themes around quality of life and housing instability that will aide in the development of strategic policy and practice recommendations for all our partners. This is a scale much grander than that featured in Matthew Desmond's work with the same ethics behind its approach. This also pays close attention to the City of Brooklyn's Park desire to have a fairly compact and speedy engaged research process that gets results to community as soon as possible. Lastly, we prefer in-depth one on one discussion not large focus groups, because of the sensitive nature of the questions asked of both landlords and tenants. We want to ensure that we are getting honest and direct answers that are not influenced by the presence of other stakeholders.

### **PROPOSED TIMELINE:**

#### Summer 2019

- Solidify research partnerships with City of Brooklyn Park and community-based housing partners to establish collective outreach efforts and identify community interview sites
- Finalize research design and fiscal support
- Complete early engagement process and solidify community research advisory council
- Submit Institutional Review Board (IRB) application for University of Minnesota approval
- Identify and make initial contact with the 30 tenants and 10 landlords
- Conduct initial intake of all interviewee(s)
- Begin interviews (complete 20 of 40 interviews)
- Transcribe and analyze simultaneously

#### Fall 2019

- Complete remaining interviews
- Transcribe and analyze simultaneously
- Meet with advisory council
- Produce a working internal draft of data findings

#### Spring 2020

- Write and deliver a final qualitative based report with data findings with policy recommendations by May of 2020
- Meet with advisory council & discuss the dissemination of findings

<u>Description</u>	<u>Expense</u>
Principal Researcher (.40% FTE)	\$45,000
50% Graduate Research Assistant (GRA) Summer 2019	\$6,000
50% Graduate Research Assistant (GRA) Fall 2019	\$15,000
TranscribeMe Services	\$2,000
Translator Fee	\$1,000
Research/Staff Support/Food Parking/Software/Travel Costs	\$4,000
Participant support and accommodations inclusive of child care, food, or transportation needs	\$3,000
Participant Stipends	\$2,000
<b>Total</b>	<b>\$78,000</b>
CURA In-kind 25% GRA Spr 2020 via CBR grant	\$8,600
CURA In-kind portion of transcript fee and participant stipends	\$2,500