



Hollman ten years later



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CELEBRATE HOME FAMILY COMMUNITY PARTNERSHIPS



the families

Monifa Owens has never heard of the Hollman lawsuit or the Hollman Consent Decree. The same goes for Rita Tatosian. Delilah Cook, on the other hand, knows a little more about Hollman, for she grew up in the housing projects in near north Minneapolis that were demolished in the 1990s in accordance with the lawsuit's Consent Decree.

Yet, whether they have heard of Hollman or not, all three women's lives and the lives of their children have been positively affected in different ways by this historic lawsuit. Owens works part time at the YWCA, is gaining a college education, and lives with her three children in a beautiful, affordable townhouse in Woodbury. Tatosian escaped an abusive relationship, took vocational classes that helped her earn a \$9 an hour pay raise over three years as a service technician, and just purchased her first home in New Prague.

"We never could have gotten to where we are without that steppingstone. I was able to focus on my career development and spend quality time with my kids because I didn't have to work two to three jobs just to pay rent."

—Rita Tatosian, new homeowner

Cook is a nursing assistant at Fairview Hospital and lives in a townhouse in Savage with plenty of open space for her three children to play. "This program has truly been a blessing for me and my family. I am able to raise my kids in a nice environment and go back to school and pursue my dreams," said Owens, who was working a job she hated and paying too much of her income for rent before she learned of the program. "My children can actually go outside and play here."

"We never could have gotten to where we are without that steppingstone," said Tatosian who was on the Minneapolis public housing waiting list for several years before she jumped at the opportunity to live in a brand-new Hollman unit in Savage. "I was able to focus on my career development and spend quality time with my kids because I didn't have to work two to three jobs just to pay rent."

"I was pretty excited the first time I saw the new townhome," said Delilah Cook, one of the very first residents to move into the new suburban Hollman units in Scott County. "Where I lived in both North and South (Minneapolis), there were no places for my kids to go and play where I didn't have to keep an eye on them all the time. Out here, I don't have to worry about their safety so much."

Owens, Tatosian, and Cook are just three of the hundreds of success stories behind the Hollman lawsuit and ensuing Consent Decree that is providing more locational choice and improved housing conditions for Twin Cities' public housing residents. To understand how Hollman has helped these families and permanently changed the landscape of public housing, we need to travel ten years back. The road has not been easy, and the journey is not yet over, but for the Owens, Tatosians, and Cooks, and many others like them, Hollman's promise is already being fulfilled.



Top left: Monifa Owens and 15-month old daughter, Angelique. To left: Rita Tatosian and 17-year old daughter, Rebekah. To right: Delilah Cook and three-year old daughter, DeJonique.



the history

On July 29, 1992, the **Hollman vs. Cisneros lawsuit** was filed by Legal Aid and the NAACP on behalf of a number of public housing and Section 8 families alleging historical patterns of segregation in the placement of public housing on the basis of race and income. The lawsuit was filed against the Minneapolis Public Housing Authority (MPHA), the City of Minneapolis, the Minneapolis Community Development Agency (MCDA), the U.S. Department of Housing and Urban Development (HUD), and later, the Metropolitan Council.

In many ways, the lawsuit stems back to a 1950s decision by the city of Minneapolis to locate hundreds of new low-income family housing units on Minneapolis' near northside, rather than scattered throughout the city. By 1992, these units were in increasingly distressed condition and the near northside was heavily concentrated with low-income families of color. The lawsuit sought more locational choice and improved housing conditions for families in public housing and Section 8 programs.

In 1995 a settlement was reached with national HUD leaders in a meeting facilitated by Congressman Martin Sabo in his Washington office. In April, this settlement was formalized in Federal Court under Judge James Rosenbaum and named the Hollman Consent Decree. According to the decree, the following actions are required:

- Demolition of 770 units of public housing, primarily in the Sumner-Olson and Glenwood-Lyndale housing developments on Minneapolis' near northside.
- Relocation assistance to displaced residents.
- Development of 770 replacement units for families, including 200 units back on the near northside, 80 units in other areas of Minneapolis, and 490 units in suburban communities.
- Redevelopment of Minneapolis' near northside.
- Issuance of 900 new Section 8 vouchers and certificates to provide additional locational choice for families living in areas of concentrated poverty.
- Creation of a centralized housing information system or clearinghouse that is designed to make it easier for low-income families to locate affordable housing in the metro area.
- Recruitment of more landlords to participate in the Section 8 program.
- Provision of housing mobility counseling to families.

To left: Historical photos of the Sumner-Olson and Glenwood-Lyndale public housing developments in Minneapolis' near northside. The Hollman Consent Decree required the demolition of these 700+ housing units. **To right:** Former Mayor Sharon Sayles Belton, Former Minneapolis Council President Jackie Cherryhomes, and MPHA Executive Director Cora McCorvey at the groundbreaking ceremony for the redevelopment of Minneapolis' near northside on October 2, 2001.



the challenge

The Hollman Consent Decree set a very ambitious agenda that presented many challenges along the way—both emotionally and technically. In the long run, Hollman is creating better housing opportunities and choices for low-income families throughout the Twin Cities metropolitan area. In the short run, however, Hollman had a disruptive affect on some

“It has been a challenge for many to move from what is familiar to something new, including a different environment, a new school system, and being with people that don’t necessarily look like you.”
—Cora McCorvey, MPHA Executive Director

low-income families, including communities of color. During a severe affordable housing shortage for low-income families, Hollman and HUD regulations required the demolition of 770 affordable housing units before all replacement units were

constructed. For a time, this demolition actually resulted in fewer affordable housing units for low-income families. Over 500 families were relocated and scattered to other housing in Minneapolis or elsewhere, and with them, a community with its first roots going back to the late 1930s.

“Hollman has positively affected families by giving them more locational choice. It has given many families a fresh start. However, it hasn’t worked the same for everyone,” said MPHA Executive Director Cora McCorvey, who admits to some mixed feelings about Hollman. “It has been a challenge for many to move from what is familiar to something new, including a different environment, a new school system, and being with people that don’t necessarily look like you.”

As African American women living in predominately white suburban communities, Monifa Owens and Delilah Cook know these challenges first hand. At times, they and their children have felt a greater degree of discrimination and isolation in the suburbs as compared to the inner city. “While I am truly grateful for the program, it can be pretty hard in the suburbs,” said Owens. “There is little or no diversity at all. Whenever there is an incident in our neighborhood, people automatically look to me and my kids—even though we had nothing to do with it.” Another barrier for Cook and others in the suburbs is often the lack of good public transportation. With her car on the fritz, Cook was forced to take a two hour bus ride to work, and a \$30 + cab ride home for a time until she was able to purchase a better car.

Technically, the challenges were also immense. While over \$100 million from HUD was provided for redevelopment costs and for 900 new Section 8 certificates and vouchers, this funding proved insufficient as housing production costs rose dramatically in the years

Savage resident Delilah Cook with daughter DeJonique. Her son Isaial, age 10, and daughter Briana, age 8, are not pictured.



July 1992

Hollman lawsuit filed by Legal Aid and NAACP.

July 1992 – December 1994

Parties to the lawsuit (Legal Aid, NAACP, City of Minneapolis, MPHA, MCDA, HUD and Metropolitan Council) negotiated settlement terms.

January 6, 1995

Settlement terms agreed to in Congressman Martin Sabo’s office in Washington, D.C.

January 13, 1995

Minneapolis City Council approves settlement terms.

April 20, 1995

Fourth Federal District Court in Minneapolis approves the settlement by signing the Hollman Consent Decree.

March & May 1996

HUD approves demolition applications for Glenwood, Olson and Lyndale.

February 1996 – November 1996

Near northside Community Focus Groups meet continuously and issue a report of their recommendations for redevelopment of the site to be a mixed-income community with new outdoor amenities.

1995 – 1997

Sumner Field and Olson families complete relocation.

CELEBRATE PARTNERSHIPS



following the settlement. Also, many suburban jurisdictions, while open to accepting Hollman units in their communities, lacked the capacity to do so. And due to a tight housing market, it was difficult to recruit landlords willing to participate in the Section 8 voucher program—leaving hundreds of the new Section 8 certificates unutilized.

In order to address these concerns and speed up the suburban implementation process, the Family Housing Fund convened the Hollman Implementation Group with representatives from all defendant organizations as well as the Minnesota Housing Finance Agency, all seven metropolitan counties, and the St. Paul Public Housing Authority. In partnership, the group systematically tackled many of the barriers to suburban development by identifying gap funding sources, marketing to landlords for the Section 8 program, and identifying the Metropolitan Council’s Housing and Redevelopment Authority as the best positioned to take on the public housing contract for suburban jurisdictions that lacked the capacity to do so for themselves. The program that was created and utilized to produce replacement housing units in suburban communities is called the Metropolitan Housing Opportunities Program (MHOP).

“Affordable housing is about all of us. We know that it is an important economic component for the livability of all cities,” said Metropolitan Council Deputy Regional Administrator Caren Dewar, who said they did run into some community resistance. “At first, people were opposed to having public housing units next door to them. Now, they want to thank us. Hollman is helping break the stigma of public housing.”

“The affordable housing funders reacted immediately and committed fully to implementing Hollman. We acted to change priorities so that all affordable housing resources were devoted to that goal,” said Minnesota Housing Finance Agency Commissioner Katherine Hadley, who took some early heat from suburban communities for putting such high priority on Hollman units. “The funders and other partners fully appreciated how valuable these resources were for low-income families in the Twin Cities.”

successes to date

While the technical and emotional challenges made the going slow at first, the pace has picked up enormously the past few years, and Hollman is now in the process of achieving a major portion of what was called for in the Consent Decree. Prior to the demolition of all 770 family housing units, all 514 families remaining on the near northside were successfully relocated, and 82 became new homeowners through relocation. As of November 2002, 55 percent of the replacement units are completed, including nearly 350 in the suburbs.

Woodbury resident Monifa Owens with her three children Anthony, age 12, (top) Angelique, age three (middle) and Anton, age seven. (bottom)

January 1997

August 1997

November 1997

December 1997

May 1998

August 1998

December 1998

April 1999

HousingLink, created to provide a centralized housing information system for low-income families, begins operations as an independent non-profit organization.

The first suburban Hollman replacement units in the Metropolitan Housing Opportunities Program (MHOP) are completed and occupied in Scott County.

The next MHOP suburban units are completed and occupied in Minnetonka and Chaska.

Minneapolis City Council approves action plan for redevelopment of the near north-side site

MPHA asks the Family Housing Fund to convene the Hollman Implementation Group to identify barriers and develop strategies to spur the development of the 490 suburban Hollman units.

Residents begin relocation process from Glenwood-Lyndale.

56 replacement units now completed, all suburban MHOP units.

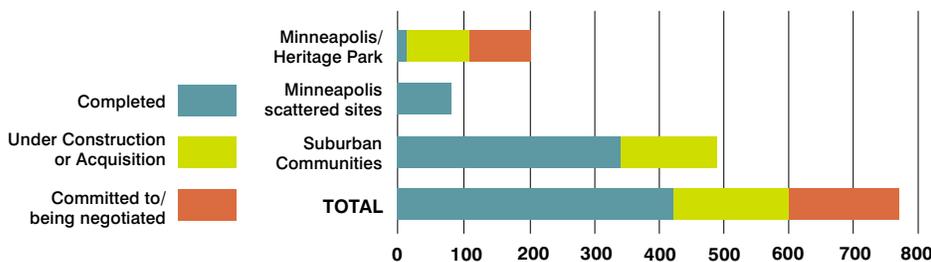
First eight Minneapolis replacement units completed.

“At first, we were very frustrated by the slow pace of the implementation process. At this point, however, some real substantial progress has been made. The light at the end of the tunnel is becoming increasingly bright.”

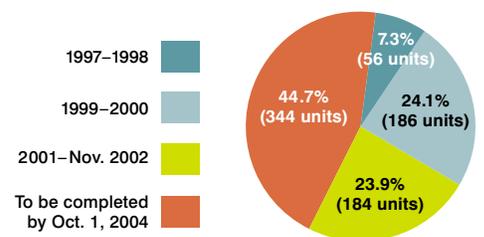
— Tim Thomson, litigation director of the Minneapolis Legal Aid Society and lead council for the plaintiffs

Another 24 percent are under construction or acquisition, and the final 21 percent of units are committed to and being negotiated. And, in November 2002, the first displaced families began to move back to Heritage Park, the redeveloped near northside. As called for in the Consent Decree, HousingLink, an independent non-profit organization, has been created to help seekers locate affordable housing units throughout the metropolitan area. There also seems to be general suburban acceptance of new Hollman units in parts of Washington, Hennepin, Carver, Ramsey, Anoka, and Scott counties.

COMPLETED REPLACEMENT UNITS TO DATE



REPLACEMENT HOUSING COMPLETION TIMELINE



the promise

Despite the obstacles and the challenges of Hollman, unprecedented collaboration among people in all areas of the housing industry has resulted in successful implementation planning for both the near northside redevelopment and the suburban replacement units. In fact, no other metropolitan area in the nation has been as successful as the Twin Cities in developing public housing units earmarked for the inner city in suburban communities.

Hollman is providing more and better quality affordable housing for low-income families—on the redeveloped near northside, in other areas of Minneapolis, and in suburban communities—and will do so for generations to come. Just a few years ago, many low-income families had little choice in where to find affordable rental housing. Through Hollman, families today and in the future have choices in over twenty-five Twin Cities' communities. Hollman is providing families with more locational choice when selecting housing, thus allowing families to reside closer to their jobs, explore new job or school opportunities, or live within stronger school systems for their children. And communities are experiencing

May 1999 June 8, 1999 September 1999 January 2000 November 2000 December 2000 March 2001 April 17, 2001

Lead Developer McCormack Baron selected by Implementation Committee and City Council for near northside redevelopment.

Demolition of Glenwood-Lyndale begins. Mayor calls for temporary halt to demolition so that parties can discuss options. Controversy over demolition broils during the summer.

Judge James Rosenbaum rules that demolition continues.

The Metropolitan Council Housing and Redevelopment Authority agrees to take on and develop Hollman units for suburban jurisdictions that lack the capacity to do so themselves.

Final demolition of all near northside housing units completed.

242 replacement units now completed, including 154 MHOP units.

Near northside redevelopment master plan approved by the city parties.

Last Glenwood-Lyndale family relocates, relocation completed.

CELEBRATE HOME COMMUNITY



Rita Tatosian's 10-year old daughter Sarah (top) with her bird, and daughter Rebekah with the family dog. (bottom)

greater racial and economic diversity—helping to fill jobs and create more cultural awareness. “We have had the great opportunity ourselves to learn about different cultures,” said Patti Sotis, former housing manager at Scott County HRA, the first suburban community to take on Hollman units. “It is wonderful having such diversity blended into one development—we all learn from this.”

The Owens, Tatosians, and Cooks demonstrate the real promise of Hollman. For all three women, Hollman has allowed them to provide a better environment for their children and pursue their own career goals. They are living proof of the fuller potential families can reach when having more and better housing choices. Tatosian has already left public housing and moved on to purchase a beautiful home for her family in New Prague. Owens plans to finish her degree in social work or psychology, find a job working with at-risk youth, and then locate new housing to allow another family to take her place. Cook continues to advance in her schooling and her nursing career, is able to spend more quality time with her children in a safer environment, and is working towards the goal of purchasing her own home. “After I am done with school and find a good job, I will move on so that this program can be helpful to someone else like it was for me and my family,” said Owens. “While

“After I am done with school and find a good job, I will move on so that this program can be helpful to someone else like it was for me and my family.”

— Monifa Owens, resident of Woodbury

it took some adjusting, I really do like it out here,” said Cook, whose younger sister lives with her and helps out with daycare for her three-year-old daughter. “This program has given me the freedom to work and go back to school.”

“Everyone was so helpful and supportive to me when I was in the program,” said Tatosian. “The quality of the housing was awesome and they did a great job with maintenance. If they hadn’t helped me, I would never have been able to buy a home and have the peace I feel now.”

While the full vision of Hollman has not yet been completely realized, many accomplishments have been achieved and should be celebrated. This success is due to the strength of the families like the Owens, Tatosians, and the Cooks, and to the commitment, dedication, and collaboration among people in all areas of the housing industry. So, whether the families now or those to follow know the complicated history of Hollman or not, hopefully they will know and feel that an opportunity has helped improve their lives and the lives of their children forever. That is the true promise of Hollman. It is a promise being lived out today and will be lived out for many decades into the future.

October 2, 2001

300+ people attend official near northside groundbreaking event. Site and infrastructure preparation work begins.

November 2001

First housing construction begins on near northside redevelopment.

November 2001

McCormack Baron/Legacy works with community committee in establishing the new name for the near northside redevelopment, Heritage Park.

April 2002 to the present

MPHA and McCormack Baron/Legacy begin and continue outreach to former public housing families displaced by demolition who have a priority at the new housing at Heritage Park.

July 29, 2002

The 10th anniversary of the filing of the Hollman lawsuit.

August 2002

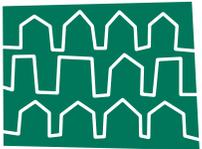
New boulevard connecting north and south Minneapolis through Heritage Park is named Van White Memorial Boulevard.

October 31, 2002

First Heritage Park housing units are completed and the first Heritage Park family moves in.

November 2002

Completed replacement units now at 426 (55% of the 770 to be replaced, 339 completed units in suburban communities. Another 181 units are currently under acquisition or construction.)



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