

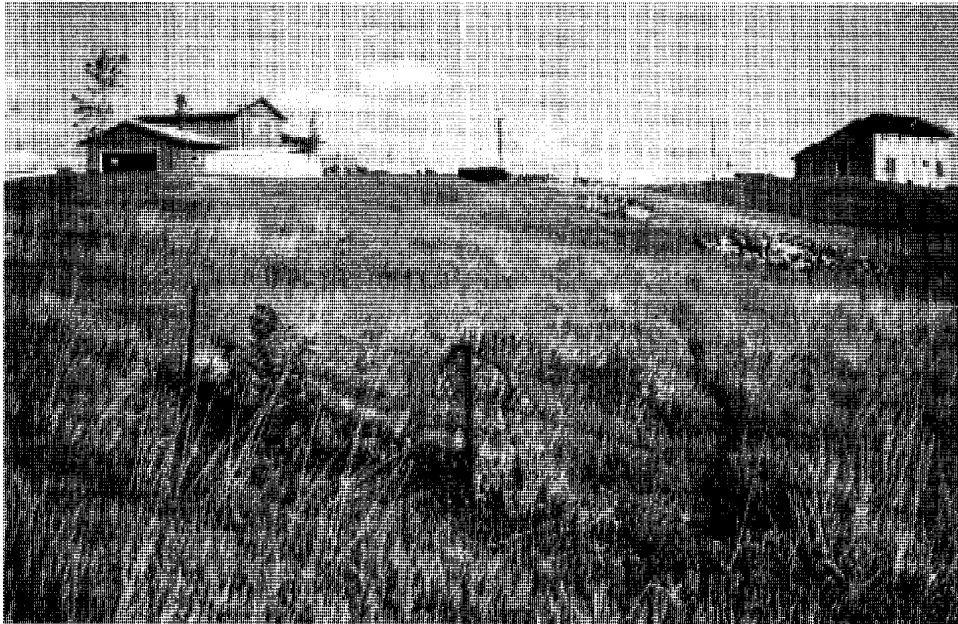


# reporter

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## Preserving Metro Area Farmland: A Survey and Perspective

by Darrell E. Napton and John R. Borchert



For two decades many people in the Twin Cities area have wanted to protect certain farmlands in the face of urban expansion. A recent CURA-sponsored survey helps to evaluate the protection effort. The survey also supplements an excellent report published by the Twin Cities Metropolitan Council in July 1985, summarizing the use of the 1980 Metropolitan Agricultural Preserves Act up to that time.\*

### Perceptions Vary

The nature of the farmland protection problem depends on one's viewpoint. Residents of the built-up urban areas have had a desire (for some real, for others abstract) to protect open space in the metropolitan fringe and a more generalized concern about long-term national and world needs for land to produce food and fibre. Urban pioneers, on small acreages or in small subdivisions on the expanding fringe, have a different view. They want to protect the openness of the lands surrounding them, lands which they enjoy though they do not own them.

\*Copies of that report (*Metropolitan Agricultural Preserves Act: A 1985 Status Report*, Publication No. 02-85-139) are available from the Metropolitan Council for \$1 each (phone 612/291-6464).

### CURA Has Moved Again

All of CURA's offices are now located on the third floor of the new Humphrey Center on the West Bank campus of the University. The phone number remains the same (612/373-7833). The All University Council on Aging, housed with CURA, also retains its same phone number (612/376-1759). The Southeast Asian Refugee Studies Project has moved into CURA's space in the Humphrey Center, as well, and retains its phone number (612/376-3486). Parking is available in the new West Bank Parking Ramp, 400 21st Avenue South, just north of Riverside Avenue, across 4th Street from Wilson Library and Rarig Center. The entrance is on 21st Avenue. Our new address:

Center for Urban and Regional Affairs  
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301 19th Avenue South  
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The University of Minnesota is committed to the policy that all persons shall have equal access to its programs, facilities, and employment without regard to race, religion, color, sex, national origin, handicap, age or veteran status.

Farmers view the problem, most often, as rising property taxes and heavy special assessments for urban-type improvements that they don't need. The rising costs of just holding onto their land, so that they can farm it as usual, threaten to squeeze them out of production.

Local government officials in the urban fringe view the problem as a rising demand for urban-type services along with rising land values and thus increases in assessed valuations and in taxes to pay for the services. Metropolitan Council and state officials view the problem as how to make efficient use of public funds to expand urban transportation, sewer, and water lines as development of the urban area spreads into surrounding farmlands. They try to influence the density and timing of development and also to offer just resolutions to the conflicts between urban pioneers, farmers, and local officials.

This variety of perceptions stems from observers who are at different stages and places in the very complex, on-going process of converting land from farming to urban uses. Land enters that process as farmland in the hands of a farmer, and it comes out as urban land in the hands of non-farmers.

### From the Farmers' Perspective

As the metropolitan area moves from farmland to urban land, farmers find dozens of possible stages and choices of action that might be pursued. Farmers can quit abruptly and sell their whole operation at once. They can shift from full-time to part-time, sell portions of their farm to reduce the size of their enterprise, or rent part or all of their land to another operator who may or may not be a full-time farmer. They can sell to a developer or another farmer or to someone in their own family who will continue to farm. Or they may combine any of these options in many possible ways at different times over a period of years.

Each farm family picks its way through the conversion process according to its own changing needs. The problems arise when some factor beyond their control forces a family to speed up or redirect its process of change. Except for personal calamity, the most common source of problems for metro area farmers has been the urbanization process itself. Rapidly escalating land values and the accompanying increases in taxes have often forced farmers to sell before they were ready to quit farming. These farmers may then be too old to find substitute employment. They may have planned to give over the ownership and operation of the land to their children. Scattered urban development accelerates the process of change and brings hardship for many farm families.

### How Government Has Responded

In 1967, the state legislature tried to bring greater order and efficiency into the urban fringe expansion process. They created the seven-county Metropolitan Council with responsibility to coordinate plans for the extension of roads, sewers, and other public urban improvements. They also enacted the Minnesota Agricultural Property Tax (Green Acres) Law in an effort to protect operating farms from the squeeze of urban property taxes. For farmers who participated in that program, special assessments were deferred until such time as the land was sold for urban purposes, and taxes were reduced except for the last three years before sale.

In 1975, the Metropolitan Council completed its Metropolitan Development Framework—a set of principles and a rough geographical frame to coordinate expansion investments by the many different governments and agencies across the region. An important part of the geographical frame was a line marking the outer limit of expansion of metropolitan urban services up to a given future year (see map). The urban services line is allowed to move outward with time, but it constrains planning and expansion during successive, limited periods. Also in 1975, the legislature passed the Metropolitan Land Planning Act. That law required each local government in the

seven-county area to prepare a comprehensive land use plan, for its jurisdiction, to be consistent with the Metropolitan Council's development framework. Thus steps were taken to try to make expansion of the state's metropolitan core somewhat more orderly.

### The Concept of Agricultural Preserves

Meanwhile, the Green Acres Program was attracting only a small fraction of the farmers who were eligible, and it was benefitting land speculators.\* In the same years, the environmental movement had stimulated Metropolitan Council concern about protecting farmland for seemingly global reasons. The result was council appointment of a rural area task force to review the status of farmland in the seven-county area. The work of the task force, coupled with the observed shortcomings of the Green Acres Program, led to passage of the Metropolitan Agricultural Preserves Act in 1980. The act established a new way of preserving agricultural land for farm use only, while sheltering it from the rising taxes needed for expanding urban development.

\*See: Gregg Larson, *Differential Assessment of Farmland in Anoka County*, unpublished M. A. Thesis, University of Minnesota, June, 1975; Alan Hopeman, *Green Acres Law: The Use of Differential Assessment in Minnesota*, St. Paul: State of Minnesota House of Representatives Research Department, 1978.

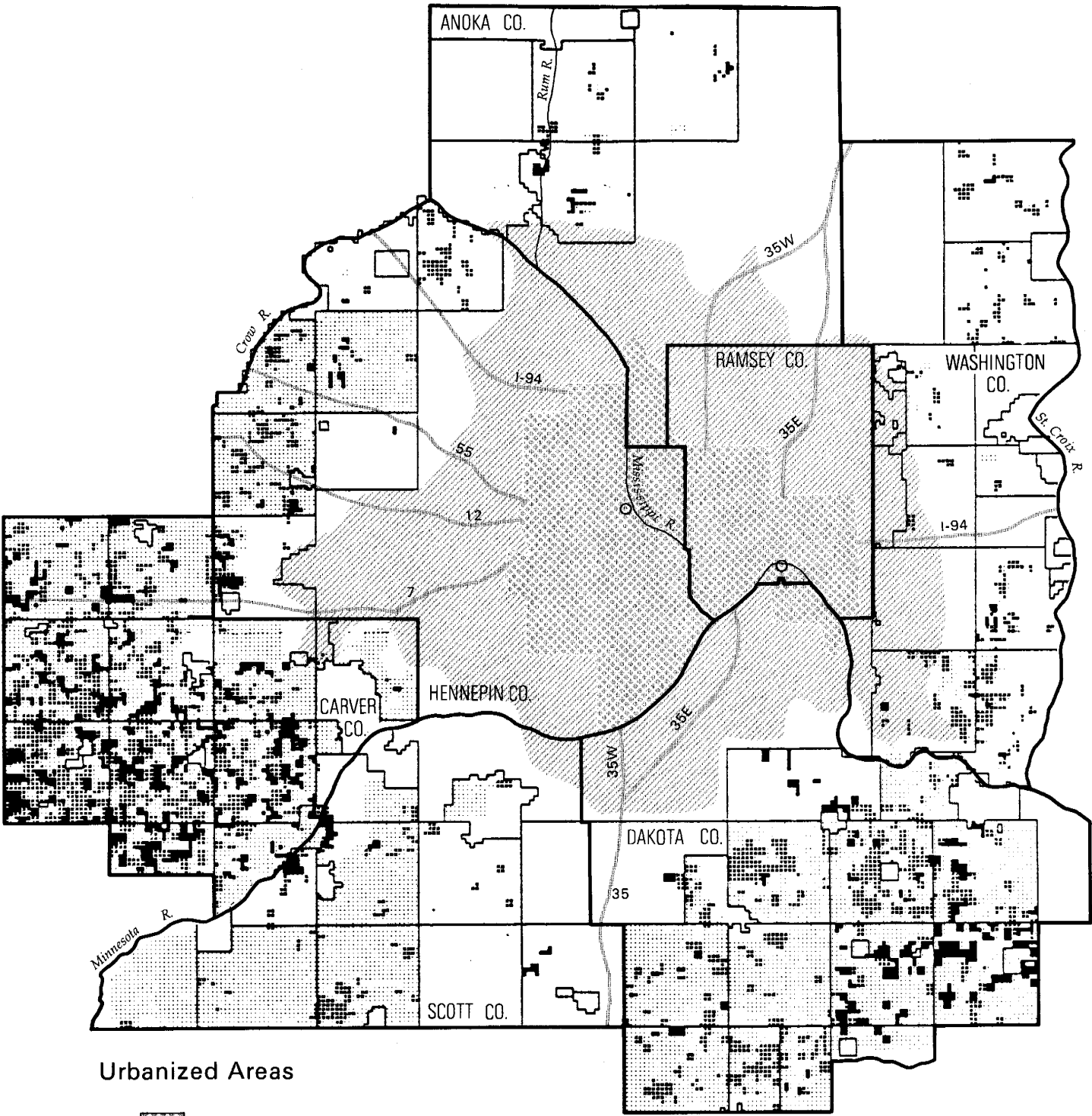
## The Metropolitan Agricultural Preserves Program

The Metropolitan Agricultural Preserves Act, passed in 1980, permits local governments in the seven-county Twin Cities area to establish agricultural preserves as a way of protecting farmland from urban development. The process begins with a county, township, or municipality. The local government must adopt a comprehensive plan that includes a zone designated for long-term agricultural use and allows no more than one dwelling unit per forty acres on that land. The local government may then certify the land eligible for benefits under the Metropolitan Agricultural Preserves Program, and accept applications from individual landowners to enroll in the program (see map). The applicants agree to a restrictive covenant limiting non-farm use of the land, in accord with the comprehensive plan. At any time they may give an expiration notice to withdraw their land from preserve status eight years from the time they give notice. Normally a land parcel must be at least forty acres to be eligible for enrollment.



Land in the program cannot be taxed at a mill rate higher than an upper limit based on statewide rural rates. The result is normally a tax reduction, and the state pays the local government the difference between the reduced tax and what the farmer would have paid without the Agricultural Preserves Program. There are other benefits, as well. Land enrolled in the program is assessed according to its value for agricultural production rather than its market value for potential urban development. Municipalities normally cannot annex the land, and they cannot levy special assessments against it for urban water or sewer improvements. The land cannot be acquired under eminent domain for a nonfarm use unless there is no reasonable alternative.

The act requires the Metropolitan Council to monitor the planning, certification, and enrollment process and to provide information to the public and the legislature; although initiative and zoning are in the hands of local governments and individual landowners.




# Agricultural Preserves and Expanding Urban Areas in the Twin Cities Metro Area



## Urbanized Areas

-  Fully developed Urban Service Area as of 1985
-  Planned urbanization in this area through 1990

## Agricultural Preserves

-  Lands certified by local governments as eligible for the Agricultural Preserves Program
-  Lands held in covenant by farmers who have entered the Agricultural Preserves Program
-  Covenanted lands where farmers have given an expiration notice to take the land out of the Agricultural Preserves Program in eight years

Data from **Metropolitan Agricultural Preserves Act: A 1985 Status Report** (St. Paul: Metropolitan Council of the Twin Cities Area, July 1985), pp. 3 and 18.

In a sense, both the Green Acres and Metropolitan Agricultural Preserves Acts were attempts to adapt land use planning and property tax policy to the complexity of the farmland urbanization process. Raising property taxes generally in an area where scattered farms have been sold for urban development does not take into account the variety of individual circumstances of farmers in that area. The two acts attempted to provide more flexibility. The more sophisticated Agricultural Preserves Program tried to reward and encourage farmers' efforts to look ahead eight years or more in planning their response to urban expansion. It tried to permit step-wise conversion to suit individual family circumstances. As a by-product it tried to bring more order and less scatter into the expansion of urban public improvements. In the long run, of course, urban growth cannot be accommodated without some reduction of farm and woodland.

### Is the Program Working?

By February 1985, 1,173 farmland owners had enrolled in the Metropolitan Agricultural Preserves (MAP) Program. A CURA-sponsored questionnaire survey in the summer of 1985 contacted both participants and nonparticipants to seek the reasons for their decisions and some evaluation of how the program is working.

At that time the participants represented about 21 percent of the total number holding farms in the seven-county metro area and they controlled about 18 percent of the farmland recorded by the 1982 U.S. Census (Table 1). The areas certified by local governments as eligible for the Agricultural Preserves Program included more than two-thirds of all farm acreage in the seven counties. Most of the certified areas were on the naturally good agricultural land in the most remote districts west and south of the urban area (see map), although there were notable gaps on comparatively good land in northwestern Anoka County, in the I-35 corridor in eastern Scott County, and in the southern Washington County prairies. Certification of large blocks appeared to indicate a commitment to farming, a recognition that public improvements would not arrive for many years, or both. The certified lands were so strongly clustered on the map that 96 percent lay within the area originally delimited by the Metropolitan Council as Commercial Agriculture Regions, and 94 percent were still within the same zone after it was considerably reduced in 1985. Land enrolled in the Agricultural Preserves Program followed the same geographical pattern as certified land, but the density varied a great deal, reflecting the limited and widely varying participation in the program.

### The CURA Survey

Questionnaires were mailed to 371 participants in the MAP program and 546 nonparticipants. The mailing list was equal to the total number of farms enrolled, or about 28 percent of all farms in those minor civil divi-

**Table 1. THE SEVEN-COUNTY AREA FARMS, FARMLAND, AND ENROLLMENT IN METROPOLITAN AGRICULTURAL PRESERVES (MAP) PROGRAM**

	NUMBER OF FARMS				
	Total	Resident Owners <sup>1</sup> 1982	Part-time Owners <sup>2</sup> 1982	Enrolled in MAP 1985	Percentage Enrolled
Anoka	633	529	330	19	3
Carver	1141	962	330	570	50
Dakota	1084	843	369	309	29
Hennepin	940	758	405	121	13
Ramsey	82	54	34	0	0
Scott	981	764	402	49	5
Washington	801	661	387	105	13
Total	5662	4571	2257	1173	21

	THOUSANDS OF ACRES			
	In Farms 1982	Certified for MAP 1985	Enrolled in MAP 1985	Percentage Enrolled
Anoka	83.8	3.5	3.1	4
Carver	175.0	204.9 <sup>3</sup>	75.3	43
Dakota	239.2	213.3	49.5	21
Hennepin	111.0	64.4	12.0	11
Ramsey	3.4	0.0	0.0	0
Scott	146.3	96.2	7.7	5
Washington	126.6	19.0	12.5	10
Total	885.3	601.3	160.1	18

1. Farm whose owner resides on the farmland.

2. Farm whose owner works more than 200 days per year off the farm.

3. The fact that the acreage certified exceeds the acreage in farms probably results from blanket certification of open areas which are not entirely farmed by census respondents.

Source: 1982 figures from U.S. Census of Agriculture, 1982; 1985 figures from Metropolitan Agricultural Preserves Act: A Status Report, St. Paul: Twin Cities Metropolitan Council, July 1985.

sions with MAP participants.\* Seventy-five percent of the participants and 55 percent of the nonparticipants returned completed questionnaires. There were thirty-four questions on farm operations, neighborhood urban expansion, the Metropolitan Agricultural Preserves Act and participation in it, and space for additional comments.

### Farmers Who Responded to the Survey

Participants and nonparticipants differed significantly in where and how they held land and farmed it (Table 2). Participants were much more likely to own the land they

farmed, more likely to be active farmers, more likely to have a relative who wants to take over their farm when they retire, and much more likely to live within the Metropolitan Council's Commercial Agriculture Regions. But one-third to one-half of the nonparticipants were also owner-residents, active farmers, with an heir who wants the farm; and nearly half of the participants were part-time farmers. Thus the two groups combined reflect the full spectrum of farmers involved in the farm-to-urban land conversion process.

### Views About Farming and the Threat of Urbanization

Participants and nonparticipants also held somewhat contrasting views of farming, farmers' problems with urbanization, and the Agricultural Preserves Program (Table 3).

On a scale of *serious*, *slight*, or *none*, eight problems were rated *serious* by both participants and nonparticipants. Although both groups ranked the problems in almost identical order of importance, the participants were significantly more likely to think that the problems were *serious*. Only *taxes* were marked *serious* by more than half the respondents in either group. Specific concerns about the threat of landfills for waste disposal and the partly-tax-related problem of being able to keep the farm in the family loomed as *serious* to nearly half the participants. Roughly one-third of the participants

\*The sample was drawn from July 1984, Metropolitan Agricultural Preserves (MAP) Program enrollment together with farms recorded in the 1975 Minnesota State Agricultural Census—the most recent available data at the time the survey was being planned. Of 3,290 farmers within the seven-county area, 832 (25.3 percent) were enrolled in MAP. The total number of farms in each minor civil division (or rural town or municipality) was multiplied by 25.3 percent to obtain the number of farms to be sampled in that area. If the product was an odd number, it was rounded upward to the next even number. That even number was then divided equally between MAP program participants and nonparticipants. If there were not enough farmers in one of those groups to provide the number needed for the sample, the remainder was drawn from the other group. For example, one township had 67 farms in 1975;  $67 \times 0.253 = 17; 17 + 1 =$  a total required sample of 18;  $18 \times 0.5 = 9$  farms to be sampled from each of the two groups—participants and nonparticipants. But only one farmer was enrolled in the MAP program in that township. Therefore eight additional nonparticipants had to be sampled from that township in order to bring the total number of farms sampled to the required 18. Thus in that township, the one participant received a questionnaire, and so did 17 nonparticipants. This procedure prevented undersampling of nonparticipants in areas with few farmers enrolled in the program, and also prevented oversampling of participants where most farmers were enrolled. When the sample required was less than 100 percent, farmers were drawn randomly from the lists of participants and nonparticipants.

**Table 2. CHARACTERISTICS OF FARMERS RESPONDING TO THE SURVEY (Percentages of Total)**

	Participants in the Agricultural Preserves Program	Nonparticipants
Own the land they farm	74	54
Active farmers	86	67
Relative or heir who wants the farm	65	41
Farmland located in Commercial Agricultural Area (Metro Council)	65	19
At least some work off the farm	44	67

**Table 3. CONTRASTING VIEWS OF AGRICULTURAL PRESERVES PROGRAM PARTICIPANTS AND NONPARTICIPANTS**

	Participants	Nonparticipants
<b>Problems Rated <i>Serious</i></b>		
Taxes	65	57
Landfills	48	32
Transfer of land to children	41	34
Uncertainty	38	27
Increasing land prices	34	26
Threat of eminent domain	33	18
Loss of productive crop land	32	20
Urbanization, loss of rural character	28	17
<b>View of Market for Farmland</b>		
Believe there is active market for their land	60	56
Have received or made sale inquiries in the last 5 years	21	29
Sold land in past 3 years	3	12
Plan to sell in the next 5 years	4	7
Considering selling entire farm	7	13
<b>Attitude Toward Farming</b>		
Greatly committed to farming	64	38
Not committed	9	31
Invested in farm improvements in the past 5 years	64	51
Consider land <i>prime agricultural quality</i>	28	20
<b>View of Agricultural Preserves Program</b>		
<b>Familiarity:</b>		
Familiar with details of program	93	38
Unfamiliarity affected decision to participate		58
<b>Expectations:</b>		
Will help to keep neighborhood in farming	58	29
Will ease transfer of farm to children	46	28
<b>Possible changes:</b>		
Impose a minimum percentage of farm cropped	59	47
Impose minimum required percentage tillable	47	51
More aid to farmers in <i>high growth</i> areas	61	47
Exclude farmers in <i>high growth</i> areas	26	46
Exclude part-time farmers	26	48
Participate in Green Acres	25	46

ranked as *serious* each of several other problems that are partly related to taxes and result from urbanization in the metro area. Only about one-fourth of the participants considered their land to be of *prime agricultural quality*, although most of them clearly live on some of the best farmland within this metropolitan area. Apparently they hold no illusions that their action is aimed at assuring the world's future agricultural land supply.

More than half of both the participants and nonparticipants assume that their

farms are located within the active urban land market. Significant but much smaller numbers have considered selling or have sold in the past three to five years. Farmers not participating in the Agricultural Preserves Program are more likely to have been engaged in the market. Conversely, many more farmers participating in the program expressed their commitment to farming, in principle, and have backed that commitment with investments in farm improvements in the past three to five years. Yet, more than half of the less-committed

nonparticipants said that they, also, had made farm improvements in the same period. Although the nonparticipating farmers had emphasized such items as fences, buildings, and driveways, nearly 40 percent of them had also invested in such things as conservation projects and storage facilities. Again, it seems clear that while the law forces the farmers to divide simply into two groups—in the program or out—the reality is more complex, and many similar circumstances shade across parts of both groups.

### Reaction to the Agricultural Preserves Program

Familiarity or ignorance of the Agricultural Preserves Program provided the most striking contrast between participants and nonparticipants. Virtually all of the participants were familiar with the program. (A few evidently had enrolled on advice of friends, without understanding the act themselves.) But little more than one-third of the nonparticipants understood it, and well over half said their unfamiliarity with the program had affected their decision not to participate. Expectations of the program appear to be modest. Participants naturally have more hopes than nonparticipants, but no one views it as a panacea. More than half of the participants feel that the definitions of farming, for purposes of the program, should be tightened somewhat—especially by imposing a minimum requirement of the proportion of the farm in cultivation. A majority of all participants feel that there should be some sort of extra help for preserving farmland in areas already experiencing *high growth*.

Although the intent of the program is to preserve farming as both a land use and an occupation in the metropolitan fringe, only 26 percent of the participants think it should exclude part-time farmers. That number represents not quite half of the full-time operators now enrolled in the program. They were swamped by the other full-time farmers in the program, together with the large number of part-time farmers who are already participating (see Table 2, item "At least some work off the farm"). It may well be true that many of those full-time farmers who now participate expect to become part-time in the near future and want to be able to continue to enroll in the program after they make the shift. Metropolitan Council data show that a large and growing number of farmers are signing eight-year expiration notices at the same time that they enroll in the program.\* Such behavior, along with the pattern of response on part-time farming, reflects an uncertain commitment to farming in a time and place of transition.

The nonparticipants were generally ambivalent concerning possible changes in the program. Their aggregate opinions must be discounted somewhat in any case, since many who suggested changes in the program had also said they were not familiar with it.

\*Metropolitan Agricultural Preserves Act: A 1985 Status Report, p. 5, Table I.



## The Decision to Enter the Agricultural Preserves Program

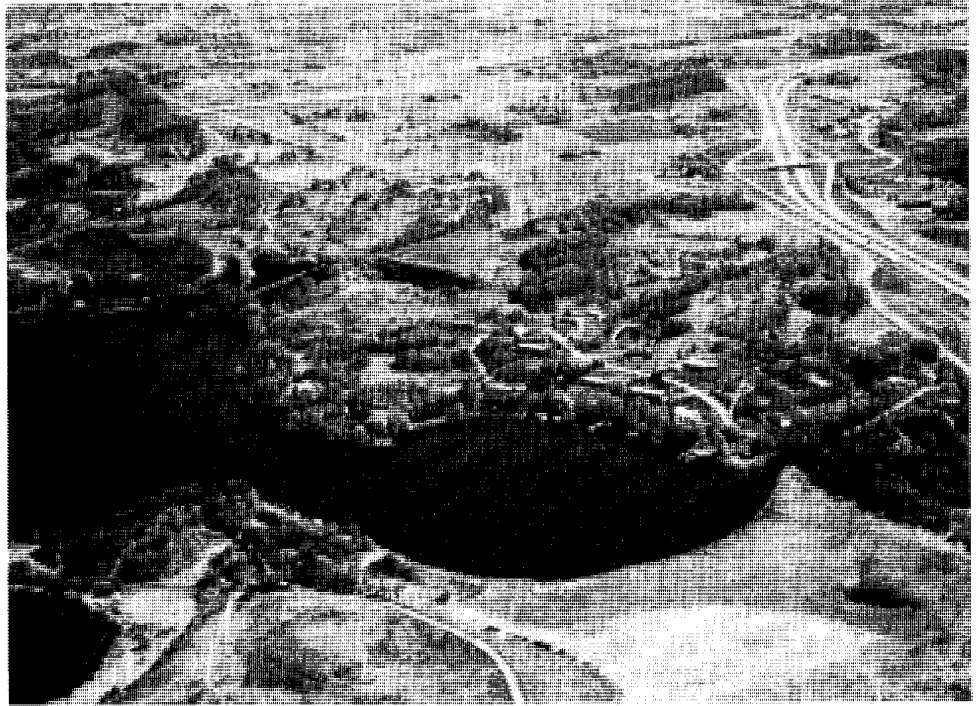
Ninety-three percent of the participants and 38 percent of the nonparticipants (those who said they were familiar with the program) presumably made their decision to enroll or not to enroll by informed choice. Table 4 lists the principal reasons for those choices. Of overwhelming importance were property tax reduction and interrelated economic and emotional concerns about farmland preservation. Yet fears of landfill incursions—both real and abstract—were virtually as important as the positive economic and agricultural considerations.

Nearly two-thirds of the nonparticipants said they stayed out because they saw no significant benefit from the tax reductions and possibly a loss of land value; and they saw the program as one more public restriction of their ownership rights. The number who expressed those reasons for nonparticipation was nearly twice as large as the number who said they understood the program. Thus the grounds for the opinions might be questioned in at least half of the cases. Their concerns suggest major topics on which more public information is needed. The expressed dislike of Metropolitan Council involvement, though not material to knowledge of the Agricultural Preserves Program, suggests another well-known, continuing need for public information. On the other hand, the uncertainty about continuing in farming, and possible plans to develop, are based on the farmer's unique knowledge of his own affairs and reflect once more the wide range of possible circumstances within the farm-to-urban conversion process.

### What Might Change Decisions Against Enrolling

The wide range and transitional nature of individual circumstances were further reflected in other ways. Of the nonparticipants who were familiar with the program, most said they would consider future participation if they saw the real threat of either a special assessment for urban development or a landfill. One-fourth of the farmers who are enrolled, and nearly half of those not enrolled still have land under the earlier and less restrictive Green Acres Program. A closer look at those enrolled in Green Acres might well reflect the fact that they are preparing to sell some of their land and will continue to farm the rest for eight years or perhaps much longer.

Forty-six percent of the nonparticipants suggested that increased property tax savings allowances would increase participation. But the remaining 54 percent thought more tax benefits would make no difference worth mentioning. That ambivalence is suggested by other data, as well. For example, the Metropolitan Council estimated 1985 tax savings per acre to be higher in general in Carver County than in Dakota; and, to be sure, overall participation is also higher in



Carver County.\* Yet the levels of participation in Vermillion Township, in Dakota County, and Camden Township, in Carver County, are similar even though tax savings per acre in Camden are more than four times as high as those in Vermillion. Two Scott County townships with exceptionally high estimated tax savings per acre have very low levels of participation. The tax incentives are clearly only one factor among many, and the factors combine in many different ways for different farmers at different times.

### In Conclusion

The Metropolitan Agricultural Preserves Act sought to increase fairness and order in the complex land conversion process, with flexibility to accommodate the variety of cir-

cumstances of individual farmers and local governments on the metropolitan fringe.

The program appears to be fair, although certainty about that still awaits a careful analysis of the relationship between tax savings and land values on the land enrolled. The survey produced no indication of either resentment of the tax reductions by any respondents or resentments of the required covenants by any of the participants. The program also appears to be at least reinforcing an order in the metropolitan land use pattern that has long been encouraged by the geography of soil, slope, drainage, and accessibility.

The program's flexibility has been provided mainly by the open choice to participate or not. The map of participants reflects the choices of individuals and elected local government officials. The pattern is clear enough to guide the Metropolitan Council's revision of the boundary of its Commercial Agriculture Regions in 1985. Thus that piece of a public comprehensive land use

\*Metropolitan Agricultural Preserves Act: A 1985 Status Report, pp. 9, 18.

**Table 4. REASONS FOR CHOICE TO PARTICIPATE OR NOT IN AGRICULTURAL PRESERVES PROGRAM**  
(Percentage who said the reason applied *very much* or *somewhat*)

	Participants	Nonparticipants
Keep productive land in farming	88	
Reduce taxes	82	
Keep rural character of neighborhood	75	
Sense of stewardship toward the land	71	
Avoid landfill	71	
See no tax benefit		66
Participation might lower land value		64
Dislike additional restrictions		63
Dislike Metropolitan Council involvement		52
Not sure of farming 8 more years		44
Plan to develop		29

plan is now in fact the aggregate of the individual plans of the land owners involved—at least as far as public information and knowledge would permit. One could surely argue that in this metropolis, with a political democracy and more than half a million separate, private land holdings, any public comprehensive land use plan ideally would strongly reflect the aggregate of the plans of landowners. Of course, that kind of democratic planning process depends upon informed participation. In this case there is still room for much improvement. Twenty percent of the relevant landowners made an informed choice to participate, and 30 percent made an informed choice not to. The remaining 50 percent apparently defaulted, with little understanding or none.

In part the limited participation may reflect the complexity of the land conversion process. The law's basic presumptions are necessarily an oversimplification of the process it is trying to regulate. Its provisions cannot be necessary or workable for all farmers in all locations outside the developed area at any given time. But it appears that both the need for the program and its effectiveness would be clearer if more of the region's farmers knew more about it. The program lays out a challenge to the Metropolitan Council, to local elected officials, and to farmers.

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**Photos by John R. Borchert**

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# The Business Firm as an Instrument of Social Change: A Colombian Model

*by Chip Peterson*

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Colombia's *Fundación Social* and affiliated firms, formerly known collectively as the *Grupo Social*, is a corporate conglomerate dedicated to establishing social justice. Although the fundación's roots go back to the 1911 founding of a small workers' savings association under the tutelage of a Spanish Jesuit priest, it has undergone a metamorphosis in recent years. Between 1972 and 1985 it expanded from two to twenty-three firms, all belonging to the financial and services sectors of the Colombian economy, and its assets grew from \$500,000 to \$500,000,000 (U. S. dollars).

The principles on which *Fundación Social* bases its activities are most unusual for a corporation: the business firm is seen primarily as an instrument for social justice. Its core objective is to serve the poor. In doing this the needs and aspirations of the poor themselves are followed, so that in the process the poor are changed from passive receptors to active agents of their own progress. Thus, profits become an effective and valid tool for producing social change but are not allowed to become an end in themselves.

The organizational structure and decision-making processes of *Fundación Social* are as unusual as its principles. The *Fundación Social*, which serves as the holding company coordinating all twenty-three firms, is a nonprofit foundation under Colombian law. It is the primary stockholder—directly or indirectly—in all its affiliated firms, many of which are legally constituted as profit-making corporations. Annually the profits of the twenty-three firms are pooled and the twenty-three managers compete for the funds necessary to carry out their plans, particularly in the third year of the rolling triennium for which they must submit plans. Criteria for allocating resources among the firms include both their financial effectiveness and their social impact.

The fundación's governance seeks to assure that profits will not be allowed to become ends in themselves rather than means to the larger end of promoting social justice. It has two chief executive officers and two boards of directors. The General Manager, comparable to the CEO of traditional corporations, bears the primary responsibility for the financial management of the organization. He reports to the Council

of Directors, composed of lay people who are experts in areas such as finance, administration, and public policy. The Social Policy Director, a Jesuit priest, provides moral and spiritual guidance. As "moral auditor" of the enterprise, he and the Jesuit-dominated Social Policy Council, to which he reports, are responsible for articulating the fundación's values, principles, and goals and for assuring that the behavior of its firms remains true to them. They are the built-in voice for social criteria in priorities and everyday operations. Major policies are determined by consensus of the two boards of directors; if consensus cannot be reached, the position of the Social Policy Director prevails. The holding company in turn has the power to enforce its criteria on the other firms. Besides holding the purse strings, the fundación can remove and appoint firm managers, veto projects, or even liquidate firms.

The fundación's firms engage in a wide variety of programs. One has designed a savings and credit program to reach families traditionally untouched by formal financial institutions, so that today more than one in ten Colombian families has deposits with the *Caja Social de Ahorros*; the *caja's* credit program, using an ingenious system of collateral, has permitted it not only to extend loans to people traditionally considered too poor to be creditworthy but also to achieve the lowest default rate of any Colombian lending institution. *Projuventud*, the fundación's educational firm, offers a first-rate education to children from low-income families by using the physical facilities and some of the staff of prestigious private schools in off-hours; it also has extensive programs in adult education and community organizing. *Fundación Colmena*, a low-income housing firm, has de-emphasized mass construction on grounds that it cannot be brought within reach of the poorest families; instead it has now shifted its attention to establishing warehouses in very poor neighborhoods, buying building materials in large quantities for sale at below-market rates to owner-builders, and offering low cost consulting services on building one's own housing.

*Fundación Social* and its affiliated firms attempt to use their considerable size and prestige for political leverage to benefit the poor. Its corporation to capture private sav-

ings for investment in housing, Corporación Colmena, has lobbied successfully for several changes in Colombian housing laws: among the results are that other savings and housing corporations in the private sector now must also devote more of their resources to low-income housing and that credit institutions can now extend home-improvement loans to families in squatter settlements. Its fringe benefit firm, Compensar, has persuaded the government to regulate such firms more closely in order to end some of the abuses that Compensar officials had observed among its competitors.

Other firms work in such fields as construction (Promotora Colmena), insurance (Seguros Colmena), radio and television programming (Cenpro), leasing (Leasing Colmena), trust management (Fiduciaria Colmena), community education (Projuventud), venture capital (Corporación Financiera de Occidente), data processing (Prosistemas), publishing (Litosocial), and recreation for the poor (Servir).

In addition, the holding company (Fundación Social itself) orchestrates some large integrated projects that require the participation of several constituent firms. A microbusiness development program, for example, includes short courses in business skills (accounting, cost analysis, and investment, for example) given by Projuventud, small business loans by the Caja Social de Ahorros, and ancillary services by the leasing, radio/TV, computer, and fringe benefit firms. Six different firms also are involved in a massive community development project in a Bogotá squatter settlement. In the future the fundación also hopes to organize a multi-firm program in the agricultural sector.

Although Fundación Social is a lay organization whose employees represent a wide variety of religious and political perspectives, it is guided ethically and philosophically by the Jesuits and inspired by modern Catholic social teaching, especially its Latin American variety as expressed in the Acts of the Latin American Episcopal Conferences of Medellín (1968) and Puebla (1978).

Over the seven decades of its existence Fundación Social has gradually developed and refined a set of underlying principles which it calls its axiología. These achieved formal, systematic expression for the first time in the late 1970s and early 1980s in a series of documents written by Adán Londoño S.J., then Social Policy Director of the Grupo Social.

In the past year, sweeping changes have taken place in the conglomerate. Culminating four years of quiet conflict with much of the Jesuit community in Colombia, in mid-1984 Grupo Social was restructured, its name changed to Fundación Social y sus empresas afiliadas, and many of its top officials replaced. Since then the fundación has been undergoing a thorough self-assessment, reordering of priorities, and further reorganization and personnel changes.

A new expression of the axiología was published in April 1985 which presents the underlying philosophy of the new order. It is the work of the Social Policy Council of Fundación Social, and especially of the new Social Policy Director, Alberto Jiménez S.J. CURA has just published a translation of this work. Partial funding for the translation was provided by Honeywell. Copies of *Fundamental Principles and Model for Social Intervention of Colombia's Fundación Social* are available free-of-charge from CURA (612/373-7833 or use the order form in this CURA Reporter).

**Chip Peterson is coordinator of foreign studies for the University's Institute of International Studies. He initiated a contact between the University of Minnesota and Fundación Social in 1982 and remains the staff person for the Minnesota-Fundación connection.**

## The Link Between Minnesota and Fundación Social

In November of 1983 a representative of Colombia's Fundación Social spent two weeks in the Twin Cities giving a series of lectures and seminars describing the fundación. Since the spring of 1984 the University's Institute of International Studies has offered internships in Bogotá with the fundación. In March of that year CURA was asked to help publicize a Twin Cities visit by two representatives of the fundación. Since then a local ad-hoc steering committee has been formed with representatives from the academic, corporate, religious and community sectors in the Twin Cities. Members come from the University of Minnesota, Hamline, Honeywell, Norwest, United Theological Seminary, the Archdiocese of St. Paul-Minneapolis, Loaves and Fishes, the Joint Religious Legislative Committee, West Bank Community Development Corporation, Women's Economic Development Corporation, Community Design Center, Project for Pride in Living, Hispanic Women's Business Development Corporation, and the Citizens League.

Twenty-one people travelled to Bogotá this fall to experience first hand the work of Fundación Social. Follow-up pro-

grams are currently being planned. These will include extended internships for fundación members with Minnesota organizations, establishing marketing outlets in Minnesota for the fundación's micro-business project, and an in-depth study of the applicability of the fundación model to Minnesota organizations.

CURA and Honeywell have prepared a translation of the document which spells out the underlying principles of Fundación Social. In addition they have cooperated on a short research project on "social balance statements." A major interest of the fundación as well as the Minnesota steering committee has been methods for measuring the social impacts of individual business firms. An annotated list of resources on social balance impact was prepared by Freda Town, a research associate with CURA last summer, and is also available. Discussions continue about a joint social balance statement project between the fundación and interested organizations in Minnesota. Readers who would like more information about the Minnesota-Fundación Social connection should contact Fred Smith at CURA (612/373-7833).



# Public Housing for the Elderly: Reducing the Vacancy Rates in Minneapolis

by Jean K. Quam and Maryann Syers



The Minneapolis Community Development Agency (MCDA), which oversees public housing in the city of Minneapolis, has been under increasing public and political scrutiny over the last several years as a result of the high vacancy rate in its high-rise buildings for the elderly and its subsequent efforts made to deal with that vacancy rate. In February 1984, when MCDA proposed changing its eligibility criteria so that certain non-elderly populations could be placed in the vacant units, an enormous public reaction was sparked. Since then, MCDA has been bombarded with criticism of its management of the city's public housing for both the elderly and families. While the agency has initiated many changes in management and rental operations which have cut the vacancy rates within family housing, it has been relatively unsuccessful in decreasing vacancy rates in its housing for the elderly.

This study grew out of concern over the high vacancy rates in high-rises for the elderly and the efforts being made to alleviate the problem. The specific focus of the study was on the rental application process. It had been identified in other reports as one of the

major contributing factors to the high vacancy rate. However, as the study progressed, it expanded to consider not only the application process but also why the high vacancy rate continued to exist despite improvement in rental procedures and the widening of eligibility criteria.

During our study, MCDA was clearly an agency undergoing significant personnel changes, under constant public examination and criticism, and under strong political pressure to give evidence of improved services to its clients. The vacancy rate in MCDA high-rises for the elderly, recognized as one of the highest in the nation, had steadily increased—from 4.0 percent (214 vacant units) in 1980 to 10.7 percent (553 vacant units) at the end of 1984. In comparison, St. Paul had a vacancy rate of 3.3 percent, Milwaukee had 8.8 percent, Kansas City had 7.2 percent, and Seattle had only 1.6 percent. Despite a variety of efforts to improve the situation, the vacancy rate in Minneapolis did not decline during the first few months of 1985; it was 10.8 percent in February, 10.6 percent in March, and 10.7 percent in April.

The vacancy rate issue raises several policy questions: Is public housing needed as much as it once was for the elderly? Is competition from other housing alternatives making public housing the least desirable choice? Are the elderly best served when they are segregated in public housing sites or should they be expected to share space with other populations in need, such as the mentally ill and the homeless? These questions are beyond the scope of this study, but are inevitably raised and cry out for immediate consideration and action.

## Two Investigations

As the number of vacancies in the high-rises for the elderly continued to increase in the early part of 1984 and the Department of Housing and Urban Development (HUD) threatened to substantially reduce funding to MCDA, the need to examine the problem became critical. Two separate investigations were conducted which were particularly relevant—an analysis by the Earl Craig Company, commissioned by MCDA, and a study conducted by the Minneapolis Task Force on Public Housing, formed by Mayor Don Fraser.

## Report of the Minneapolis Task Force on Public Housing

In 1984, Fraser formed the Task Force on Public Housing to analyze data, trends, and issues and to develop strategies to address the needs of Minneapolis' low-income individuals. In September, the task force produced a lengthy report criticizing the structure and organization of the city's public housing operation as well as the inability of MCDA to maintain its properties in a good state of repair, to market its product, and to select "good tenants" and screen out problem tenants. Furthermore, the report stated that "elderly minorities are virtually excluded from the vast majority of high-rises," implying unequal treatment of minority applications in gaining access to the housing for the elderly.

The task force recommended that MCDA improve the procedures by which it processed applications and selected tenants. More specifically, the application process was described as "cumbersome," "agency-centered rather than client-centered," and "unreliable." It was found to be lengthy (taking several months) and to often include a home visit with a potential tenant, yet the process was unable to detect problem clients.

Despite these criticisms, changes were being made. A memo of June 18, 1984, from MCDA Executive Director Jim Heltzer indicated that the agency was in the process of devising a "streamlined procedure to move people from waiting lists into housing."

### The Craig Report

During the time that the task force was analyzing the problem, MCDA hired the Earl Craig Company to research issues specifically related to housing for the elderly. The company released its report in August 1984.\*

In general, the Craig report found that the elderly wanted security, neatness, privacy, and peace and quiet in housing and that they preferred private housing to public housing. Senior high-rises were the least preferred type of public housing. Private housing for the elderly, when it is affordable, offered more amenities and had fewer problem tenants than public housing. Public housing, however, offered more services.

According to the report, the elderly did not want to move into public housing units and they were particularly averse to certain neighborhoods—those associated with high crime, deteriorating buildings, and racial conflict. The aversion crossed all racial barriers and all income lines. Those elderly who did apply for public housing, experienced delays in the application process and were limited to viewing only one apartment unit per building. In its recommendations, the Craig report strongly urged the MCDA to market its product—high-rises for the elderly—far more attractively. The report reviewed alternatives available to MCDA, such as acceptance of higher vacancy rates, private management of some buildings, magnet programs to attract elderly to high vacancy buildings, and selling the buildings that persistently have high vacancy rates.

### Changes in Eligibility

In an effort to decrease the vacancy rates in the high-rise buildings for the elderly, MCDA initiated a series of changes in the eligibility criteria for admission. Until spring of 1984, the only individuals eligible for housing in the high-rises for the elderly were those who were either sixty-two or older or those non-elderly who were disabled and required the use of an elevator. Disabled persons who did not need an elevator could be housed only in family units. MCDA's attempt in early 1984 to open the high-rises to single, non-elderly, able-bodied persons was met with intense opposition from senior citizens, city council members, and other Minneapolis residents.

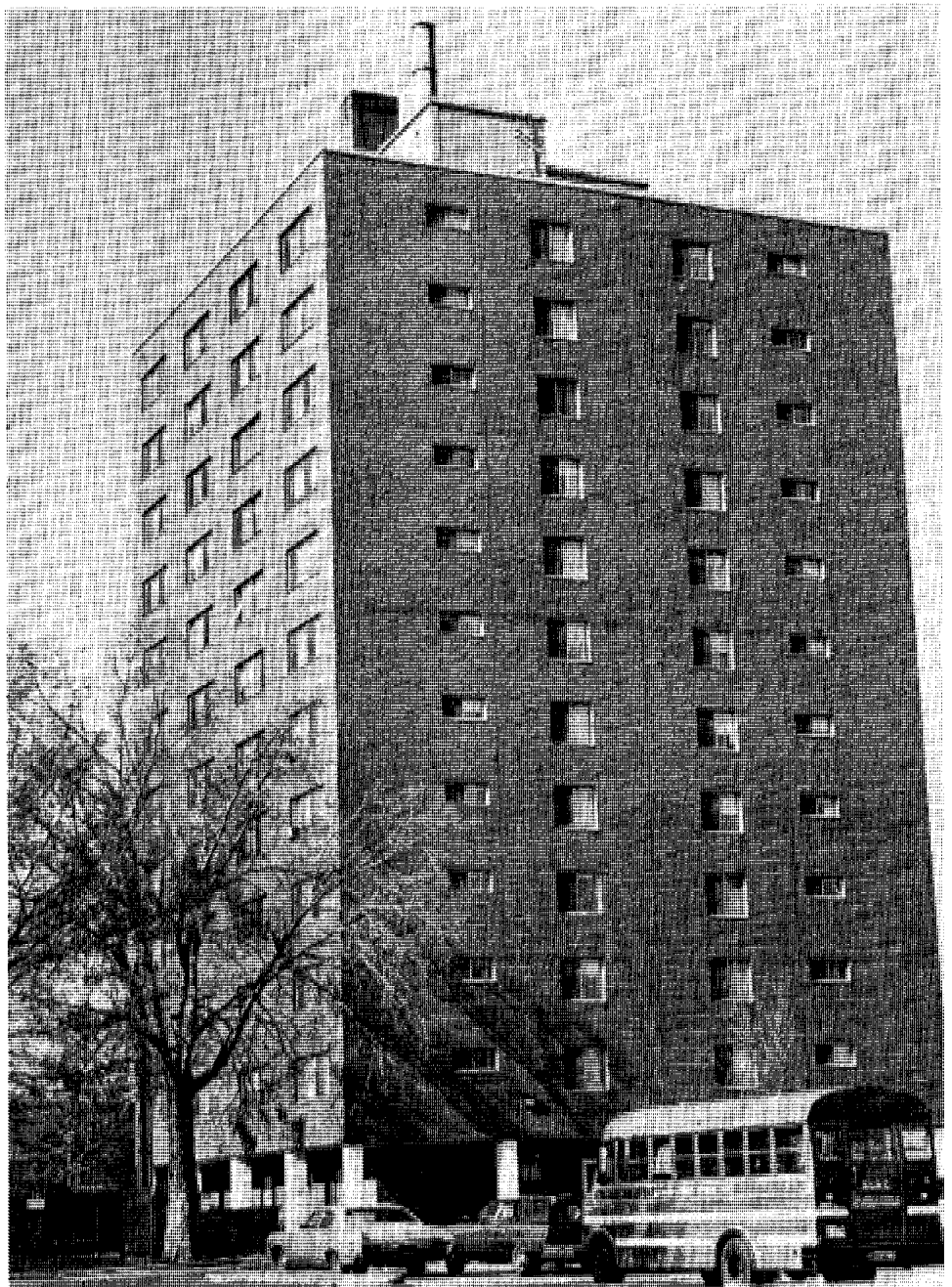
St. Paul for several years had been providing housing for this population in its high-rises for the elderly. But Minneapolis citizens associated the group with the "homeless" indigent people residing in area shelters or on the streets and feared that the safety of their elderly would be compromised.

The intense controversy that followed forced MCDA to forfeit its plan, but in March the agency quietly adopted a broader definition of disabled, which allowed for housing new groups of disabled individuals who did not require the use of an elevator. What this meant was that individuals with disorders such as chronic mental illness, chemical dependency, and mental retardation could now be housed in buildings for the el-

derly provided they could prove their ability to live independently.

A second change in the eligibility criteria was instituted in late August, when it was decided to allow non-elderly couples to apply for housing in buildings for the elderly. These couples did not have to be married and could include, for example, a mother and one of her children, a brother and sister, or any two unrelated persons who had a family-like relationship.

The final and most expansive change was made in May 1985, when MCDA allowed non-elderly, single, able-bodied individuals to apply for and be housed in high-rises for the elderly. However, these individuals were only to be housed in those buildings with the highest vacancy rates.



\*A monograph entitled *Know Your Market: A Research Study of Minneapolis Senior Citizens' Attitudes Toward Housing and An Examination of Minneapolis Senior Public Housing*.

## The Public Housing High-Rises

In the city of Minneapolis, there are approximately 73,000 persons over age sixty (36 percent male and 64 percent female; 96 percent white and 3 percent black). MCDA owns forty-three high-rise buildings: nine in North Minneapolis, fourteen in Southeast, and ten each in the northeast and southwest areas of the city. There are 5,153 units for the elderly: 83 percent are one bedroom, 16 percent are efficiencies, and less than one percent have two bedrooms. The average high-rise building is about seventeen years old, though the buildings range in age from nine to thirty-two years. Most are at the point of requiring major improvements.

According to 1980 data in the report from the Minneapolis Task Force on Public Housing, approximately 75 percent of all elderly blacks lived in the Sumner-Field complex and the four remaining high-rises in the near north side, while the remaining elderly blacks were widely disbursed among the other buildings. No single building, except those on the near north side, had more than twelve black tenants.

## The CURA/Academic Affairs Study

Data were collected for this study from interviews with rental office personnel, MCDA monthly progress reports, and from applications made to the rental office from January 1 through December 31, 1984. Interviews in the rental office were conducted over a six month period during which the rental office was under a tremendous amount of pressure to process and rent large numbers of units. In addition, during this time the rental office underwent a major reorganization creating considerable chaos and ambiguity for all personnel, particularly the management.

Most of the relevant information from housing applications had been computerized and was readily offered by MCDA. The data collected included the applicant's sex, age, and race; whether or not the applicant was disabled, was a resident of Minneapolis, or was a veteran; and how many adults would be sharing the rental unit. Dates of withdrawal, of leasing, or of offers made were also collected. The data were limited in two categories: sex and race. The computer information did not include the sex of the applicant, so we extrapolated from the individual's first name. During the period in which the data were collected, the rental application did not require the applicant to provide information about race. Instead, the office personnel taking the application filled in the racial designation based on personal contact with the applicant. Consequently, some of the applications did not have the applicant's race included or the information provided was unreliable.

**Table 1. PROFILE OF APPLICANTS AND APPLICANTS GRANTED LEASES IN PUBLIC HOUSING FOR THE ELDERLY, 1984\***

	All Applicants (1,293 total)	Applicants Granted Leases (437 total)
<b>Sex</b>		
Female	672 (55.2%)	253 (61.1%)
Male	545 (44.8%)	161 (38.9%)
<b>Age</b>		
Under 62	520 (40.2%)	114 (28.2%)
62 - 74	466 (36.1%)	186 (46.0%)
75 - 84	198 (15.3%)	75 (18.6%)
85 and over	109 (8.4%)	29 (7.2%)
<b>Disabled</b>		
Yes	578 (45.8%)	146 (33.4%)
No	685 (54.2%)	291 (66.6%)
<b>Race</b>		
White	563 (77.4%)	241 (75.7%)
Black	118 (16.3%)	52 (16.4%)
Other minority	46 (6.3%)	25 (7.9%)
<b>No. of Applicants</b>		
One	1,142 (90.4%)	399 (91.3%)
More than one	121 (9.6%)	38 (8.7%)
<b>Resident of Minneapolis</b>		
Yes	1,019 (80.7%)	363 (83.1%)
No	243 (19.3%)	74 (16.9%)
<b>Veteran</b>		
Yes	321 (25.4%)	113 (25.9%)
No	941 (74.6%)	324 (74.1%)

\*Answers were not available for all applicants for each of the characteristics listed. Percents are calculated for the number of answers given under each characteristic.

## Findings

In reviewing the applications, a picture emerged of the type of persons seeking and finding housing in high-rises for the elderly. Out of 1,293 applications, 55 percent were female and 45 percent male (Table 1). The majority of the applicants (60 percent) were over age 62, but the average age for all applicants was 59.9 years. The typical applicant was a woman, over the age of 62, white, neither disabled nor a veteran, and already a Minneapolis resident, expecting to live alone in the housing unit.

In comparing the profile of those who were actually leased housing with those who applied, it can be seen that women over age 62 (particularly in the groups 62-74 and 75-84) were over-represented in proportion to their numbers or more often housed than were other groups. On the important question of racism in housing, we found that black applicants were as likely to be housed as white applicants and, in fact, other minority applicants (American Indian, Hispanic, and Asian) were slightly more likely to be housed than white applicants. Those who were not disabled were also more likely to be housed than the disabled.

Since there was criticism about the quality and length of the application process, a comparison was made between the applicants who leased an apartment and those

who were withdrawn from consideration during the process (Table 2). There were 1,189 applicants in this analysis. The average length of time from application to lease was 118.9 days. From application to withdrawal, on the other hand, averaged 122.8 days. In the group that did not receive housing, there were no significant differences among any of the various characteristics with the exception of the number of adults expected to reside in the unit. In other words, it was as likely to take applicants as long if they were male or female, white or non-white, disabled or not disabled to find out if they would receive housing.

In the group granted leases, one was likely to obtain housing more quickly if one was older (over the age 62) and not disabled. It is important to note that one was as likely to be leased an apartment in approximately the same time regardless of one's race. It is also significant to note that in all categories (with the exception of two—age and disability), it took less time to be leased an apartment than to be refused one. If an applicant was younger than age 62 or disabled it took longer to be housed, but this may likely be due to the documentation that was necessary as a part of the application process (a physician's letter is required for disability).

Lastly, the total number of applications for public housing for the elderly remained

**Table 2. DAYS IN APPLICATION PROCESS FOR PUBLIC HOUSING FOR THE ELDERLY, 1984 (mean numbers)**

	Applicants Withdrawn* 752 total (average = 122.79)	Applicants Granted Leases 437 total (average = 118.89)
Sex		
Female	124.64	117.19
Male	125.00	115.85
Age		
62 years and over	122.85	104.85**
Under 62 years	127.54	151.83**
Race		
White	128.72	101.32
Nonwhite	133.90	114.68
Disabled		
Yes	126.58	156.51**
No	121.50	96.82**
Veteran		
Yes	125.75	105.62**
No	123.73	120.72**
Resident		
Yes	124.56	122.18**
No	123.16	90.54**
Number of Adults		
1	121.92**	116.80
2	145.31**	116.59
3	190.00**	127.00

\*Applicants denied housing and applicants who withdrew their own application.  
\*\*Indicates a significant difference among the numbers in this group: the results of an f test.

**Table 3. APPLICATIONS TAKEN BY MCDA RENTAL OFFICE, January 1984—March 1985**

1984 (1,373 total)							
January	86	April	116	July	129	October	123
February	93	May	98	August	134	November	114
March	129	June	115	September	132	December	104
1985 (354 total)							
January	88						
February	171						
March	137						

SOURCE: MCDA Report to the Commissioners, Monthly Progress Report #3, April 17, 1985.

fairly constant during 1984 (Table 3). However, there is some reason to believe that the expanded eligibility criteria is resulting in more applications since then. The number of applicants from January through March 1985 increased by eighty-eight as compared with the same time period in 1984—a 28 percent increase.

### Conclusions

The persistently high vacancy rate in Minneapolis' high-rises for the elderly has led to much discussion and many accusations but few positive outcomes. Initially, solutions to the problem seemed clear—fill up the vacant units with elderly residents more quickly or find other groups, such as the

homeless, in need of the housing. However, it is well documented in gerontological research that the elderly prefer to live in age-segregated housing and it became very clear from their public reaction to mixing populations in their building that the elderly in Minneapolis are not willing to share their housing with other groups that are perceived as frightening and potentially dangerous. A review of local newspapers, indicates that there is strong public opinion supporting that position.

As the Craig report strongly suggests, elderly are not as interested in, or as likely to live in, public housing as they once were and this tendency may become stronger in the future as private housing alternatives increase in numbers. The elderly currently liv-

ing in the high-rises are, in the meantime, growing older (the average age is seventy-seven) and they are leaving almost as quickly as new tenants are being found to fill empty units. According to the Craig report, in 1984, while 646 units were rented, 714 were vacated.\* Almost two-thirds of the departures were due to death or health-related problems.

A possible solution, if the demand is, in fact, declining for public housing, would be to relocate current elderly tenants into those buildings that are seen as safer, more desirable, and that generally have lower vacancy rates. The remaining buildings could then be used to house the newly emerging populations who are in need of housing.

Whether or not this idea is acted upon, the major responsibility for the vacancy problem will continue to fall on the MCDA rental unit. During our study, we found that despite tremendous pressures on this unit and very limited staff and resources, they were making strong efforts to alleviate the problem. Specifically, in relation to the application process, we found the following:

- There is no unequal treatment of minorities in the application process. Both black and other minority applicants were as likely to be housed in the same amount of time as non-minorities.
- Although it takes four months, on the average, to be either accepted or rejected for public housing, the process itself involves several steps—a home visit, documentation of disability, and a current landlord statement. These steps are needed in order to fully screen an applicant. If “problem tenants” are not screened out, bad publicity results which, in turn, contributes to fewer applications.
- Disabled applicants are less likely to be housed than others. Many are denied housing, however, because a doctor refuses to label them as disabled or because of a poor recommendation from their current landlord.
- Better documentation of client characteristics is needed, particularly for sex, race, and type of disability.
- Despite broad changes in eligibility criteria, there is an increase in the number of applications but no significant decrease in the vacancy rate.

MCDA has begun stronger marketing efforts to attract the elderly, negative publicity about the high-rises has subsided, and more applications are being received. It is possible that the combination of these efforts could reduce the overall vacancy rate

\*These figures are larger than the figures in our study because Craig used MCDA data while we used only the applications we reviewed. Our figures are more conservative because some of the data was missing.

in the next few months. However, there are strong demands being made on an already overworked unit. MCDA needs more trained personnel to screen applicants. It is important that they make sound judgments in selecting applicants for elderly housing, balancing the rights of an applicant for housing with the rights of those already housed to a safe community. Also, the policy decision of whether or not to mix populations in public housing needs to be more thoughtfully considered. Rather than allow a policy to emerge out of a crisis situation, the housing needs of the elderly and other groups need to be examined and a program designed that can best meet everyone's competing needs for public housing in the years to come.

## Student Papers in the Public Administration Library

Research papers prepared by masters degree candidates in the Hubert H. Humphrey Institute of Public Affairs are housed in the Public Administration Library after they have been approved by the Institute's faculty. Because many of these papers are of interest to our readers, we periodically list recently acquired papers (Plan B papers as they are called). The Public Administration Library is located in room 50, Humphrey Center, West Bank Campus of the University of Minnesota (612/373-2892). The faculty advisor for each study is indicated at the end of the entry.

Anderson, Michael William. Entrepreneurship in Minnesota nonprofit organizations. 1984. 78 pp. + appendices. Bradford.

\_\_\_\_\_. The impact of foreign aid on development in Honduras. 1985. 67 pp. Ruttan.

Atsatt, Marilyn B. Minnesota's export promotion initiatives: theory, programs, and evaluation. (Co-author: Judy Pofert.) 1984. 52 pp. + appendices. Kudrle.

\_\_\_\_\_. The United States and UN-ESCO: the decision to withdraw. 1984. 38 pp. + appendices. Kudrle.

Bernhardson, Mark. Effects of the Minnesota Open Meeting Law on local governments. (Co-authors: Mary K. Schweiger and Michael Gleeson.) 1976. n.p. Gleeson.

\_\_\_\_\_. Playing the local government finance game Minnesota style 1983 model. 1984. 87 pp. + appendices. Waldo.

Canela, Jose Angel. Mexico's foreign debt revisited: long run growth perspectives and some implications for the North-South relation. 1985. 75 pp. Heller and Kudrle.

Chun, Randall Takashi. Political change in South Africa: the applicability of consociational measures. 1985. 64 pp. Nimtz.

\_\_\_\_\_. A survey of emergency needs in Hennepin county. 1985. 70 pp. Jernberg.

Ciborowski, Peter. The global greenhouse problem. 1984. 32 pp. + figures and appendix. Abrahamson.

\_\_\_\_\_. The greenhouse problem from the perspective of risk and public policy. 1984. 38 pp. + figures and appendix. Geesaman.

Corwin, Gary Scott. Giving credit where credit is due? a selective evaluation of the Minnesota tax expenditure budget. 1985. 122 pp. Brandl.

\_\_\_\_\_. Education for a new profession: an evaluation of the Humphrey Institute of Public Affairs based on the 1984 alumni survey. 1985. 81 pp. + appendices. Geesaman.

Dougherty, Michael Ignatius. Pesticide regulation and the specific case of ethylene dibromide. 1985. 55 pp. Geesaman.

Ellingboe, Karen. Syndication and its uses by non-profit organizations. Parts I and II bound in one vol. Part II subtitle: Case examples. 1985. 90 pp. + 36 pp. + appendices. Lukermann.

Heintz, John Peter. The importance of the Minnesota corporation income tax in industrial location. 1985. 26 pp. + appendices. Dewar.

\_\_\_\_\_. State enterprise zone programs in the United States. 1985. 49 pp. + appendices. Brandl.

Hodges, James S. On measures of need and Minnesota's local government aids program. 1985. 45 pp. Brandl.

Hoffman, Daniel. The Minnesota Sioux 1979-1981: observations of a cultural and governmental dichotomy. 1985. 68 pp. Dewar.

\_\_\_\_\_. The New Jersey tax increment financing statute: a legislative history. 1985. 43 pp. + appendices. Bradford.

Jenkins, Laura Merriam. Perspectives from our past: fifty years of Minnesota governors. 1981. 35 pp. Naftalin.

\_\_\_\_\_. The state departments division of the appropriations committee, Minnesota House of Representatives: an observation of the budgetary process. 1981. 35 pp. + appendix. Jernberg.

Job, Susan T. The Rand Project in St. Paul: analysis of a partnership. 1984. 50 pp. Jernberg.

\_\_\_\_\_. Health, welfare and corrections in Minnesota. House appropriations: 1982-1983. 1981 66 pp. Jernberg.

Johnson, Paul. In quest of the public good: coal slurry pipelines versus the railroads. n.d. 33 pp. + appendices. Geesaman.

\_\_\_\_\_. Legislative budgeting: the work and workings of the Minnesota Senate Finance Subcommittee on Education. 1979. 77 pp. Jernberg. (Also in *Legisla-*

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**Photos by Printice Gary, courtesy of Minneapolis Community Development Agency.**



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- Kane, Matt. The Phillips curve controversy: issues and current status. 1985. 30 pp. + appendices. Heller.
- Knapp, Anne Marie. Common space mutual housing association cooperatives: a survey of co-op members. 1984. 81 pp. Eustis.
- \_\_\_\_\_. Wild rice: an ingredient in Minnesota's economy. 1985. 42 pp. Fass.
- Listi, Sam Anthony. The neighborhood objective of current planning practice. A case study: an analysis of Midland, Texas. 1985. 106 pp. + appendices. Lukermann.
- \_\_\_\_\_. Personal transportation energy consumption: Twin Cities metropolitan region, 1980 and 2000. 59 pp. Einsweiler.
- Malone, Joelyn Kathleen. Development of Medicaid rates for the seniors plus social/HMO demonstration. 1985. 81 pp. Davidson and Moscovice.
- \_\_\_\_\_. Reimbursement of nursing staff resources in Minnesota nursing homes: the relationship between patient mix and nursing staff usage. 1982. 71 pp. + appendix. Greenberg.
- McKee, Patricia Ann. Cost-sharing in the medicare program: should the elderly pay more? 1984. 49 pp. + bibliography. Eustis.
- \_\_\_\_\_. Recruiting private-sector volunteers for area agencies on aging and hospices. 1985. 29 pp. + appendices. Dewar.
- McKeon, James T. An economic analysis of the 1982 Justice Department guidelines for horizontal mergers. 1984. Kudrle.
- \_\_\_\_\_. Statistics in sex discrimination cases: Using the hedonic model to solve the identification problem. 1984. 61 pp + appendix. Hoenack.
- Merriam, Kimberly Johnson. Emergency shelters: a comparison of service delivery in Minneapolis and St. Paul. 1984. 40 pp. + appendices. Dewar.
- \_\_\_\_\_. The jailing of juveniles: issues and alternatives (with an indepth look at Minnesota.) 1984. 30 pp. + appendices. Brandl.
- Moore, Bradley Russell. Japan's MITI computer program rights proposal: an issue analysis. 1985. 44 pp. + appendices. Kudrle.
- \_\_\_\_\_. The northern Minnesota wolf controversy: a clash of values. 1985. 36 pp. + appendices. Geesaman.
- Morgan, Richard G. Establishing gubernatorial power over the state administration. 1984. 56 pp. + appendix. Jernberg.
- \_\_\_\_\_. Minnesota cash flow policy 1981-1983. 1984. 76 pp. + appendix. Jernberg.
- Orr, Mary M. The non-aligned movement: a coalition with potential. 1985. 40 pp. + appendices. Kudrle.
- \_\_\_\_\_. The West German peace movement and the decision to deploy Pershing IIs and Cruise missiles. 1985. 25 pp. Hopmann.
- Philbrook, Burnham John. Portfolio of papers relating to state and federal legislation affecting the boundary waters canoe area. 1981. var. pp. Naftalin.
- \_\_\_\_\_. A strategy for comprehensive rural development in third world communities. 1981. 168 pp. Naftalin.
- Poferl, Judy F. Minnesota's export promotion initiatives: theory, programs, and evaluation. (Co-author: Marilyn Atsatt.) 1984. 47 pp. Kudrle.
- \_\_\_\_\_. A preliminary feasibility study of hot water district heat system expansion in St. Paul, Minnesota. 1984. 72 pp. + appendix. Lukermann.
- Reyes, William C. Electroconvulsive therapy: a perspective. 1985. 47 pp. Geesaman.
- \_\_\_\_\_. Hawthorne community in transition: property ownership and neighborhood blight. 1985. 80 pp. Dewar.
- Rogness, Daniel. A framework for orderly growth implementation: an example of orderly annexation. 1984. 68 pp. Lukermann.
- \_\_\_\_\_. Homeownership assistance efforts: the metropolitan housing fund. 1984. 46 pp. Einsweiler.
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**Fundamental Principles and Model for Social Intervention of Colombia's Fundación Social.** Social Policy Council, Fundación Social, (a translation). 1985. CURA 85-7. 30 pp. Free.

A summary of this work is presented in this issue of the *CURA Reporter*, pp 7-8.

**1985 Minnesota Citizen Opinions on Public Education and Educational Policies.** William J. Craig and Kumarasiri Samaranyaka. 1985. CURA 85-10. 34 pp. Free.

Minnesotans are concerned about primary and secondary education and are willing to spend money to improve the schools. They are especially concerned about equal access to quality education. In exchange for increased dollars, Minnesotans want the schools to be accountable through published results of standardized tests. They reject the concept of open enrollment.

These are some of the results of a statewide survey of 2,000 adults in the spring of 1985. They were asked their opinions on fourteen public educational issues. This is the second time CURA has participated in the survey. Results of the 1984 survey were

published in early 1985. (*Minnesota Citizen Attitudes Towards Public Education*, CURA 85-2.) This is the fourth in a series of reports growing out of the Project on the Future of K-12 Public Education in Minnesota, sponsored jointly by CURA and the College of Education.

**Targeted Subsidization of Postsecondary Education Enrollment in Minnesota: A Policy Evaluation.** James C. Hearn, Hideki Sano, and Susan Urahn. 1985. CURA 85-9. 144 pp. Free.

Over the past five years, Minnesota has been raising tuition for postsecondary education and at the same time increasing the money available for need-based student financial aid. In effect this has replaced a blanket subsidy for all students with a targeted subsidy aimed at the those in greatest need. Has this policy change affected high school students, expectations and plans for further education? Has it affected their access to more education or their choices of what schools to attend? And has the quality of aid packages for needy students changed in recent years? Two separate data sources are used in answering these questions and looking at the

whole picture of equity in financing postsecondary education.

**The Experience of Smaller Nonprofits Raising Money From Minnesota's Largest Foundations.** Frederick W. Smith and Rosangelica Aburto. 1985. CURA 85-8. 13 pp. Free.

Members of the Philanthropy Project, a coalition of ninety Minnesota nonprofit organizations, were surveyed about their experiences in raising money from Minnesota's forty largest foundations in the years up to and including 1983. Results of the survey are presented here along with a number of recommendations that may prove useful for new, small nonprofit organizations.

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## Hmong in Transition

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The proceedings of the second Hmong research conference have just been published in a book titled *The Hmong in Transition: Papers of the 1983 Hmong Research Conference*. The work is a joint production of the Center for Migration Studies and the Southeast Asian Refugee Studies Project.

It is almost ten years since the first mass exodus of Hmong from Laos, precipitated by the communist Pathet Lao takeover of the Laotian government. Scholars have had nearly a decade to study the effects of this upheaval on the Hmong not only in the United States but also in other places of their exile around the world. This volume includes information about Hmong in France, Australia, and Thailand as well as the United States. The international scope of the Hmong dispersion is reflected in the backgrounds of the three invited speakers to the conference: Jacques Lemoine, associated with the School of Advanced Studies

in the Social Sciences at the University of Paris; Robert Cooper, a British citizen working for the United Nations High Commissioner for Refugees in Geneva; and Gary Yia Lee, a Hmong trained as an anthropologist who is a leader of the Hmong community in Australia. Their papers are included along with twenty-two others in this proceedings.

The papers are presented in four sections. Part One contains papers on Hmong culture and change. Part Two gives detailed descriptions of a number of Hmong adaptations to new societies. Part Three explores Hmong language and literacy. And Part Four presents papers on health care issues. The 450 page volume is available from the Center for Migration Studies, 209 Flagg Place, Staten Island, New York, 10304. Copies are \$12.95 for a soft cover and \$14.95 for a hard cover plus \$2.50 for postage and handling.

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The Center for Urban and Regional Affairs was established to help make the University of Minnesota more responsive to the needs of the larger community and to increase the constructive interaction between faculty and students, on the one hand, and those dealing directly with major public problems, on the other hand.

The **CURA REPORTER** is published by CURA to provide information about:

- what CURA projects are doing
- related programs and projects in the University
- related programs in other Minnesota colleges and universities, and
- actions outside the educational establishment which affect our plans and programs.

Comments and contributions are welcome. Thomas M. Scott, director; Thomas L. Anding, associate director; William J. Craig, assistant director; Judith H. Weir, editor.

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