



reporter

PUBLISHED BY THE UNIVERSITY OF MINNESOTA, CENTER FOR URBAN AND REGIONAL AFFAIRS

Indian Alcoholism in St. Paul

by Michael Miller and Laura Waterman Wittstock

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The report is presented here in close to its full form. CURA is simultaneously publishing the full report, which includes the survey data, survey comments, and an extensive annotated bibliography. Copies of the full report may be ordered on the publication order form at the end of this Reporter or by phoning our offices at 612/373-7833.

"I want a sober life and have something to call my own. I just want a happy life, some goals, meet sober Indians, learn the old ways, and get a good job."

Survey Respondent

This project was designed to assess the situation in St. Paul with regard to the treatment of alcoholism in the Indian community and to recommend appropriate changes. The project was requested by the Juel Fairbanks Aftercare Residence, Inc., a halfway house primarily serving American Indians in Ramsey County.

The project was jointly designed and conducted by a staff team from the Community Planning Organization and the Juel Fairbanks Development Office. This is significant in that this report is probably unique as a study of Indian alcoholism which, in large measure, was designed and conducted by Indians.

The project was conducted as a study of a community issue, not as an analysis of treatment techniques. As part of the study we conducted a lengthy literature search (an extensive, annotated bibliography was developed) to identify information relevant to the situation in St. Paul. We also developed a profile of the characteristics of Indian clients using the Juel Fairbanks program over the past five years. A survey was completed with 105 personal interviews of present and past clients of treatment programs, parents of school age children, and "street people." Finally, a Project Advisory Committee of people representing treatment, research, teaching, and citizen interests was convened to assist with the development of recommendations. During the committee process, draft versions of the report were reviewed by a number of individuals and representatives of Indian organizations.

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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, creed, color, sex, national origin, or handicap.

Some General Considerations

It is hoped that this project will result in more than a recitation of the facts of Indian alcoholism and its devastating effects on the Indian community. Excessive drinking or alcoholism among Indians is not unrelated to the frequently intolerable set of social and economic circumstances with which many Indian people are simply unable to cope. Therefore, whatever "solutions" are proposed must address both the field of chemical dependency treatment and the conditions under which Indians continue to live.

Every effort has been made in the preparation of this report to avoid fueling old stereotypes about Indian alcoholism. There are few, if any, statements about Indians and alcohol that fit all Indians, anymore than statements about any other population and its relationship to drugs can be made universal. Not all Indians drink, not all Indians who drink are alcoholic, and drinking is used and perceived differently by different Indians, tribes, and regions. This is not to say that there are no patterns. There are, and this report reviews the patterns that we feel have emerged from the literature and the survey data.

We provide here at least two windows on the world of Indian alcoholism. The first, the hard data, should be helpful for looking at the facts of alcoholism and its effects—the numbers, the costs, the programs, and the services. However, through the second window we hope the reader will gain a wider view of the social and cultural context of Indian alcoholism. The problem of excessive drinking and alcoholism cannot be understood apart from Indian history, social values, movements from reservation to city, and the realities of social and economic discrimination which have characterized Indian life.

If there is a single overriding impression left by this project it is one of frustration and dismay at the situation of the Indian population in 1981. What is impressive is not so much the staggering statistics on alcoholism, unemployment, short life expectancy, and suicide by the young, but the fact that so many Indians have successfully avoided these problems and adapted to urban life. In the past, American Indians have suffered from extermination attempts, the loss of traditional lands and way of life, placement on reservations, and later attempts to "relocate" them off the reservations so that they might be "assimilated" into urban areas.

Indian Use of Alcohol

Alcohol was introduced early in the history of contact between whites and Indians and many sources document the subsequent use and abuse of it by Indians. Some writers contend that Indian culture did not include the sanctions that would lead to a moderate use of alcohol and that traditional culture valued altered states of consciousness, dreams, and drug-induced visions. In

any case, alcohol came to be used by Indians at higher levels than among most other groups in the population. For many Indians, drinking is such a central element in social life that to avoid it means to reject friends, relatives, and familiar hang-outs.

In 1981 alcoholism is a severe problem among Indians, but so is unemployment, health, housing, discrimination, and a number of other problems that need to be resolved to insure the possibility of a decent life. The "solution" to alcoholism has as much to do with improving the conditions of life for Indians as it does with improving treatment programs. Indians have been notoriously resistant to traditional methods of treating alcohol. This too relates to the fact that the conditions of their lives are usually no better after treatment than before and that the incentives for staying sober are frequently not present.

The Indian Population

According to recent estimates there are slightly under one million Indians in the United States. The Minnesota Indian population is around 40,000 with slightly over half now living in the Twin Cities, 15,000 in Minneapolis and 5,500 in St. Paul. These Minnesota Department of Health figures, however, are rough estimates. Early in this project it seemed important that fairly accurate figures for the Indian population be produced. However, accurate figures are simply not available and it was decided that the effort to improve existing population figures could be better spent on other aspects of the project.

The St. Paul Indian population is scattered, generally throughout the lower income, inner city areas of Summit-University, Frogtown, North End, and the lower East Side. In recent years there has been a marked increase in the Indian population on the East Side, particularly of families who have lived in St. Paul for a number of years. This trend will likely continue. However, St. Paul has no single area of concentrated Indian population comparable to the Phillips Neighborhood in Minneapolis. This has historically caused difficulties, not only in census efforts and survey research but in questions of service location and delivery.

Life Circumstances in the Indian Community

Indians in Minnesota have a shorter life expectancy, higher birth rate, and a younger average age than the general population.

According to the 1970 census, the median family income for Indians was slightly more than half that of the general population leaving about 33 percent of Indian families below poverty level. The unemployment rate for Indians in the Twin Cities is at least 50 percent with over 30 percent of males aged fifteen to forty-four unemployed. In 1972, 55 percent of the respondents to a Minneapolis Indian Health Board survey reported their primary source of income as

AFDC. In the same year 11 percent of General Assistance (GA) public assistance monies went to Indians, who represented just over 1 percent of the population.

Nationally, 79 percent of all teenagers complete high school. In Minnesota 40 percent of Indian teenagers complete high school. The average number of years of school attendance for Indians is ten years, two years less than for the general population.

Nationally, 10 percent of the population in correctional institutions is Indian. Some studies have indicated that Indians are more likely than whites to receive jail sentences and longer terms for the same crimes.

A 1973 survey by the Upper Midwest Indian Center found that the majority of Indian housing units surveyed were overcrowded.

The St. Paul Bureau of Health has estimated that 15 percent of Indian children suffer from poor nutrition. According to the Minneapolis Indian Health Board, 90 percent of Indians over fourteen years of age have periodontal disease.

The median age of death for Minnesota Indians is twenty-five years below that for whites. In 1976, 73 percent of Indian deaths occurred under the age of sixty-five as opposed to 25 percent of white deaths.

The Extent of Alcoholism

National estimates are that around half the adult Indian population is chemically dependent. In practical terms this means that almost the entire Indian population is affected in some way by the alcoholism of relatives and friends. In Minnesota, 9 percent of the adult general population is estimated to be chemically dependent and 45 percent of the adult Indian population. In absolute terms this means 15-20,000 Indians are chemically dependent in Minnesota.

Some indications of the problem of urban Indian alcoholism locally are provided in a recent Citizens League report on chemical dependency care in Minnesota. According to that report, 48 percent of the chronic treatment program repeaters in Hennepin County in 1975 were Indian and, in 1978, 29.3 percent of the detoxification admissions were Indian as were 10.7 percent of the half-way house discharges. The Indian population of Hennepin County is estimated at just over 1 percent.

Resource persons interviewed for the same study also indicated that there is a growing number of chronic alcoholics in the 15-25 age group, that Indians do not relate well to therapy techniques used in many treatment programs, and that Indians are not afforded access to the special treatment programs available to outstate Indians.

Unfortunately, this study did not uncover any long-term follow-up data on the effectiveness of treatment. This makes it difficult to draw any conclusions about either the effectiveness of various types of treatment or the validity of criteria used by

treatment programs in approving or not approving discharges. For example, it isn't known whether staff approving or not approving the discharge of a client has any bearing on that client maintaining sobriety after treatment.

In 1976, 4.7 percent of Indian deaths were homicides or violent deaths as opposed to .5 percent in the general population. The Indian suicide rate is two and a half times that of the general population, higher among the young.

In a 1975 study over half the Indians surveyed had family problems due to drinking. It was estimated that alcohol related deaths among Indians occur at six and a half times the national rate.

A PROFILE OF THE INDIAN ALCOHOLIC IN ST. PAUL

To provide a profile of Indian alcoholics in St. Paul, we surveyed Indian clients treated at the Juel Fairbanks Aftercare Residence between January 1973 and January 1980.

Juel Fairbanks is the only half-way house in Ramsey County that serves enough Indian clients to offer a sample of any significance. We assumed that the Indians treated there were representative of Indians in the St. Paul area generally.

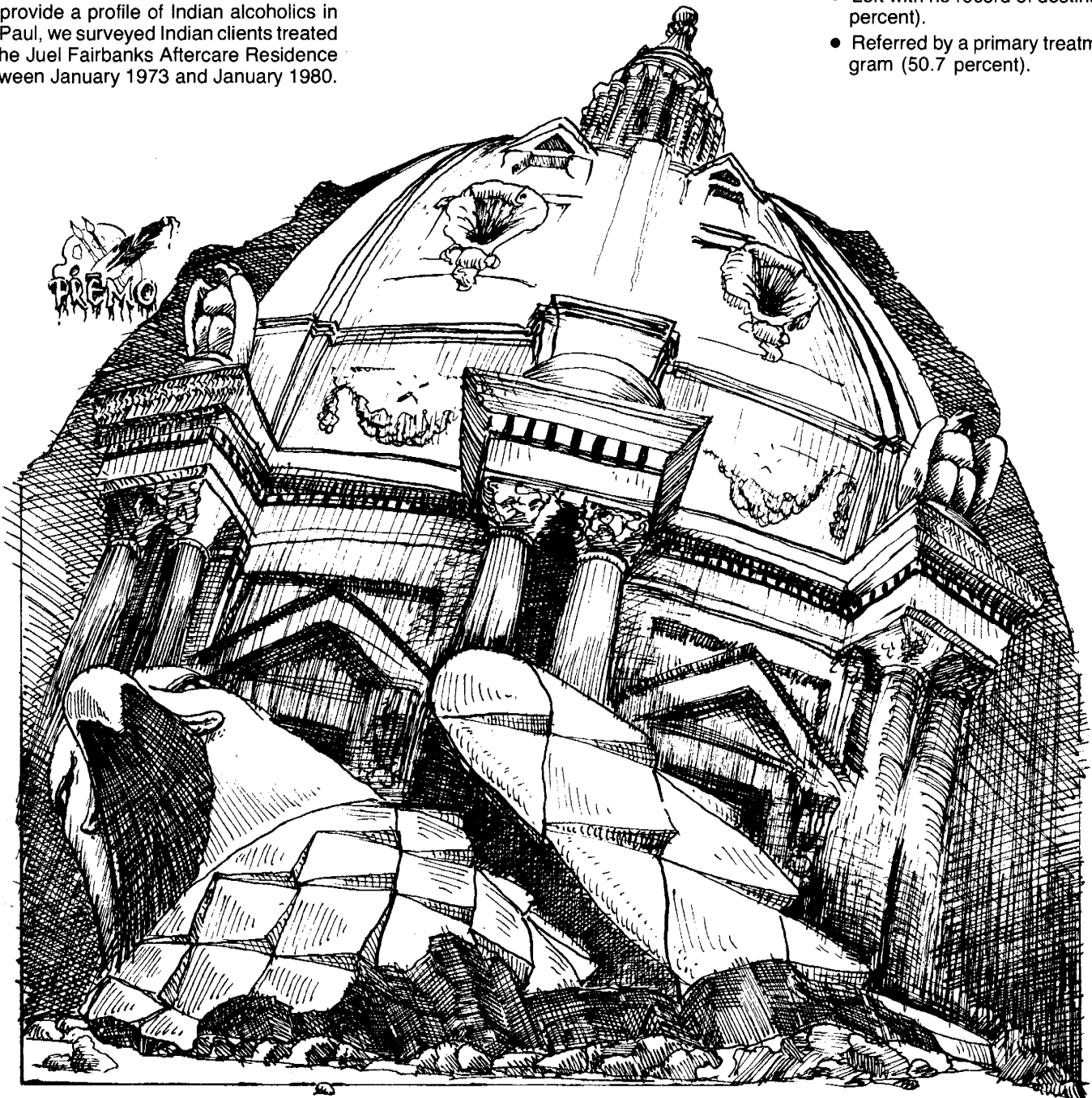
Of the clients treated during this period, 49.4 percent or 215 were Indian. The largest group of Indian clients at Juel Fairbanks may be characterized as follows:

- Male (88.9 percent).
- Under twenty-five years of age (41.7 percent).
- Single (62.1 percent) or divorced or separated (26.4 percent).

- Completed less than twelve years of school (44.2 percent). However, 41.3 percent had either a G.E.D. or high school diploma.
- From Ramsey County (67.6 percent).
- Transient (62.7 percent).
- Had one to three prior admissions to a primary treatment program (73.5 percent):

one = 30.1 percent
two = 25.1 percent
three = 18.3 percent

- Had no prior admission to a half-way house (84.9 percent).
- Discharged from the half-way house against staff advice (78.5 percent).
- Left the house after less than three days (44.6 percent).
- Left with no record of destination (80 percent).
- Referred by a primary treatment program (50.7 percent).



Indians Compared with Whites

According to a Ramsey County study of chemical dependency half-way houses in 1977 and 1978, 11 percent of admissions were Indian though Indians represent only about 1 percent of the county population. Comparing data on Indians with data on whites in that report shows that:

- There was little difference in the age levels that used half-way houses between Indians and whites.
- In terms of "discharge type," or the conditions under which persons left treatment programs:
 - 2 percent of the Indians completed programs versus 17 percent of the whites,
 - 15 percent of Indians left programs "with staff approval" versus 23 percent of whites,
 - 76 percent of Indians left programs "against staff approval" versus 38 percent of whites.

The analysis of these figures should be guarded as the criteria for acceptable discharge varies from agency to agency and the percentages for the different types of discharge vary greatly as well.

- Few half-way house facilities other than Juel Fairbanks see more than an occasional Indian client.
- Indians have a higher recidivism rate than other groups.
- Following treatment in half-way houses, the Indian population showed:
 - no significant decrease in the use of detoxification centers,
 - no significant decrease in the use of General Assistance (GA),
 - an increase in the use of Aid to Families with Dependent Children (AFDC),
 - an increase in the number of traffic offenses.

Treatment Facilities

In terms of treatment facilities, Ramsey County currently has one detox center, one medical detox center (St. Paul Ramsey Hospital), four hospital-based primary treatment programs, one non-hospital primary treatment program, and seven half-way houses. Of these, Juel Fairbanks is the only program with a primary focus on the Indian population. In the entire Twin City area there are three half-way houses for Indians with a total bed capacity of 53. This listing of programs does not include a variety of counseling and prevention services available through public and private agencies.

THE SURVEY OF INDIAN ALCOHOLISM IN ST. PAUL

A primary goal of our project was to attempt to determine what is effective with Indian clients in terms of treatment techniques, treatment environments, and factors in maintaining sobriety following treatment.

Table 1. ST. PAUL INDIAN GROUPS SURVEYED, 1980

Group	Sample Size
Present clients of treatment programs at the time of the survey	20
Past clients of Juel Fairbanks Aftercare Residence	20
Parents of Indian school children	40
"Street People"	25
TOTAL	105

To accomplish this, and to get more detailed, first-hand information on Indian alcoholism, it was decided to conduct a survey of various groups in the Indian population. The groups selected for this survey and the sample sizes used are shown in table 1.

The survey was conducted in mid and late summer in 1980. The survey method used was personal interviews with a standard questionnaire for all respondents. Al-

most all the interviews were conducted by Indian interviewers to avoid cross-cultural problems in obtaining open and honest responses.

The sex balance varied greatly among the survey groups. The *street people* and *present clients* were 75-80 percent male, whereas the *parents* were only 15 percent male and the *past clients* 40 percent male.

The *street people* included a great variety of people found on the street, in parks,



in bars, and in the open. What they shared in common was that they were drinking. Some fit the stereotype of the transient with no regular place to stay, many times in detox, consuming large quantities of alcohol daily and unemployed. However, there were also a number who were relatively well educated, employed, and had stable residences.

The following findings and conclusions represent what are felt to be the most important statements of fact and judgment that have emerged from the literature search, the survey, personal interviews, and sessions with representatives of Indian organizations.

The Scope of Alcoholism

Virtually the entire Indian population is affected, directly and indirectly, by alcoholism. Estimates are that around 50 percent are chemically dependent and at least an additional 40 percent are affected as family members and relatives. This contrasts to an estimated 9 percent of the general Minnesota population who are chemically dependent and an additional 36 percent affected as relatives.

Problem drinking and alcoholism are most prevalent among those Indian people who are the least acculturated to urban life. The "street people" surveyed for this project reported the highest levels of fluency in tribal languages, the shortest lengths of time in urban areas, and the greatest preference for treatment programs offering "daily contact with people of own race" and "Indian food all the time."

From 100 survey respondents, 777 close relatives were reported as having serious drinking problems. From the same group, 161 relatives were reported as having died from alcohol.

Differences Among Groups Surveyed

There were no significant differences in the education levels of the groups surveyed.

The parents surveyed were the most established, had the highest incomes, had the highest employment rates, had started drinking at a later age, were the least fluent in tribal language, and had fewer problems with alcohol than the other groups.

The street people surveyed demonstrated a high level of independence and a tremendous capacity for survival: 48 percent were single, 32 percent were raised by their grandparents, 75 percent were unemployed, 87 percent were not receiving public assistance, 62 percent had one to three relatives who had died from drinking, and 56 percent reported that they drink every day of the week.

Economic Status

Total family income for all groups surveyed was very low relative to the general population. Most affluent was the parent group with 32 percent reporting family incomes of

over \$15,000 per year, and 15.8 percent over \$25,000. In the past client group, however, only 31.6 percent were making over \$10,000 a year.

Unemployment rates ranged from 52.5 percent for the parent group to 89 percent for the clients. Even among the past clients, who might be expected to have gotten back into the mainstream, 63.2 percent were unemployed.

Public assistance levels were likewise high. The lowest rate was in the parent group with 52.5 percent receiving some form of aid.

Severity of Alcoholism

Excluding the parent groups, 60-67 percent of those in the other groups reported having been arrested for alcohol-related incidents.

The past client group reported fewer hospitalizations in the past one to five years than the other groups—possibly an indication of improved health since treatment and/or the effectiveness of treatment.

Whereas 15 percent of present clients reported a problem with drinking "at this time," the figure was 22 percent for past clients. However, this also means that 78 percent of the past clients reported no current problem.

All groups except the parents reported having been in detox and primary treatment many times.

The Nature of the Drinker

Except for the street people, the groups were almost evenly divided on the question of whether Indians drink differently from white people. Generally, respondents felt that Indians drink to extremes in terms of quantity and duration. However, when asked if Indian attitudes toward drinking are different from those of white people, 50 to 73 percent said "yes." The most frequent comments had to do with the social nature of Indian drinking, drinking to escape troubles, and "drinking to get drunk."

The behaviors mentioned in relation to a question about the characteristics of people with a drinking problem were consistently negative, mainly having to do with aggressive behavior; physical, family, and social problems; and indifferences to consequences.

A majority of those surveyed mentioned social reasons for why they started drinking. Many started drinking with family and friends and because "everybody else was doing it." It was apparent from the responses that many feel it is easier to drink than not to drink.

When asked, "what got you sober," reasons such as responsibilities to family and children, treatment programs, jail, and personal decisions to quit were most frequently mentioned. Work, Alcoholics Anonymous, children, friends, and being around sober people were mentioned most frequently as helping people to stay sober.

As to their feelings about how other people view them when they are drinking, the street people, clients, and past clients were overwhelmingly negative in their descriptions. Phrases like "don't like me," "scared of me," and "think it's awful," were common. The parent group, the one with the least problems, was somewhat positive and humorous about how they think other people see them—"fun to be with," "pretty much the same as when I'm sober," and "having a good time" were typical responses.

Treatment Programs

The use of the "hot seat" or confrontation therapy needs to be carefully considered as a technique with Indian clients. Some Indian chemical dependency counselors refuse to make referrals to programs that use this technique. It was also mentioned frequently by survey respondents as a reason for leaving programs or as the least liked aspect of certain treatment programs. When used by white counselors with Indian clients the confrontation involved in the use of the technique may be perceived by the client as symbolic of the conflict between white and Indian cultures. As effective as this technique may be with some populations, to many Indians it is degrading and destructive of self-esteem.

Contrary to expectations, most of the respondents said they would "say something to a friend who drinks too much." Of the street people only 52 percent said they would do so, but 75 to 85 percent of the other groups said they would. Unfortunately, the question did not define "too much."

A number of clients and past clients mentioned "boredom" as a negative characteristic of treatment and something that makes it difficult for them to maintain sobriety.

A major difficulty for many Indians in remaining sober is finding an environment of friends and social life that is free of alcohol. There is a constant pressure to be in social and family situations where alcohol is present.

In terms of suggestions for building better treatment programs, there was a heavy emphasis on having Indian staff and counselors, and making more use of Indian culture and spiritual values in the course of treatment.

The half-way house capacity in St. Paul is grossly inadequate to the need. The Juel Fairbanks Aftercare Residence is the only aftercare or half-way house for Indians in St. Paul and Ramsey County. During much of the year the waiting list for this program is equivalent to three or four times its twenty bed capacity.

Family Background

The survey uncovered fewer persons raised by foster parents, particularly white foster parents, than was expected. Studies from other areas have indicated that as

many as 25 to 30 percent of those surveyed were raised by white foster parents and their alcoholism rates were higher than the general Indian population. Respondents to this survey reported a range of 2.6 to 8 percent, the highest rate being for the street people. The greatest variation in parenting patterns was among the street people as well, with 32 percent reporting that they had been raised by grandparents.

Overall

Alcoholism is but one symptom of the economic and social conditions faced by Indians. Key among these conditions is unequal access to the economic benefits of society.

RECOMMENDATIONS

- *A comprehensive system of programs and services needs to be developed in St. Paul to insure that Indians have maximum access to treatment services and assistance in negotiating the service system. The range of programs (continuum of care) intended by this recommendation includes prevention and drug awareness programs for youth, detox, information and referral, primary care, outpatient services, aftercare (half-way houses), and support groups following aftercare. Some of these programs already exist, others will need to be developed. All of them need to be coordinated.*
- *As part of the development of a service system to treat Indian alcoholism, it is recommended that a primary treatment program for Indians be established in St. Paul.*
- *The staff of treatment programs for Indians should be predominantly Indian.*
- *The Juel Fairbanks Aftercare Residence should assume the responsibility for convening a coalition of treatment organizations to pursue the implementation of these recommendations. Juel Fairbanks would serve as the focal point for coordinating various organizations and individuals to explore the development of the system of services described here. Juel Fairbanks would not necessarily be responsible for the delivery of those services.*
- *The use of confrontation therapy with Indians should be carefully monitored, particularly between white counselors and Indian clients.*
- *The area of prevention requires new and imaginative programs to begin to change the place of alcohol in Indian social life. A large percentage of those surveyed began drinking while very young and did so within the context of the family or social gatherings.*
- *St. Paul Indian organizations and agencies should explore the establishment in St. Paul of a drop-in program comparable to the Indian Neighborhood Club in*

Minneapolis where Indians can find a non-alcoholic environment for socializing, support, services, and referrals. Such a program might logically be housed in an existing Indian agency.

- *Training programs need to be developed in the metropolitan area to train Indian chemical dependency counselors to work with Indians in urban areas.*
- *Training programs for non-Indian chemical dependency counselors need to include a component on working with Indians. Indian counselors report that this is an element frequently missing from existing training programs. The result is that many non-Indian counselors are, at best, uncomfortable in dealing with Indian clients.*
- *Existing detox and treatment programs need to take steps to hire Indian chemi-*

cal dependency counselors. This would allow a decrease in the amount of time Indian counselors from Indian-oriented programs spend consulting with non-Indian staff on how to handle their clients. It could also result in an increased use of treatment programs by Indians once it became known that Indian staff were available.

- *Aftercare planning, particularly for employment and training, needs to be a component of any program for Indians. Work constitutes a major incentive for maintaining sobriety and should be considered as essential to the treatment process as any other form of therapy.*

Drawings by Steven Premo.

University Students to Aid Community Agencies

CURA's Outreach Office is providing graduate student project assistants to sixteen non-profit community agencies in the Twin Cities, Duluth, and Austin. The students will work on special short-term projects for the agencies during fall and winter quarters.

The Communiversy Personnel Program, which provides this opportunity, is now in its third year. It assists non-profit agencies and organizations, especially those working with American Indians, Chicanos, and Southeast Asians. The program supports about thirty graduate students each academic year. The students are able to use the specialized skills they are learning at the University in practical applications in the community agencies. Each student works approximately 100 hours on a project that has received a grant through the CURA office. Students are hired from many different parts of the University. Last year students came from Theater Arts, Journalism, Humphrey Institute of Public Affairs, Social Work, Psychology, History, Public Health, Education, Law School, Library Science, and the

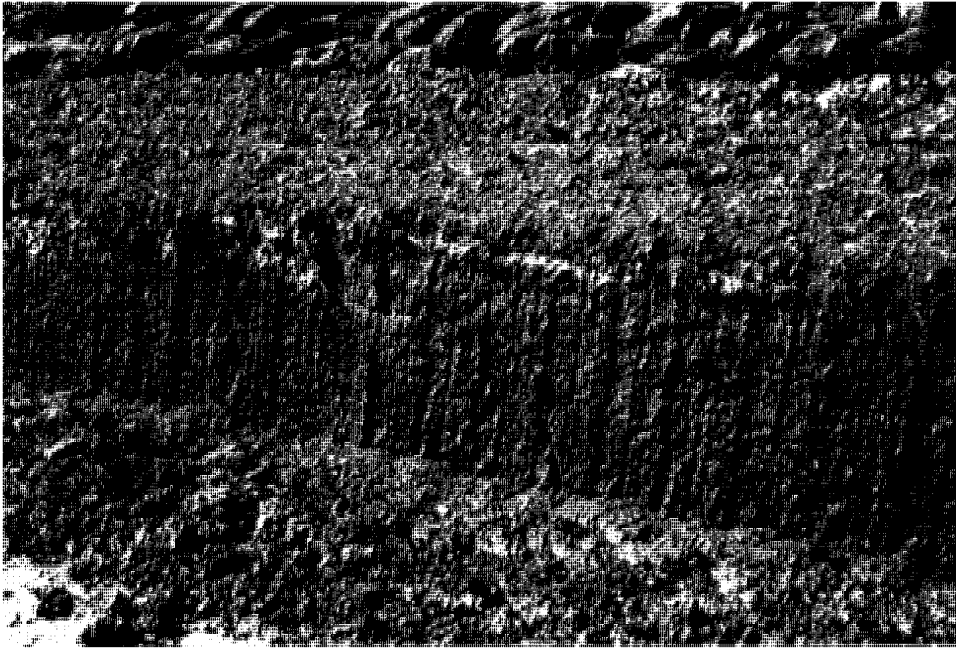
School of Social Development at the University of Minnesota Duluth.

Students are being interviewed now for this year's program in a variety of community agencies: Sheriffs Youth Programs of Minnesota in Austin; Boys and Girls Club of Duluth, United West End COACT, and YWCA Day Care Center in Duluth; Pillsbury Settlement House, Metro Community Health Consortium, Plymouth Christian Youth Center, Minnesota Tenants Union, Education Exploration Center, Youth Emergency Service, Cedar Riverside People's Center, and Northside Settlement Services, Inc. in Minneapolis; and Hispanos en Minnesota, American Indian Health Care Association, Cooperating Fund Drive, and St. Paul Tenants Union in St. Paul.

Community agencies may apply for the personnel grants through CURA's Outreach Office. Deadlines each year are September 10th and February 1st. For more information about the Communiversy Personnel Program contact Ed Drury at 612/376-7231.

Consensus on Peatland Development

by Thomas R. Peek



Tom Peek was a staff member in CURA's Peat Policy Project and continues on the CURA staff this year as an administrative assistant with the CURA Outreach Office. He is a master's candidate in the Humphrey Institute of Public Affairs concentrating on energy policy and technology planning.

What kind of peatland development can strengthen the economies of northern Minnesota, easing local unemployment, and provide the state with alternative sources of energy to conventional fossil fuels? How can these lands be developed while protecting the lifestyles and commerce of local communities and local and regional environmental quality? How can development proceed without disturbing certain peatlands which are scientifically and aesthetically important to Minnesotans? Who is responsible for making those decisions?

These were among the issues discussed at a two-day conference entitled "Minnesota Peatland Development: Energy, Jobs, and Environment" on September 24 and 25 in Grand Rapids, Minnesota. The conference was co-sponsored by CURA and the Minnesota Project, and partially funded by the Blandin Foundation of Grand Rapids. It drew over 100 people from around Minnesota representing energy, peat, and other indus-

tries; federal, state, and local government; environmental organizations; and the University of Minnesota. Local residents and other interested citizens were also included. Out of their lively discussions emerged the rough outlines of a possible consensus about peatland development in Minnesota.

Four panel discussions explored the economic, energy, social, environmental, and legal issues associated with peatland development. Panel members were drawn from industry, state and local government, environmental groups, local residents, the University, and the Minnesota Project. One panel, "Developing Policy Options for Minnesota," consisted of five legislators, including the chairs of the House Environment and Natural Resources Committee, Senate Agricultural and Natural Resources Committee, and the Legislative Commission on Minnesota's Resources.

The conference included luncheon addresses by Kent Eklund—Commissioner of the Department of Energy, Planning, and Development (see *Eklund Announces* . . .) and Steve Thorne—Deputy Commissioner of the Department of Natural Resources. Small-group discussions were also included in the conference, so that critical issues could be fully discussed and all sides heard.

The two-day event began with a wel-

coming address by State Senator Bob Lessard, whose north-central Minnesota district includes about 50 percent of Minnesota's peatlands. Lessard kicked off the dialogue by strongly urging peatland development but said it should occur "on a safe and ecologically sound basis." He called on Minnesotans to think about ways of developing peatlands which will produce energy for use in Minnesota first, rather than primarily for export, and which will guarantee that local economies will remain strong after mining. He also said that reclamation of mined peatlands should occur on an ongoing basis while peat excavation is underway. Lessard suggested the establishment of tax and revenue policies which take into consideration not only the state's needs, but the impact that peatland development will have on local counties and local units of government.

During the two-day dialogue, speakers and attendees expressed general agreement that some type of peatland development should occur but that the development should be of a type that avoids disruption of existing communities, boom-bust economic development, environmental damage, and destruction of certain special peatlands of scientific or aesthetic importance.

Some speakers emphasized the importance of considering the needs and concerns of local residents. "I think it's very, very important that decisions involving development be made in the area where the development will occur. The people who live there have the greatest amount to lose by ignoring the impact on the environment—their entire lifestyle is at stake," said Colleen Nardone, a member of the Arrowhead Regional Development Commission.

Others, including Ron Visness, Assistant Director of the Minnesota Energy Agency, advocated the use of Minnesota's peatlands for growing energy crops, such as cattails, noting their potential for providing a long-term source of renewable energy.

Several persons expressed their optimism that all parties seemed willing to engage in constructive dialogue so that the numerous critical issues associated with peatland development can be carefully considered. Janet Green of the Minnesota Audubon Council commented "I really don't think that it is a polarized issue . . . I think perhaps that peat development and peat policy is one place where rationality might prevail."

Matt Walton, Director of the Minnesota Geological Survey and a moderator for one of the panel discussions said "I have been impressed by the extent of consensus that has emerged here . . . I think if we all really believe what everybody has said here, and trust each other, we could say that at this point Minnesota has presented a unified front [on the peatland development issue] and we're ready to march on together." Walton characterized the conference consensus as a general agree-

ment that large-scale, abrupt development of peatlands is not appropriate at this time, but that the time for "paper studies" should give way to "empirical, carefully monitored experience with real technology and real applications," including examination of the socio-economic aspects as well as the physical and biological aspects of peatland development.

The emerging consensus was also reflected on questionnaires completed by the conference participants after the workshop sessions. These results were particularly significant in view of the wide cross section of people attending the conference at that point.

When asked to select from among a number of benefits of peatland development the largest number of people responded that "the creation of new jobs for locally unemployed residents" was most important. Second was "diversification of the basic industries of northern Minnesota," and third was "creation of a new source of energy available primarily to the state as a whole." Of potential detrimental impacts, the three of most importance were respectively "destruction of, or damage to, fish and wildlife habitats and disruption or alteration of local ground water systems," "damage to, or destruction of, aesthetically important or scientifically valuable peatlands," and "deterioration of air quality and creation of other air impacts associated with conversion and combustion of fossil fuels."

Most people attending the conference favored renewable over nonrenewable uses of Minnesota's peatlands—first for production of energy crops and then for non-energy purposes such as agriculture or energy. The three favored types of energy produced from peat or biomass were respectively direct combustion to generate electricity and district heating, conversion to produce synthetic natural gas for household or industrial uses, and briquetting or pelletizing for household or small commercial or industrial uses.

Regarding preferences for scale of peatland development projects, 70 percent of the conference participants responded that "we should give priority to smaller-scale peatland development projects which minimize environmental damage and disruption of existing communities." The other 30 percent responded that "we should give priority to a range of peatland development projects on a variety of scales in order to create new local employment opportunities in a number of locations." No one responded to the other questionnaire choice, "we should give priority to large-scale peatland development projects in order to generate the largest number of jobs, the greatest energy production, and the greatest increases in tax revenues."

While consensus seemed to have emerged on a number of aspects of peatland development the group remained unsure about whether peatland development, of the type they prefer, should begin right

away. Thirty-six percent said they would recommend immediate development while the same percentage said they would not so recommend. Twenty-eight percent were

unsure whether development of Minnesota's peatlands should proceed immediately.

Eklund Announces Peat Demonstration Project

Kent Eklund, Commissioner of Minnesota's Department of Energy, Planning, and Development, during a luncheon address to the CURA Minnesota Project peatland development conference, announced the state's intention to conduct its first peat bioenergy demonstration project. The project will use 640 acres on the Central Lakes bog near Eveleth, a peatland slated to become a taconite tailings pond sometime in the next thirty years.

The demonstration project will test peat as a fuel in various types of boilers to produce district heating and electricity in two Iron Range cities. Initially tests will run on boilers in the city of Virginia and, if successful, will be followed by tests in Hibbing. A second aspect of the project will be the production of energy crops on the peatland, after the initial peat extraction, to produce biomass for energy uses.

The plan represents a cooperative effort among Eklund's new department, the Minnesota Energy Agency (soon to become a part of the new department), the Department of Natural Resources, and the Iron Range Resources and Rehabilitation

Board, Eklund said.

In announcing the demonstration project, Commissioner Eklund commented, "If we are to begin to forge our own energy future in this state, this type of demonstration project, this type of inter-agency cooperation and coordination, this type of working with state and local governments, is exactly what's going to have to be the basis for a predictable, stable, economic and energy future for the state of Minnesota."

During his policy address to the group, Eklund also said that the state's interagency Peat Task Force is currently interested in three aspects of peatland development:

- encouragement of peat extraction for horticultural products;
- development, in the immediate short-term, of smaller scale, localized uses of peatland for energy purposes; and
- gathering of data with the help of other agencies, public and environmental groups, and industry to further assess how or whether state permits for larger energy projects using peatlands should be given out.

Energy Research Opportunity

Northern States Power Company (NSP) is collecting data on wind energy conversion systems and on solar water heating systems and needs experienced university researchers to make honest independent evaluations of their effectiveness. Funding is available for the research commensurate with the complexity and significance of the work undertaken.

Data for the wind study will come from fifteen stations in the NSP service area. At each station anemometers will record wind velocity at 10 and 30 meters. Other data may also be available. Enough data to permit evaluation will not be available for a year or more. However, interested researchers need to react now if they wish to set standards for data structure. The ultimate issue is whether enough wind blows at the right times to justify

the cost of purchasing a conversion system.

NSP has recently installed eight different solar water heating systems; a ninth will soon be added. These systems, from different manufacturers, vary in technology and price. Monitoring systems on each will provide information on temperatures, volumes, etc. NSP would like the data analyzed and the systems evaluated. Of primary concern will be the payback period.

Interested university researchers could come from any discipline. Obviously, however, they should be interested in alternative energy and adept at handling large amounts of data. Contact William Craig at CURA's Office of Research Services, 301 Walter Library, 117 Pleasant St. S.E., Minneapolis, MN 55455. Or call (612) 376-7231.

Selling the Land: Rural Land for Urban Use?

By Lizbeth A. Pyle

Betsy Pyle is a Ph.D. candidate in the geography department at the University of Minnesota. Her area of special interest is land use and land tenure changes in rural areas of the United States. She is in her third year with CURA as a research assistant.

Broad patterns of land use reflect the aggregated decisions of many individual landowners. These patterns change in response to community needs and desires. As an area's population increases, for example, more land must be used for housing. Families that want to build new homes in the country compete with farmers for the use of rural land.

Many people comment on the land use changes that they have witnessed in their lifetimes, but few can agree on whether the loss of farmland to urban uses is excessive. While the debate continues, we should try to learn more about the process of land use change.

Changes in ownership frequently precede shifts in land use, yet our understanding of ownership changes is sketchy. We need to know more about the characteristics and motivations of people who buy, continue to own, and sell rural land. This kind of information can improve our ability to develop effective public policies for guiding changes in land use.

CURA has been examining changes in the ownership and use of rural land near Minnesota's cities for several years. In March 1981 the *Reporter* presented results of a study of exurban homeowners in Wright and Olmsted counties. The study reported here investigates rural landowners—the key actors who allow the rural-urban conversion process to begin. What are the characteristics of rural landowners who sell their property for conversion to residential use? Why did they decide to sell? How different are sellers from landowners who do not sell? Olmsted County is an ideal place to study these ownership changes. Its largest urban place, Rochester, is a growing city. Much of Rochester's growth is spilling into the surrounding countryside.

During the spring of 1981, CURA surveyed two different groups of rural landowners in Olmsted County. One group consisted of landowners with forty acres or more who had not sold any land between 1975 and 1979. Landowners who had sold

all or part of their rural property during those years made up the other group. Surveying both groups of landowners (sellers and nonsellers) made it possible to identify the distinguishing characteristics of the sellers.

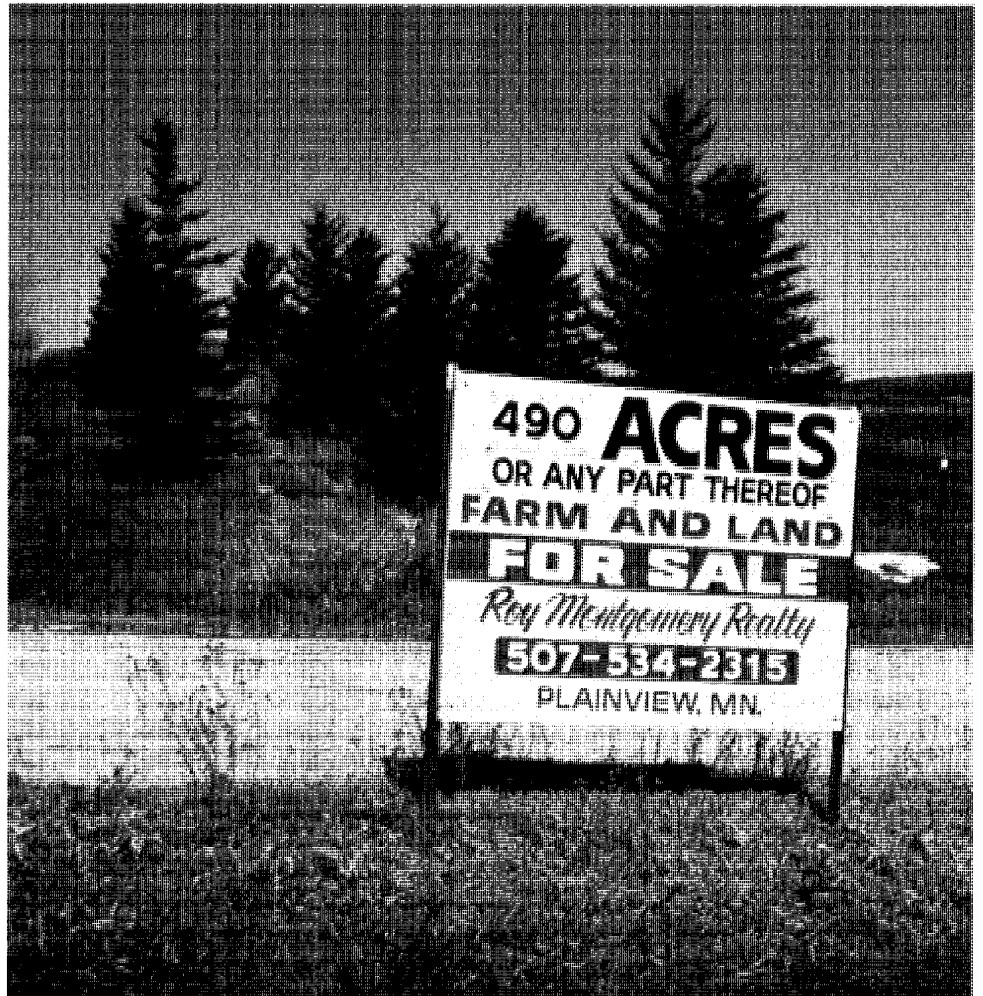
Sellers were identified using Certificates of Real Estate Value kept in the local courthouse. The State of Minnesota requires that a certificate be filed by one of the parties involved in every real estate transaction. These certificates provide information about the transaction, including the buyer's intended use of the property. CURA's study included transfers of unplatted* bare land sold for residential use and property sold for agricultural use that was *not* part of a farm expansion. Agricultural nonexpansion sales were selected to include potential hobby farms and larger rural landholdings

whose primary function may be a country home.

CURA contacted 596 rural landowners by mail, and 62 percent** completed and returned their survey forms. This summary of the survey results is divided into two sections. The first part looks at the sellers and their recent real estate transactions. The second compares the personal and property characteristics of sellers and nonsellers and their attitudes about land use change.

*Unplatted land is rural property that has not been surveyed into individual lots within a residential subdivision.

**The final response rate reflects adjustments made for undeliverable survey forms, refusals, and returned forms with incomplete information. Usable responses were received from 150 sellers (55 percent return) and 152 nonsellers (70 percent return).



RECENT RURAL LAND SALES

Sellers were asked about the buyer's present use of the property. Based on their response, two groups were identified (figure 1). One group was sellers who sold to buyers that currently use the land for residential purposes or are holding it for future development (Group R). The second group included mainly sellers who sold to buyers that use the land for agricultural purposes (Group A).

Previous Use

What kind of rural land is being developed? In Olmsted County, most of the ownership changes involving cropland do not involve a change in use (table 1). Only 13 percent of the landowners in Group R sold cropland for residential use. Pasture and woodland are sold for housing more often. Almost half of the Group A sellers sold property they had used for crops, and their buyers kept the land in agricultural use.

Acreage

The sizes of parcels sold by the two groups differed. Only 7 percent of Group R sellers sold exactly the two acre minimum required by the Olmsted County Health Department for rural residential lots, but over half of the parcels they sold included fewer than ten acres. Group A sellers usually sold much larger parcels. The median acreage sold was eight acres for Group R and fifty-one for Group A.

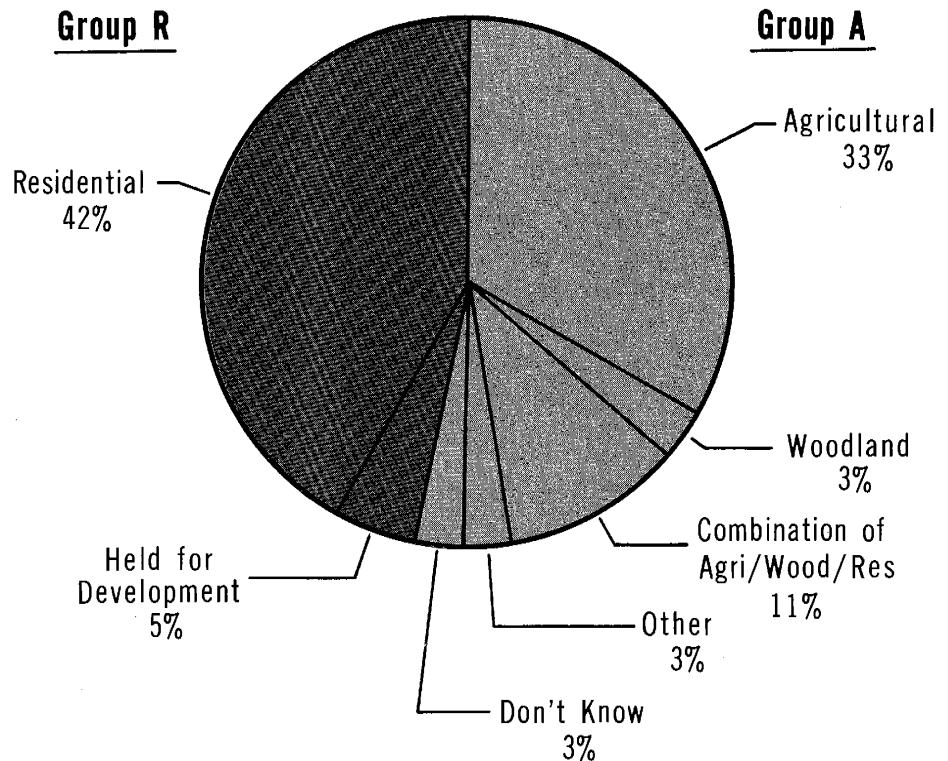
Price Per Acre

Small parcels usually cost more per acre than larger ones, and land in Olmsted County was no exception. More than twice as many sellers in Group R as in Group A received \$2,000 or more per acre for their land. Almost half of the sellers in Group A received between \$1,000 and \$1,500 per acre; the average price was \$1,215 per acre. This falls below the 1979 average price per acre of \$1,675 for farmland sold throughout southeastern Minnesota.*

Location

Accessibility is a key factor in determining land value. The median distance to Rochester of land sold for residential use (Group R), however, was only slightly less than that of land sold for agriculture (Group A). Variations in location of parcels sold by the two groups are so slight that differences in land value between the groups can probably be attributed to differences in parcel size, which in turn are related to use.

Figure 1. PRESENT USE OF PARCELS SOLD, 1975-1979



Note: Percentages based on 150 sellers

Table 1. CHARACTERISTICS OF PARCELS SOLD BETWEEN 1975 AND 1979

Characteristic	Group R	Group A
Previous Use		
Cropland	13%	45%
Pasture	23%	4%
Woodland	31%	8%
Combination	15%	40%
Other (for example, building site)	18%	3%
	100%	100%
Acreage		
Less than 10	54%	14%
10-19	20%	12%
20-39	10%	7%
40 or more	16%	67%
	100%	100%
Price Per Acre*		
Less than \$1,000	13%	21%
\$1,000-1,499	24%	49%
\$1,500-1,999	22%	12%
\$2,000 or more	41%	18%
	100%	100%
Median Distance to Rochester	9.8 miles	11.3 miles

*For sales involving land only (no buildings)

*Reported in *The Minnesota Rural Real Estate Market in 1979*, by David Henneberry and Philip M. Raup. Economic Report ER 79-3. St. Paul, Minnesota: Department of Agriculture and Applied Economics; Institute of Agriculture, Forestry, and Home Economics; University of Minnesota, March 1980.



Subdivision

Rural residential lots are small compared to the parcels of rural land used for more traditional purposes. Because rural residences are becoming more popular, some people worry about parcelization of the rural land into increasingly smaller ownership units. In Olmsted County, the size and number of new lots being created determine whether review and approval by county officials is required for legal division of property. The county hopes that review procedures will encourage orderly patterns of land use change.

Over half of the parcels sold by people in Group R (53 percent) had been created by splitting a larger parcel sometime during the five years before they were sold. This suggests that the concern about parcelization may be justified. Sellers in Group A usually sold parcels that had long been recognized as ownership units; only 18 percent sold recently split parcels.

Buyer's Residence

CURA's earlier survey found that most rural residential development is caused by people moving from the city into the surrounding countryside.* It is not surprising, then, that more than twice as many sellers in Group R (48 percent) as in Group A (18 percent) sold land to someone who lived in Rochester. Most of the other buyers lived either in rural areas of the county or in one of the county's smaller settlements when they bought the land. Only a few sellers did not know where their buyers lived.

Reasons for Selling

Potential buyers frequently approached landowners to inquire about purchasing property before the landowner decided to sell. This was true for more than a third of all sellers (40 percent). Other landowners took the initiative in selling their land; these sellers were more likely to let a real estate agent handle the sale for them (35 percent) than to find a buyer on their own (17 percent). A few sellers (8 percent) gave land to a relative as a gift.

Sellers were asked to indicate how important certain factors were in their decision to sell (table 2). Only two reasons consistently motivated sellers in Group R, a good offer and the chance for an investment gain. Group A sellers responded to a broader range of important factors. In addition to a good offer or an investment gain, sellers in Group A often indicated that health, estate planning, and retirement influenced their decision to sell. In both groups, about 40 percent of the respondents expressed other important considerations. Most of these involved the need for money during a period of financial difficulty or other personal reasons.

Table 2. IMPORTANT FACTORS IN THE DECISION TO SELL*

Factors	Group R	Group A
Health	10%	25%
Good offer	64%	52%
Left farm for nonfarm job	0%	10%
High property taxes	12%	16%
Estate planning	16%	23%
Investment gain	49%	30%
Residential lot for relatives	19%	13%
Retirement	10%	42%
Estate settlement	0%	7%
Other important considerations	42%	38%

*Multiple responses possible

*Lizbeth A. Pyle, "From Soybeans to Split-levels: Exurbanites in Wright and Olmsted Counties," *CURA Reporter*, March 1981.

When sellers were asked to relate their single most important reason for selling (table 3), personal reasons not covered by any of the other categories topped the list for those in Group R. Often these sellers felt a need to move closer to town. A few people mentioned recent divorce as their reason for selling. Several other sellers in Group R felt that the property no longer suited the original use they had intended for it, so they sold the land and hoped to buy elsewhere. Other major reasons for selling among Group R respondents were financial (realizing a profit from an earlier investment and needing the money for a specific purpose) or to help a close relative obtain a lot for a new home. About two-thirds of those helping relatives offered the land as a gift.

Two reasons traditionally associated with farmland sales, old age and transferring the farm to the next generation were most important among Group A sellers. The two most important reasons in Group R (personal and financial) also motivated a number of respondents in Group A.

COMPARISON OF SELLERS AND NONSELLERS

Most of the sellers and nonsellers who responded were male, married, high school graduates, and currently employed. Their average age was fifty-eight. Ten percent more sellers than nonsellers had received formal education beyond high school and 10 percent more sellers were retired. Sellers and nonsellers also differed in their occupational character. More rural landowners who had not sold property earned their living by farming (57 percent). Many sellers also reported farming as their principal occupation (35 percent), but a sizeable group of sellers were employed in professional, technical, and managerial positions (36 percent).

The median annual family income was roughly \$25,000 for sellers and \$30,000 for nonsellers. The lower income for sellers reflects the fact that more of them are retired. A number of sellers hoped to improve their financial situation by selling land.

Twenty-nine percent of those who sold rural land between 1975 and 1979 no longer own any land in rural Olmsted County. Many of these sellers now live in Rochester. Sellers who still own rural land generally own less than the nonsellers. The median number of acres owned is 78 for sellers and 133 for nonsellers.

Despite differences in the sizes of their landholdings, both groups have owned rural land in Olmsted County for an average of twenty years. Sellers, however, are more active in the local land market. About a quarter of the sellers (26 percent) not only sold land but also bought land between 1975 and 1979. Only 15 percent of the nonsellers acquired property during that period, and those nonsellers adding to their landholdings did so for different reasons

Table 3. MAIN REASON FOR SELLING

Reason	Group R	Group A
Needed the money	15%	9%
Age/health/death	1%	19%
Retired/help son start farming	5%	20%
High holding costs/taxes	5%	4%
Investment gain/good offer	23%	16%
Residential lot for relative	15%	7%
Estate planning/settlement	0%	7%
Other personal reasons	36%	18%
	100%	100%

than sellers. Some of the nonsellers (19 percent) acquired land as a gift or through inheritance. None of the sellers came by land in this manner. Few nonsellers (5 percent) bought land to hold for future development, but more than a third of the sellers (36 percent) acquired land for this reason. Sellers apparently plan to continue their active role in the local land market. Nearly half of them (41 percent) planned to sell land again within the next five years. Only 17 percent of the nonsellers expected to sell any of their rural land.

Attitudes on Land Use Change

Some people feel that converting farmland to residential and other nonfarm uses has serious consequences, while others see no problems. The CURA survey included landowners' opinions on several issues associated with rural land use change and on programs to control farmland conversion.

For each of the potential problems of land conversion, more nonsellers than sellers felt that these issues were serious problems in Olmsted County (table 4). Both groups expressed the greatest concern for the loss of productive cropland. Twice as many nonsellers as sellers felt that conflicts between farmers and nonfarmers presented serious problems. They were most concerned about nonfarmers' lack of familiarity with the sounds and smells of normal farming practices (especially odors from feedlot operations) and nonfarmers' expectations for urban-like public services and amenities.

CURA also asked the landowners whether they favored or opposed programs to control the conversion of farmland to nonfarm use. A majority of sellers and nonsellers agreed that Olmsted County should institute such a program. More nonsellers "strongly" favored these controls and slightly more sellers were "strongly" opposed, but the overall proportions of both groups for land conversion controls were equal (58 percent).

CONCLUSIONS

The opportunity for financial gains frequently motivated sellers, but the importance of other personal reasons for selling land cannot be overlooked. Property trans-

ferred to a close relative for a residential lot was considered a separate reason for selling land in the survey, but it really is just one of the many personal reasons that lead people to sell land. Studies of land market activity usually do not include property transferred between relatives, but the cumulative effect of land ownership changes for personal reasons may have an important impact on the resulting rural landscape.

Comments made by sellers suggested that they are aware of the need to balance rural land between farm and nonfarm uses. Many felt that land of marginal agricultural value and woodland, rather than cropland, should be developed for residential use. Responses to CURA's survey demonstrated that cropland in Olmsted County is not changing use at the rapid rate feared by some people. More than half of the parcels sold for residential use had been pasture or woodland. When rural land does shift into residential use, the sizes of parcels converted are small compared to sales of rural land for continued agricultural use.

The average parcel size of rural land sold for residential use between 1975 and 1979 was 20 acres. Multiplying this figure by the number of Certificates of Real Estate Value (330)* provides some idea of the amount of land use change occurring with ownership changes. Approximately 6,600 acres of rural land changed use when sold during the five year period. This acreage represents 1.6 percent of the land area of Olmsted County (422,400 acres). This figure may not seem alarmingly high, but the irreversibility of rural land converted to residential use calls for more concern than the proportion alone indicates.

The relatively small amount of rural land changing use during the five year study period may be attributed in part to efforts by the county to stem the loss of valuable agricultural land. Between 1975 and 1979 the Olmsted County Board approved Growth Guidelines, an amendment to the Subdivision Ordinance, and a General Land Use Plan. These three documents were designed to help retain the best farmland for agricultural use while accommo-

*This number does not include sales of vacant residential lots in platted subdivisions because these parcels, while not yet built on, for all practical purposes have been converted to residential use.

Table 4. LAND CONVERSION ISSUES VIEWED AS "SERIOUS PROBLEMS"*

Issues	Sellers	Nonsellers
Loss of productive cropland	42%	54%
Increasing land prices	37%	42%
Loss of open space	25%	35%
Loss of area's rural character	28%	43%
Farm-nonfarm conflicts	18%	37%

*Multiple responses possible

dating growth near existing urban areas.

County-wide programs to control the conversion of farmland to nonfarm use received favorable reaction from a majority of survey respondents. Are these programs needed? The market and existing county land use regulations seem to be guiding development away from cropland, yet it is unlikely that a more formal farmland preservation program in the county would hurt. Farmland preservation programs are designed to promote the retention of the best quality farmland and orderly patterns of land use change. Because it is more economical to provide public services in areas of denser development, land use changes near existing built-up areas would be en-

couraged rather than scattered development. Scattered development also invites farm-nonfarm conflicts and can create insecure feelings about the future among farmers. Long-term agricultural viability looks doubtful when nonfarm uses of rural land creep farther from the city each year.

Planning for changes in rural land use is not easy. The interests of the agricultural community as well as those of growing urban centers need to be accommodated. The issues of changing land ownership and use that face Olmsted County will challenge its residents to develop a program that incorporates the interests of all landowners.

Suggested Readings

Robert E. Coughlin and John C. Keene. *The Protection of Farmland: A Reference Guidebook for State and Local Governments* (A Report to the National Agricultural Lands Study). Washington, D.C.: Government Printing Office, 1981.

Robert G. Healy and James L. Short. "Rural Land: Market Trends and Planning Implications." *American Planning Association Journal* 45 (July 1979): 305-317.

James A. Lewis. *Landownership in the United States, 1978*. U.S. Department of Agriculture-Economics, Statistics, and Cooperative Services; Agricultural Information Bulletin No. 435. Washington, D.C.: Government Printing Office, 1980.

D. David Moyer. *Who Owns the Land: A Preliminary Report for the North Central States*. U.S. Department of Agriculture-Economics, Statistics, and Cooperative Services; Staff Report NRED 80-11, August 1980.



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 365, Blegen Hall, West Bank Campus of the University of Minnesota (373-2892). The faculty advisor for each study is indicated at the end of the entry.

Bowe-Gutman, Sonia. Teenage pregnancy and parenting, kids raising kids. 1978. 12 p. + appendices. Krieger.

_____. Juvenile prostitution: a problem of transfer. 1978. 22 p. + appendices. Krieger.

Butterfield, Kevin. The mixed public and private production and provision of public goods. Gray. (in *Public service options*, 1981; see L78 M66 in PA Library.)

Davidson, Carrie J. Improving the mobility of the Twin Cities' metropolitan area transportation handicapped population: an examination and discussion of three alternative approaches. 1981. 46 p. + appendices. Brandl.

_____. The role of informal and formal sources in helping older persons in the Twin Cities metropolitan area: implications for policy and practice. 1981. 59 p. + appendices. Anderson.

Edwardson, Nancy. Clubs and communes. Gray. (in *Public service options*; 1981; see L78 M66 in PA Library.)

Haring, David K. Collective production and provision: a cooperative approach. 1981. 47 p. Gray. (in *Public service options*; 1981; see L78 M66 in PA Library.)

_____. Coal slurry pipelines: the policy debate. 1981. 39 p. + appendices. Geesaman.

Hochban, Jacquelyn. Institutionalizing altruism. Gray. (in *Public service options*, 1981; see L78 M66 in PA Library.)

_____. For-profit versus nonprofit organization of health maintenance organizations: some policy considerations. 1981. 30 p. Kudrle.

Kemp, Arlana Rene. District heating in Minnesota: a strategy for small communities. 1980. 56 p. Dewar.

_____. A critique of soft energy paths. 1980. 12 p. + appendices. Geesaman.

Krueger, Keith. Reforming government production and provision. Gray. (in *Public service options*; 1981; see L78 M66 in PA Library.)

Nze, Festus Chukwunyere. Public sector consultancy policy in Nigeria and development: bureaucratic intentions and unexplored options. 1981. 33 p. + appendices. Warp.

_____. Agricultural development policy in Nigeria (1975-80): goals, objectives and performance. 1981. 66 p. + appendices. Cochrane.

Pafolis, Suzanne J. Analysis of the work incentive program. 1981. 33 p. + appendices. Patten.

_____. Community-based treatment of

the chronically mentally ill. 1981. 36 p. + bibliography. Anderson.

Roth, Elizabeth. The rise of social regulation: its effect on the market. 1981. 45 p. + appendix. Kudrle.

_____. An analysis of multiple land use assessments: effects on the availability and cost of federal coal. 1981. Abrahamson.

Schmidt, Susan. Peak load pricing of electric service: a practical assessment of the policy debate. 1981. 45 p. Abrahamson.

_____. Barge fleetings in the Twin Cities metropolitan area: a study in intergovernmental regulation, planning, and implementation. 1981. 127 p. + appendices. Rose.

Thomas, Cynthia G. A comparison of sources of information used in policymaking in higher education. 1981. 31 p. Clark.

_____. Sunset in Minnesota. 1981. 34 p. Jernberg.

Thoreen, Peter W. Innovations in profitability? Gray. (in *Public service options*, 1981; see L78 M66 in PA Library.)

Hmong Researchers Confer

A national conference of researchers interested in the Hmong people of Laos and their experiences as refugees in the United States was held at the University of Minnesota, October 2 and 3, under the auspices of the Southeast Asian Refugee Studies Project. Approximately 150 persons attended the conference, including over fifty from out of state.

The program included nineteen reports on research in such disciplines as descriptive and applied linguistics, educational policy, ethnography, health and health care issues, oral literature, and refugee resettlement. A paper by Ronald Munger of the University of Washington on "Sudden Adult Death in Asian Populations: The Case of the Hmong" caught the attention of WCCO, and Munger's views were reported on their evening newscast. Other papers of special interest included a discussion of Hmong leadership in Rhode Island by John Finck, a description of Hmong poetics by Amy Catlin of the Center for Hmong Lore in Providence, and an explanation of the role of Hmong leadership and other forces in Hmong secondary migration by Cheu Thao, of the Center for Applied Linguistics in Washington D.C.

The keynote address was presented on Friday evening by Dr. Yang Dao, a Hmong economist living in France. Yang Dao summarized the history of the Hmong people and recounted in detail the political and military conflicts in twentieth century Laos and the recent flight of the Hmong people from Laos as a result of continuing persecution, including the alleged use of poisonous gas by the Communist forces.

The Hmong Research Conference was supported by CURA and a number of other University of Minnesota departments—Anthropology, East Asian Languages, History, Linguistics, Conferences and Lectures, the Asian/Pacific American Learning Resources Center, the Office of International Programs, the College of Liberal Arts, the Graduate School, and the Lao Student Association.

Publication of the conference proceedings is anticipated in January. Additional information concerning the conference, the proceedings or the Southeast Asian Refugee Studies Project may be obtained from Associate Professor Bruce Downing (Linguistics), Coordinator, or Douglas Olney, Research Associate, at 874 Social Sciences (612/376-3486).

New CURA Publications

American Indian Alcoholism in St. Paul. Michael Miller and Laura Waterman Wittstock. CURA 81-11. Free.

See p. 1 of this *Reporter* for most of the text of this report. The full report also includes the survey data, survey comments, and an extensive annotated bibliography.

A Bibliography of the Hmong (Miao). Compiled by Douglas P. Olney. Southeast Asian Refugee Studies Occasional Papers, Number One. CURA 81-10. 53 pp. Free.

This bibliography lists writings about the Hmong people of Laos. They are divided into eight subject areas: general works on Southeast Asia, general Hmong ethnography, specific aspects of Hmong ethnography, linguistic studies of Hmong and Mien, refugee resettlement, journalism, Hmong language books, and bibliographies. The majority of the works listed are available at the University of Minnesota, either in the library system or in the special collection being gathered by the Southeast Asian Refugee Studies Project. The bibliography should be especially helpful to those working with the Hmong refugees and to Southeast Asian scholars. The entire bibliography has been computerized and will be updated periodically.

The Condominium Market: Surveys of Activity, Developers, and Buyers. Barbara Lukermann and Milo Pinkerton. CURA 81-6. 67 pp. Free.

One of a series of publications about housing conversions in the Twin Cities metropolitan area, this work contains the results of several surveys conducted last year. The number of condominium conversions and new condominium structures built between 1970 and 1980 were counted and plotted on a metro area map. Developers were surveyed to determine who they are, how they operate, and what their attitudes are toward public policies that affect housing. Condominium buyers were also surveyed to find out who they are and why they bought condominiums. The full data from these surveys are presented in *The Condominium Market*.

Courses in the Field of Aging: AUCA Bulletin 1981-1982. All-University Center on Aging. 24 pp. Free.

This is the fourth annual AUCA listing of courses and programs on aging at the University of Minnesota. It differs from its predecessors in that it is a one year bulletin, announcing courses available in 1981-1982, rather than a schedule providing specific details. The bulletin includes classes and programs from all the University campuses: Crookston, Duluth, Morris,

Rochester, Twin Cities, and Waseca. Students should consult the official class bulletin, instructors, or departments for information on class times and rooms.

Human Services Data Handbook: A Directory of Data Sources for the Arrowhead Region. School of Social Development, University of Minnesota-Duluth.

This handbook is designed to serve as a reference manual for administrators and planners in the social service field. It lists currently available data sources in the Arrowhead region under eight categories: community development, economic conditions/employment, education, health, housing, human services, public assistance, and social indicators. The handbook is the result of a CURA grant to Rama Pandey at the School of Social Development in Duluth. Copies may be obtained from the School of Social Development; Marshall W. Alworth Hall, Room 295; University of Minnesota, Duluth; Duluth, MN 55812 (218/726-7961).

Twin City Conversions of the Real Estate Kind. Barbara Lukermann and others. CURA 81-5. 87 pp. Free.

Results of a major study of condominium and cooperative conversions in the Twin Cities metropolitan area between 1970 and 1980 are presented here. This includes an inventory of both condominiums and cooperatives in the area, a study of developers of condominium housing, of buyers, and of those who are displaced when buildings are converted, an analysis of cooperative housing in the Twin Cities, case studies of how the finances work in three typical conversions, an evaluation of the Minneapolis Homeownership Program (HOP IV), and a discussion of the study results and what they mean in terms of housing policies for the metropolitan area. In addition to this overall report, four additional publications are in preparation for those interested in the complete data from the surveys conducted on housing conversions.

Photo credits:

p 7. Peat by Rouse Farnham.

pp 10, 11, and 13. Olmsted County land conversions by Betsy Pyle.

CURA Publication Order Form

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- A Bibliography of the Hmong (Miao).** Southeast Asian Refugee Studies Occasional Paper #1. CURA 81-10. 53 pp. Free.
- The Condominium Market: Surveys of Activity, Developers, and Buyers.** Barbara Lukermann and Milo Pinkerton. CURA 81-6. 67 pp. Free.
- Courses in the Field of Aging: AUCA Bulletin 1981-1982.** All-University Center on Aging. 24 pp. Free.
- Twin City Conversions of the Real Estate Kind.** Barbara Lukermann and others. CURA 81-5. 87 pp. Free.

Other Recent Publications

- Energy from Peatlands: Options and Impacts.** CURA Peat Policy Project. CURA 81-2. 183 pp. \$5.
- Indochinese Refugee Settlement Patterns in Minnesota.** Glenn Hendricks. CURA 81-3. 7 pp. and 3 maps. Free.
- Introduction to Community Interviewing.** Leslie H. Brown. CURA 80-7. 31 pp. Free.
- Uranium in Minnesota: An Introduction to Exploration, Mining, and Milling.** Dean Abrahamson and Edward Zabinsky. CURA 80-2. 67 pp. \$3.

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reporter

Volume XI, Number 7 November 1981

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.

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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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