

# CURA

# reporter

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## Evaluating International Business Development: Lessons for Minnesota

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In 1983 the State of Minnesota launched a series of initiatives aimed at taking maximum advantage of the international economy. The first major initiative, The Minnesota Trade Office (MTO), was created in July in response to a special report to the Governor from his Commission on International Trade. The MTO was given a two year budget of \$6.8 million, an enormous increase over the previous \$190,000 a year for export programs. The MTO had one principal goal: to create jobs by increasing the number of Minnesota companies

that export and by attracting incoming foreign direct investment.

Some states have been attempting to promote exports and incoming foreign direct investment for many years. In the period since Minnesota began in earnest, even more states have joined the international business development bandwagon, and more experience has been gained. Our CURA research sought to discover the extent to which the experience of other states might offer lessons for Minnesota's growing efforts. Towards that end, we surveyed all

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, veteran status, or sexual orientation.

of the states about the extent of their activity and, in particular, how they attempt to document results.

### Activities at Home

Forty-five states lodge their efforts in the state's main economic development agency. Most states report spending the majority of their resources attempting to increase the level of exports by state businesses.

- They sponsor or co-sponsored seminars and conferences to increase both interest and competence in export.
- Nearly all states report assisting exporters individually.
- Foreign trade delegations are hosted, frequently in cooperation with the governor's office.
- Most states provide written information for both exporters and foreign investors.
- Half the states prepare studies of specific foreign markets and most also produce general publications that guide potential exporters to official and private sources of assistance. Newsletters are produced that vary widely in format.
- Trade leads (that is, foreign sales opportunities) developed from United States government sources, overseas field offices, and private intelligence are disseminated to potential exporters in the state.
- Several states now provide at least some export finance, typically to cover that period of time between the beginning of goods production and shipment of goods out of the United States.
- Many states advertise the availability of state products and the attraction of state location to potential foreign purchasers, distributors, and investors.
- Considerable financial support is frequently offered to incoming foreign direct investors, although states usually take pains to maintain an even hand between potential investors from the United States and abroad.

### Activities Abroad

Fewer types of activities take place abroad, but they are very important.

- State overseas offices help potential exporters identify foreign sales opportunities and transmit trade leads.
- Overseas offices assist in the planning and execution of trade show participation and trade missions.

**Cover photo: Minnesota was the first state to ship live dairy cattle to the People's Republic of China.**

Whether assisted by overseas offices or not, participation in missions and shows takes state officials and businesses abroad.

- Overseas offices are frequently active in attempting to locate potential foreign investors appropriate for the home state.

### Minnesota's Efforts

The Minnesota Trade Office's (MTO) activities are similar to those of many other states, and are primarily designed to assist small businesses identify and take advantage of opportunities in Western Europe and the Far East and to encourage foreign direct investment from those areas. Minnesota concentrates its export promotion efforts in several key industries: high technology, computer software, medical technology, electronics, agricultural processing, and wood products. The MTO has five divisions.

- The International Trade Division (ITD) is responsible for organizing participation in overseas trade shows and missions; the state accompanies firms or represents them in contacts with potential distributors or buyers abroad.
- The Export Services Division (ESD) is in charge of education. Conferences and seminars are given on various topics to exporters and potential exporters. This division also generates and disseminates trade leads and maintains a data base of exportable goods and services.
- The Export Finance Authority employs a fund of \$2 million to guarantee loans to exporters who have orders but cannot raise the capital to fill them.
- The Agricultural Trade Division conducts activities roughly parallel to the ITD and the ESD for the state's food producers and processors.
- The Communications Division is responsible for all of the graphics work and publications for the other divisions.

The state also has two overseas offices, one in Sweden and one in Norway.

### The Evaluation Efforts of the States

We assumed that the considerable amount of state activity across the nation—which grew from a few million in 1976 to nearly 40 million in 1986—would have generated a variety of sophisticated evaluation techniques that might be of use in our own state's efforts. On the whole, our hopes were disappointed. Table 1 presents a sum-

mary of our principal findings. The numerical key indicates whether the state has activity in one of five major areas and what, if anything, the state does to discover the results of those efforts.

Several characteristics stand out. Many states evaluate some of their activities by measuring outcomes (frequently called "performance" monitoring) but do not go beyond output or "administrative" monitoring for others. For example, a state trade office report might list the number of trade missions and shows that it has sponsored. This is output or administrative information. The report might go on to list the estimated value of export sales gathered from participant firms during and following a trade mission. This is outcome or performance information.

We found many claims about program impact in the states' literature based on outcome information. Assuming a connection between state activity and results is premature, however. Impact assessment includes a step that to our knowledge no state explicitly deals with in any of its programs: the issue of causality. Specifically, no state seems to employ questionnaires or other devices carefully designed to exclude the possibility that successes claimed for state activities might have occurred anyway. A trade leads questionnaire might ask whether a firm heard about the opportunity from other sources prior to or after the trade lead was sent out. No state does this.

Overseas trade events were sponsored by forty-eight states in 1986 and seem to have been given more evaluation attention than any of the other activities. States that reported spending most of their time counseling firms were still more likely to monitor overseas events. Overall, there seems to be little or no relationship between the allocation of office time or budget among activities and the monitoring of those activities.

Several factors may underlie the disproportionate attention to overseas events. These activities naturally involve considerable interaction between the firm and the state office. Firms work with state offices on the products to be promoted abroad, the state arranges foreign meetings, and office staff accompany the firms abroad. Close relationships are established that may increase the willingness of firms to give information even long after the trip is completed. Moreover, formal evaluation can be rather easily administered to the small number of participant firms.

A special difficulty of overseas event evaluation lies in the time lag that often exists between the trip and the signing of agreements. As a result, evaluation too soon can underestimate the results. States vary widely in the extent to which they systematically track firms' experience at regular intervals following an overseas event.

Only thirteen of the forty-five states that have trade leads programs reported that their offices engaged in specific attempts to

**Table 1. THE EVALUATION OF STATE INTERNATIONAL BUSINESS DEVELOPMENT PROGRAMS: SELECTED ACTIVITIES**

| State          | Overseas Events | Trade Leads | Counseling | Workshops Seminars | Incoming Foreign Direct Investment |
|----------------|-----------------|-------------|------------|--------------------|------------------------------------|
| Alabama        | E               | 1           | 1          | 1                  | 2                                  |
| Alaska         | 1               | 1           | 1          | 1                  | 2                                  |
| Arizona        | E               | 1           | 1          | 1                  | 0                                  |
| Arkansas       | E               | E           | E          | E                  | 4                                  |
| California     | E               | 1           | 1          | 1                  | 2                                  |
| Colorado       | E               | 2           | 2          | 1                  | 5                                  |
| Connecticut    | E               | E           | 1          | 2                  | 2                                  |
| Delaware       | 1               | 1           | 1          | 1                  | 2                                  |
| Florida        | E               | E           | 1          | 1                  | 2                                  |
| Georgia        | E               | 1           | 1          | 1                  | 2                                  |
| Hawaii         | 1               | 1           | 1          | 1                  | 2                                  |
| Idaho          | 0               | 1           | 1          | 1                  | 0                                  |
| Indiana        | E               | E           | 1          | 2                  | 0                                  |
| Iowa           | 2               | 3           | 1          | 1                  | 1                                  |
| Illinois       | E               | 1           | 1          | 1                  | 2                                  |
| Kansas         | 2               | 1           | 1          | 1                  | 2                                  |
| Kentucky       | 1               | 1           | 1          | 1                  | 2                                  |
| Louisiana      | 2               | 1           | 2          | 1                  | 2                                  |
| Maine          | 2               | 2           | 2          | 1                  | 2                                  |
| Maryland       | 1               | 1           | 1          | 1                  | 2                                  |
| Massachusetts  | 2               | 0           | 2          | 1                  | 1                                  |
| Michigan       | E               | 1           | 1          | 1                  | 2                                  |
| Minnesota      | E               | 3           | E          | 1                  | 2                                  |
| Mississippi    | E               | E           | 1          | 1                  | 2,4                                |
| Missouri       | 1               | E           | 1          | 1                  | 2                                  |
| Montana        | E               | 1           | 1          | 1                  | 0                                  |
| Nebraska       | E               | E           | 1          | 1                  | 4                                  |
| New Hampshire  | 2               | 2           | 2          | 2                  | 2                                  |
| New Jersey     | E               | E,1*        | 1          | 1                  | 4                                  |
| New Mexico     | 2               | 2           | 2          | 1                  | 2                                  |
| New York       | E               | E           | 2          | 1                  | 2                                  |
| Nevada         | 1               | 0           | 0          | 0                  | 2                                  |
| North Carolina | 2               | 1           | 2,1**      | 2                  | 2,4                                |
| North Dakota   | 2               | 2           | 2          | 2                  | 2                                  |
| Ohio           | E               | E           | 2          | 2                  | E                                  |
| Oklahoma       | E               | 1           | 2          | 1                  | 2                                  |
| Oregon         | 2               | 1           | 2          | 1                  | 2                                  |
| Pennsylvania   | E               | 3           | 2          | 7                  | E                                  |
| Rhode Island   | E               | 3           | 1          | 1                  | 1                                  |
| South Carolina | 1               | 1           | 1          | 1                  | 2                                  |
| South Dakota   | 0               | 1           | 1          | 1                  | 1                                  |
| Tennessee      | 2               | 3           | 2          | 2                  | 2                                  |
| Texas          | E               | 1           | 1          | 1                  | 1                                  |
| Utah           | 2               | 1           | 1          | 1                  | 1                                  |
| Vermont        | E               | 0           | 1          | 1                  | 2                                  |
| Virginia       | E               | 2           | E          | E                  | 2                                  |
| Washington     | 1               | 1           | 1          | 1                  | 2                                  |
| West Virginia  | 2               | 2           | 1          | 1                  | 2                                  |
| Wisconsin      | E               | 1           | 1          | 1                  | 2                                  |
| Wyoming        | 2               | 2           | 2          | 1                  | 2                                  |

\*If trade leads come from overseas trade events then their impact is monitored with the overseas events procedure.

\*\*If the company being counseled is in a targeted industry the trade specialists keep records of the assistance, otherwise files are not kept.

**Key:**

- E = Specific monitoring/evaluation activity to determine impact
- 0 = No such program
- 1 = No follow up to determine impact
- 2 = No specific monitoring/evaluation activity but some information on impact available from specialists' company files
- 3 = Reply form sent with trade lead
- 4 = Some informal comparison of costs to benefits
- 5 = Some studies done

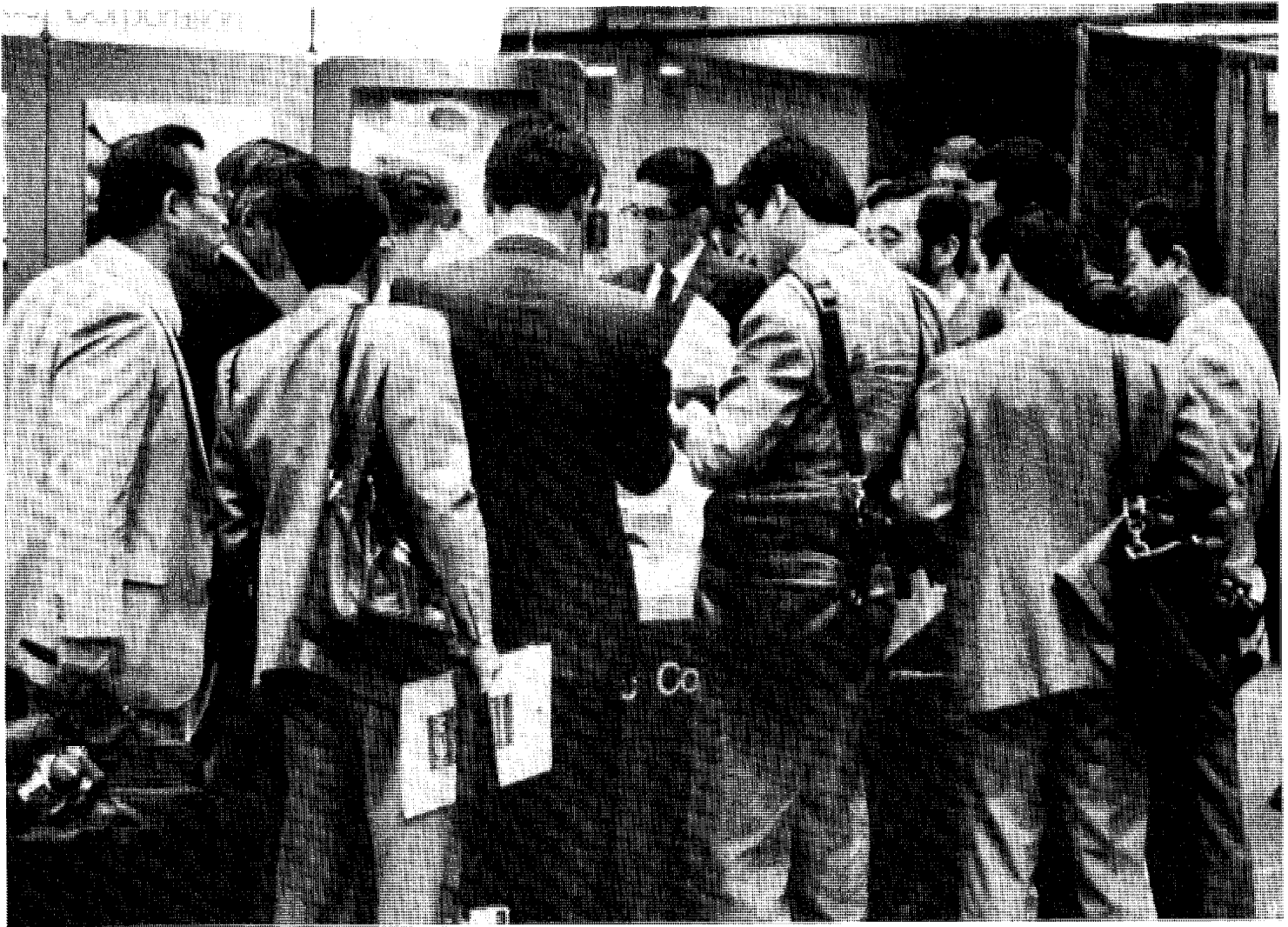
determine program impact. The most elaborate of these efforts is New York's, which involves collecting and confirming results by contacting both the foreign buyer and the New York firm. Even here, however, the possibility of contacts between buyer and seller independent of state action seems not to be fully explored.

Trade leads clearly take more time and effort to follow-up than do overseas events, and this presumably underlies the relative lack of evaluation attention. Firms sometimes claim not to remember the origin of leads, and in the absence of trust based on extensive contact between the office and the firm, the firms may be more hesitant to part with sensitive information than in the case of an overseas event. Despite these problems, trade lead evaluation has one advantage over the evaluation of overseas events: lag time is usually not an important problem for leads; they are usually lost if they are not followed-up quickly.

Nearly all states provide some individual firm counseling, and many states claim to spend more time on this than any other activity. Counseling includes site visits to firms, miscellaneous activities to assist with export regulations and the filling out of forms, advice about language services, the provision of market information, and the like. Surprisingly, only two report that they systematically gather outcome data, although sometimes relevant information lies undigested in office files. The relative lack of evaluation in this area can be explained by two factors. First, the label "counseling" is a catch all term for a broad range of activities that are not overseas events, trade leads, or workshops. Second, many of these activities make such a small contribution to firms' export efforts that claims to "cause" exporting would seldom be appropriate. If a state office helps a firm contact an appropriate transportation company for overseas shipment, exporting is facilitated, but not "caused." The contributions of other minor efforts might sometimes be more important, however.

Similar difficulties attach to the evaluation of workshops and seminars. Few states report any attempt to assess the impact of these activities at all. Information about these programs tends to be limited to output—how many seminars were given and how many people attended. Some states do not even keep records of those who attended the sessions. Those states that do keep better records concentrate on attendees' general satisfaction with the information provided rather than on its contributions to export activities.

Evaluation of incoming foreign direct investment efforts combine unusually straight-forward and particularly complex problems. The decision to invest cannot be hidden, so data collection is not a principal problem, but interpretation difficulties abound. International offices seldom have complete responsibility for attracting and securing incoming foreign investment. The



To showcase Minnesota's health care industry, the Minnesota Trade Office sponsored an international medical trade show in St. Paul in May of 1986.

international office may do promotion, but firms interested in locating in that state are subsequently assisted by units of state development agencies which have responsibility for attracting new business. Whether a firm decides to locate in the state or not, any assignment of causation is typically so problematic that the international offices most often evaluate their efforts with output measures analogous to those used for workshops and seminars.

#### **Lessons for Minnesota**

According to the Export Services Division, the MTO spends about a quarter of its time counseling firms; 15 percent of its time organizing and conducting overseas activities; 10 percent collecting, compiling, and disseminating trade leads; 10 percent conducting seminars and workshops; 10 percent doing market study research; and 5 percent promoting incoming foreign direct investment. Other activities, including the collection of data on state firms and the preparation of publications, take up the remaining 25 percent of their time.

Although the MTO has made numerous attempts to establish an evaluation system, we think the lessons of other states, both positive and negative, provide a basis for some major initiatives. We offer the following suggestions in each of the five major areas in which our investigation was most complete.

#### **• Overseas Events**

We are persuaded that overseas trade events should be thoroughly monitored. Not only should the response rate for monitoring inquiries be 100 percent and extended for at least two years beyond an event, but special attention must be paid to causality. Firms should be asked about the nature of any contacts with foreign buyers and distributors not connected with the state-sponsored activity. Outside observers are understandably suspicious whether the signing of an agreement in conjunction with official activities really represents the role of the state in bringing the business partners together. In our report, we suggest questionnaire techniques that can demon-

strate the unique role of the state in such transactions.

#### **• Trade Leads**

We are convinced that trade lead evaluation could be far more thorough than is presently the case even in the best performing states. Specifically, until sampling procedures in this area are better understood, we think that all recipients of trade leads should be regularly contacted with mail questionnaires. The questionnaire should identify not only the ultimate results of the trade lead but should also garner information about the appropriateness of the lead for the firm to which it was sent. In the case of a successful outcome, the document should establish that the sale (or other transaction) would not have taken place anyway because of alternative channels of contact between the parties. We also suggest that all trade leads claiming sales be independently confirmed by the MTO with the purchaser abroad. The MTO's response forms should allow firms to give the exact

value of sales or to indicate the approximate value by marking categories.

### ● Seminars and Workshops

The evaluation of seminars and workshops and individual office contacts will remain difficult no matter what approach is taken. Nonetheless, we think that well designed questionnaires could gather a wealth of information, and we present sample questionnaires as part of our report. These questionnaires will be particularly important in helping the MTO staff judge how essential these activities are to the promotion of state export efforts. For example, if the overwhelming number of persons touched by one-on-one contacts or by the seminars and workshops regard those encounters as of minor significance in the development of their export activities, some thought might be given to shifting the resources presently used there to areas that receive higher evaluation. While we have no way of knowing in advance what the outcome of such enquiries might be, it is interesting to note that the state of Illinois, one of the most active states in the field of export promotion, regards these activities as of such low priority that few resources are devoted to them.

### ● Incoming Foreign Direct Investment

The reader may wonder what part of the MTO looks after the recruitment of foreign direct investment. The overseas offices have devoted considerable effort to this type of promotion. But neither the MTO nor the (now parent) Department of Energy and Economic Development has regarded foreign direct investment as a principal responsibility for which the state provides explicit funding. The state boasts only one unit seriously devoted to promotion of foreign direct investment, a small office in the Department of Energy and Economic Development, that devotes its entire attention to the promotion of direct investment from Canada. The office has been attentive to evaluation issues. Of the four companies that have located in Minnesota due in some measure to the efforts of the office, at least two are claimed to have been decisively attracted by the office.

We offer only the most tentative suggestions about the evaluation of foreign direct investment. The formal promotion of such activity remains in its nascent stage; the recent assignment to the director of the Department of Energy and Economic Development of overall leadership in the state's international efforts including the oversight of the MTO and the World Trade Center, may bring greater clarity to state efforts.

Many studies have been conducted in the past decade about the causes of foreign direct investment locational decisions. They have been valuable but also suggest that, unless very unusual questions are developed, little can be gained from yet another survey of all foreign firms locating in

the United States. We suggest that the base from which Minnesota makes its evaluation be those firms that initially showed any interest in the state. From that group, in a given year, it would be entirely feasible to conduct a survey establishing why those firms ultimately decided to locate in Minnesota or elsewhere.

### ● An Organizational Suggestion

All of our discussions with MTO officials suggested that evaluation, while recognized as important, was not a priority in any of the divisions. This results from the large range of tasks being performed by a very competent but small staff working with limited resources. While the problem is real, we think that one central issue must be faced squarely. Enthusiasm for international activity in Minnesota is now very high, but only a demonstration of results may sustain the state's commitment to this activity in the long run. Fewer activities of low yield now and better documentation of the results of more promising efforts appear to be the best long-run strategy.

The evaluation function is now being performed by one person in the Export Services Division of MTO, and the rather elaborate forms that are designed to be filled out by those working in the various divisions are often ignored. Staff understandably senses that the data are being used by others only intermittently and not in a way that is central to program improvement. Two changes appear critical if evaluation is to improve. First, MTO managers must demand more evaluation. Second, we suggest that the evaluator be made independent of a particular division and charged with explicit responsibility for overseeing and assisting with the data collection necessary for evaluation from all the divisions. This would almost certainly encourage more regular data collection: someone would be demanding the data and assessing their quality on an ongoing basis. In addition, greater responsibility would make the evaluator sensitive to data collection problems and encourage the development of more effective techniques. In effect, this would allow evaluation of the relative value of different kinds of evaluation.

### Conclusion

The uneven character of other states' efforts to evaluate their international business promotion efforts suggests that Minnesota has the opportunity to become a policy leader.\* The stakes for our state are especially high. Minnesota has a disproportionate share of goods—both sophisticated

manufactures and agricultural products—which will lie at the heart of United States export strength in the years to come. And while only certain types of foreign direct investment\* will find Minnesota an attractive base, some effort should undoubtedly be expended to make our attractions known.

Complementing the state's dynamic industrial and agricultural sectors, we are fortunate to have one of the country's most competent and progressive state governments. What role that government should have in international business development is widely disputed. The issue will never be settled, but without far better evaluation, tentative positions will continue to be based largely on enthusiasm or suspicion.

**Robert Kudrle is a professor of public affairs and planning at the Humphrey Institute of Public Affairs. Cynthia Kite is a graduate student in the Humphrey Institute and the Department of Political Science. Their study of international business development will be available in a full report, presently titled, *State Evaluation of Foreign Sales Efforts*, which will be published by CURA later this year.**

**The project discussed here was supported by an interactive research grant from CURA and the Office of the Vice President for Academic Affairs, University of Minnesota. Interactive research grants have been created to encourage University faculty to carry out research projects that involve significant issues of public policy for the state and that include interaction with community groups, agencies, or organizations in Minnesota. These grants are available to regular faculty members at the University of Minnesota and are awarded annually on a competitive basis.**

\*The state has already shown creativity in evaluating general development efforts. For a pioneering attempt to quantify Minnesota's programs, see LeAnn Stagg, "Job Impact of State Landing Programs," Research Paper F in *Report of the Governor's Commission on the Economic Future of Minnesota*. St. Paul: Minnesota Department of Energy and Economic Development, 1987.

\*Existing labor force skills and business infrastructure suggest that the profile of foreign business activity drawn to Minnesota will typically bear some resemblance to the type of activity already here. This, in turn, will at least occasionally lead to complaints that the state is encouraging competition with existing firms.

# Employment in Powderhorn East

by Debra L. Burns

In April of 1981 the Minneapolis City Council appointed a task force and charged it with developing an employment strategy for the city. One of the recommendations made by this task force was that Minneapolis deal with employment issues at the neighborhood level. Smaller geographic units, it was felt, would be more responsive to the diversities of the city neighborhoods, and could lessen administrative costs and facilitate outreach efforts.

The Neighborhood Employment Network (NET) was created as a result of this recommendation. Eight Minneapolis neighborhoods now have one or more community organizations that serve as NET facilitators. NET job developers work to help people in their neighborhoods find jobs, emphasizing local employment. CHART at Sabathani is the NET representative in the Powderhorn East area of Minneapolis (see map).

Powderhorn is the second largest of the eleven neighborhoods in Minneapolis, with 51,536 residents reported in the 1980 census figures. It is one of three Minneapolis neighborhoods with the highest concentrations of minority populations. Over 22 percent of Powderhorn area residents belong to minority groups (as compared with 12.7 percent of the population of Minneapolis as a whole).

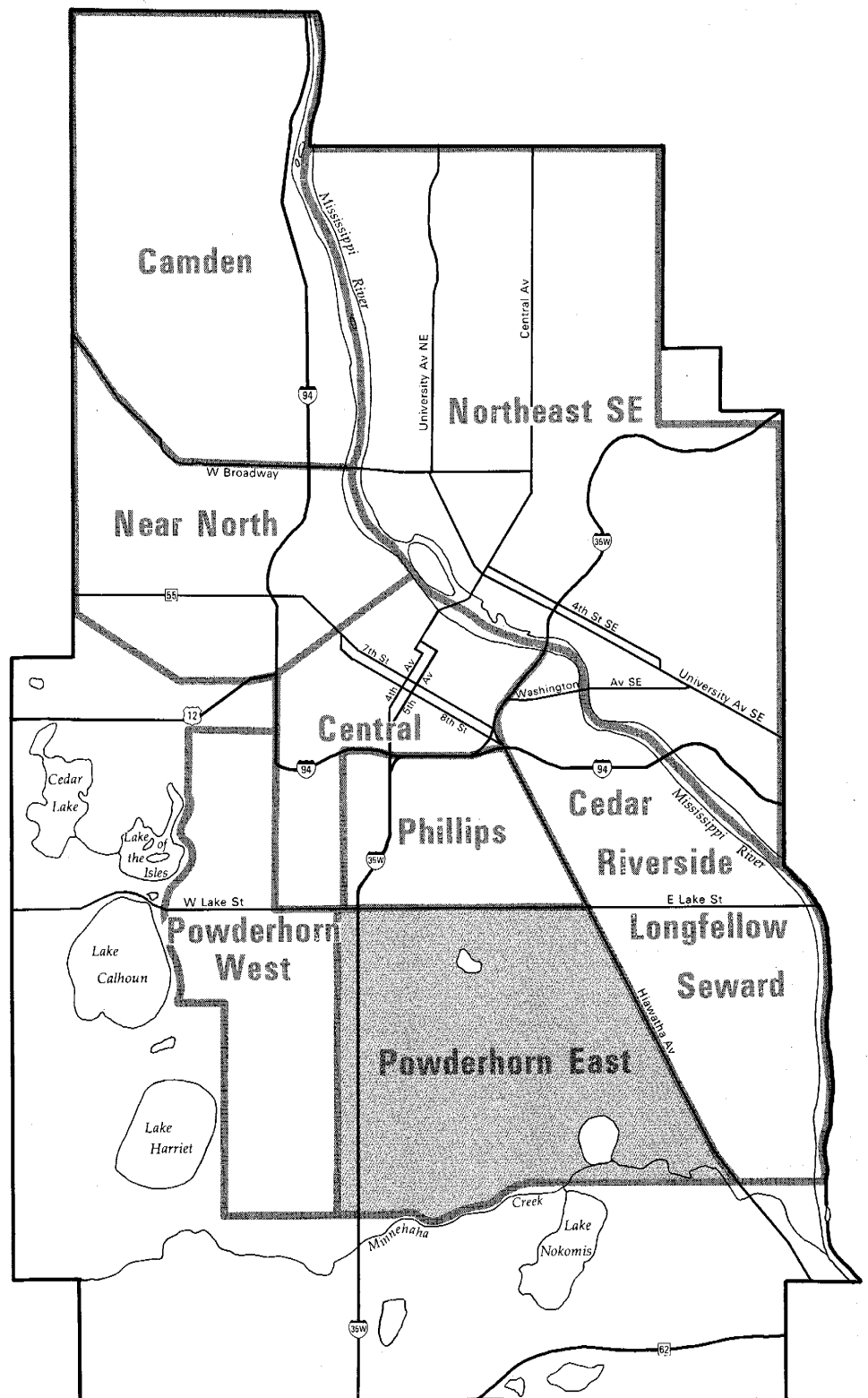
Powderhorn has the fourth highest percent of social service cases, public assistance cases, and unemployed residents of the Minneapolis neighborhoods. Unemployment rates in the Minneapolis neighborhoods range from 1.9 percent to 8.7 percent. Unemployment in Powderhorn is at 5.0 percent. The total labor force of the neighborhood in 1980 was 30,106, with 28,600 employed and 1,506 unemployed.

## Development of a Cooperative Study

A survey of employment in the Powderhorn East neighborhood was conducted in early 1986 as a cooperative effort among CHART at Sabathani, First Bank, the Neighborhood Employment Network, and CURA. Sixty-seven businesses were interviewed about issues related to employment. The survey attempted to fulfill the needs of each of the groups involved.

CHART provides employment services to women in the Powderhorn neighborhood, through an outreach program located at Sabathani Community Center. As NET representative in Powderhorn East, CHART felt that a survey of local busi-

NEIGHBORHOOD EMPLOYMENT NETWORK COMMUNITIES IN MINNEAPOLIS



nesses could enhance its efforts to promote neighborhood employment and economic development. The staff at CHART sought information about local employment that would help them target their efforts towards those businesses and industries with the greatest employment potential for neighborhood residents. Of interest to CHART was specific information about businesses such as the skills required for jobs offered by local businesses, and how these businesses recruited new employees. CHART also saw a survey of businesses as an opportunity to increase awareness of their own organization and to pinpoint businesses that were interested in their services.

The city attempts to link each NET to a lead business that will assist their employment efforts. The First Bank System is linked to Powderhorn in this capacity. Individuals at the bank's Urban Development Office also wanted information that could serve as a basis for planning future economic development in the Powderhorn neighborhood. They were interested in the number and type of businesses in Powderhorn, and expressions of interest in economic and neighborhood development. They agreed to fund a graduate student to conduct the survey of businesses.

CURA was asked to design and coordinate the research and agreed, hoping to develop a research methodology that might be applied to neighborhoods elsewhere as well.

The initial project plan involved interviewing all businesses in the Powderhorn East neighborhood. Background research, however, indicated that there were many more businesses in the area than expected. In total, 726 businesses were discovered within the study boundaries. A sampling strategy was required, therefore, to keep the survey within the scope of the original project plan.

Because CHART wished to focus on businesses with the greatest employment potential, businesses were stratified by number of employees. Through library research and telephone calls to the businesses, an approximate number of employees was determined for 643 of the 726 businesses. A stratified random sample of 98 was drawn from these 643 businesses. Larger businesses were intentionally oversampled to maximize the impact of a limited number of interviews. All businesses with more than ten employees were included in the sample, while a random selection was made from those businesses with six to ten employees. Businesses with less than six employees were not included in the sample. Table 1 shows the stratification of businesses by number of employees and the distribution of the sample.

Structured interviews were conducted with representatives of sixty-seven businesses. The remaining thirty-one were eliminated from the sample either because they had moved, gone out of business, re-

**Table 1. DISTRIBUTION OF THE SAMPLE**

| Number of Employees | Number of Businesses | Number in the Sample |
|---------------------|----------------------|----------------------|
| 1-5                 | 448                  | 0                    |
| 6-10                | 110                  | 13                   |
| 11-25               | 53                   | 53                   |
| 26-50               | 20                   | 20                   |
| 51-100              | 11                   | 11                   |
| 101-250             | 1                    | 1                    |
|                     | <u>643</u>           | <u>98</u>            |

fused to be interviewed, or could not be reached.

Interviews of twenty to thirty minutes were planned using a structured questionnaire. The person most familiar with overall hiring in each business was the person interviewed. Questions were asked about hiring practices, use of government programs for hiring, types of jobs available, employee turnover, hiring problems, and attitudes toward neighborhood hiring. The interviews were conducted during March and April of 1986.

#### Who Was Interviewed

The businesses interviewed can be grouped into types according to U.S. Census classifications (see Figure 1). Retail and wholesale businesses (including restaurants, grocery stores, and convenience stores) constituted the largest number of businesses interviewed, almost 42 percent. Professional services (including social services, nursing homes, and health

care organizations) were next at 24 percent. Business or repair services (electrical contractors and a collection agency, for example) comprised 7.5 percent of the sample. Construction (including a landscaping firm) made up 6 percent. At 4.5 percent each were entertainment and recreation businesses, companies involved in transportation or communications, financial and real estate businesses, and businesses offering personal services. Only 3 percent of the businesses interviewed (two firms) were in manufacturing.

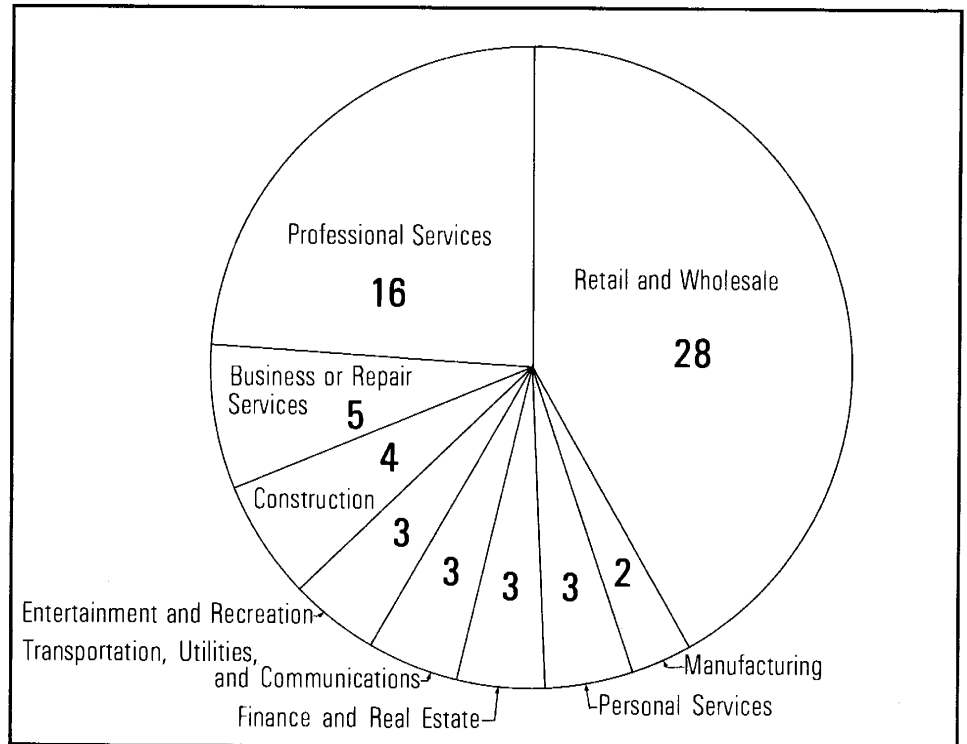
The number of full-time employees at each business ranged from 0 to 160. The average number of full-time employees was 20. The number of people employed part-time at the businesses interviewed ranged from 0 to 80. The businesses had been at their present location from six weeks to 105 years; half had been at their present location for more than ten years. Just over half of the businesses had been located in the Powderhorn East neighborhood for fifteen years or more.

#### Hiring Practices

Several questions asked employers about their use of hiring resources. Did they use specific resources such as newspapers, neighborhood organizations, or word of mouth in trying to recruit new employees? If they used these, how effective had they been? Table 2 presents a composite picture of the answers to these questions. It is important to note that the number of people reporting a particular answer is very small in some categories.

Word of mouth was used most often to

**Figure 1. TYPES OF BUSINESSES INTERVIEWED (67 total)**



attract new employees. Over 83 percent reported using word of mouth. Informal comments indicated that in many cases present employees referred candidates for job openings. All businesses in entertainment, manufacturing, transportation and utilities, and finances and real estate used word of mouth. Employers that use word of mouth appear to find it effective in attracting job candidates. Only two businesses (less than 4 percent) felt that it was not effective.

Advertising in newspapers was used by 67 percent of the employers interviewed. The newspaper used most often (by almost 98 percent) was the *Minneapolis Star and Tribune*. Thirteen percent used the *St. Paul Dispatch/Pioneer Press*. Nine percent used the *Spokesman/Courier* and 6.7 percent the *Minnesota Daily* and *The Circle*. Close to a third of the employers reported using the Minnesota Job Service. But 40 percent of those who used it rated it "not effective" as a hiring resource, 55 percent rated it "somewhat effective," and only 5 percent found it "very effective." None of the entertainment, manufacturing, or transportation and utility businesses had ever used this service. Retail and wholesale businesses gave the Minnesota Job Service the lowest ratings for attracting qualified job candidates.

Nine employers reported using government programs regularly, but almost a third of the sample (twenty-two) had used a government program sometime. The Minnesota Energy and Economic Development program had been used by the largest number (15 percent of all the employers interviewed). Nine percent had used the Targeted Jobs Tax Credit (TJTC), 6 percent had used the Jobs Training Partnership Act (JTPA), and 3 percent had used the Summer Youth Program. Employers were asked if they had heard of the programs that they had not used. About half of those who had not used MEED, Summer Youth, and TJTC had heard of the program, while about one-fourth had heard of JTPA.

### Types of Jobs

Employers were asked to list all job titles or positions at their business. Responses were collapsed into eight U.S. Census classifications (see Table 3). No attempt was

**Table 3. TYPES OF JOBS REPORTED**

| Job Category       | Percent of Employers |
|--------------------|----------------------|
| Clerical           | 76.0                 |
| Service worker     | 49.3                 |
| Professional       | 31.3                 |
| Manager            | 29.9                 |
| Sales              | 28.4                 |
| Crafts             | 17.9                 |
| Operative          | 7.5                  |
| Transport operator | 7.5                  |
| Laborer            | 6.0                  |

**Table 2. USE AND EFFECTIVENESS OF VARIOUS HIRING RESOURCES (in percents, actual numbers in parentheses)**

| Employers Reporting Use | Hiring Resource             | Very Effective | Somewhat Effective | Not Effective |
|-------------------------|-----------------------------|----------------|--------------------|---------------|
| 83.6 (56)               | Word of mouth               | 62.5 (35)      | 33.9 (19)          | 3.6 (2)       |
| 67.2 (45)               | Newspapers                  | 64.4 (29)      | 33.3 (15)          | 2.2 (1)       |
| 37.3 (25)               | Technical schools           | 40.0 (10)      | 40.0 (10)          | 20.0 (5)      |
| 29.8 (20)               | MN Job Service              | 5.0 (1)        | 55.0 (11)          | 40.0 (8)      |
| 16.4 (11)               | Neighborhood organizations  | 0.0            | 90.9 (10)          | 9.1 (1)       |
| 14.9 (10)               | Business/trade associations | 30.0 (3)       | 70.0 (7)           | 0.0           |
| 13.4 (9)                | Government programs         | 44.4 (4)       | 44.4 (4)           | 11.1 (1)      |
| 10.4 (7)                | CHART                       | 57.1 (4)       | 28.6 (2)           | 14.3 (1)      |

made to account for the number of people in each job category.

Clerical positions (including both office workers and cashiers in retail stores) were mentioned most often, by 76 percent. Almost half of the employers reported service jobs. These include nurses aides, beauticians, janitors, and restaurant workers. Professional jobs (nurses, accountants, technicians, teachers, and social workers, for example) were reported by almost one-third of the businesses. Thirty percent reported managerial positions. This does not include the person interviewed.

### Employee Turnover

Was retaining employees a problem for these businesses? Almost 45 percent reported that it was not. Forty-two percent noted it as a minor problem, and 11.9 percent found it to be a major problem.

Why was turnover not a problem? The actions or attitudes of management were mentioned by 22 percent as factors in preventing turnovers. This included the way employees are treated as well as the hiring practices of the employer. Positive aspects of the working environment and good pay were mentioned almost as often.

Why was turnover a problem? Low salaries were noted most frequently (15 percent) and the non-career nature of a job was mentioned almost as often (14 percent). This included the lack of opportunity for advancement and the fact that people tend to leave entry level jobs when they find a better job.

**Table 4. EMPLOYERS' PROBLEMS IN HIRING**

| Problem                                | Percent of Employers |
|--|----------------------|
| Finding qualified employees            | 40.3                 |
| Selecting employees                    | 9.0                  |
| No problems                            | 9.0                  |
| Time used in screening/hiring/training | 7.5                  |
| Pay low wages                          | 6.0                  |
| Too few applicants                     | 6.0                  |
| Other                                  | 20.9                 |
| Missing                                | 1.5                  |
|  | 100.0                |

### Hiring Problems

Employers were asked to name their greatest problem in hiring employees (see Table 4). Finding qualified employees was the predominate problem mentioned by those interviewed. Employers mentioned difficulty in finding employees with the skills to do the job, and also finding people who are honest, dependable, or with other desirable characteristics. Nine percent of the employers mentioned selecting employees as their greatest problem. They had trouble determining which job candidates would prove to be good employees.

### Neighborhood Hiring

Employers were asked whether they felt that hiring employees from the Powderhorn neighborhood was an advantage or disadvantage to their business. Over 70 percent felt it was an advantage. Only 7 percent saw it as a disadvantage, 16 percent as neither advantage or disadvantage, and 3 percent saw both advantages and disadvantages.

The reasons for these replies are categorized in Table 5. Convenience for the employer was the most frequent reason given (29.9 percent). Employers cited employees' ability to get to work in snowstorms, being able to call an employee in on short notice, and employees not being late so often. Almost 15 percent spoke of the convenience for the employee: being closer to home and not needing to depend on transportation. Helping the neighborhood or building rapport with the neighborhood





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Toward the end of each biennium CURA has published, usually as an insert in the *CURA Reporter*, an update of its activities and programs for the preceding two years. This review describes very briefly virtually all our recent projects. Those interested in further information are welcome to call CURA at 612/625-1551.

Two years ago interest in economic development was becoming increasingly important and that general trend has continued during the past biennium with particular interest in public-private partnerships and the relationship between urban and non-urban economic development. Several recent CURA projects reflect these concerns but there is also renewed interest in environmental issues, particularly groundwater quality, and in problems with the cost, quality, and effectiveness of a broad range of human service functions.

During the next biennium we expect our work at CURA to reflect the growing interest in these and related issues. As always, our role will be to encourage and facilitate the application of University faculty and student resources to help understand these problems and what might be done to resolve them.

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# Update: CURA Programs 1985-87

# COMMUNITY AND NEIGHBORHOOD STUDIES

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**Center for Community Studies.** During the last two years University students and faculty have worked with people in twenty-four communities throughout the state on projects set up and managed by the Center for Community Studies supported by CURA. The communities have included ten towns (St. Joseph, Marshall, Spicer, Pine Island, Cloquet, White Bear Lake, Sauk Rapids, Spring Valley, Rush City, and Fosston), six neighborhoods (Selby Avenue, Lowry Hill, Stadium Village, Whittier, Dinkytown, and Seward), three camps (Butwin, Sunrise, and Ojiketa), two rural areas (Forest Lake Township and Little Cannon River Watershed) as well as the Mille Lacs Indian Reservation, Worthington Community College, and Vinland National Center.

Eleven University classes, averaging thirteen students each, plus many individual students, have participated in CCS projects under faculty supervision. The participants have been from Landscape Architecture; Architecture; Park, Recreation, and Leisure Studies; Forest Resources; Soils; Geography; Agricultural and Applied Economics; and Agricultural Engineering.

The nature of the projects vary. They have included preliminary designs for parks and playgrounds, a museum and interpretive trail, highway and river corridors, downtown revitalization, streetscapes, landscapes, and campgrounds; a community parking survey; handicapped accessibility research; park programs; studies of a township's open space resources; and the water and land resources of a watershed.

**Sabathani Volunteer Resource Center.** Nonprofit organizations consider volunteers to be critical to the successful operation of their programs. The Sabathani Development Project, a local nonprofit incubator and multi-service center approached CURA to determine if a centralized volunteer resource center to meet the volunteer recruitment, training, and assessment needs for over thirty different nonprofits could be developed. A CURA-supported graduate student was hired to assist Sabathani with the development and trial of a micro-computerized, multi-organization volunteer center. Since then the center has evolved into a resource center which centralizes and manages a number of resources available to Sabathani tenants. These services include volunteers, photo-duplicating, word processing, bulk purchasing, and conference space.

**Neighborhood Dynamics Survey Projects.** CURA has developed a series of questionnaires for use in making surveys of neighborhood residents and their attitudes toward their housing and neighborhood environment. In an effort to achieve some consistency of data among neighborhoods CURA has made these questionnaires available to community organizations and others and assists them in adapting them to the needs of particular neighborhoods.

For example, CURA worked with the Riverview Tower Association of Minneapolis in developing, administering, and analyzing attitudes of residents of Riverview Tower toward their environment. CURA worked with the Logan Park Neighborhood Improvement Association in northeast Minneapolis in developing a similar survey of Logan Park residents.

The survey questions have been further adapted for obtaining information about the housing of University of Minnesota students. Both the student survey and the Logan Park survey are using the facilities of our Minnesota Center for Survey Research.

**Dedication Forum—Community Development Strategies.** To help dedicate the University's Humphrey Center, CURA and the Humphrey Institute co-convened a colloquium on community development strategies. Thirty participants from community development corporations, foundations, corporate community relations offices, and government agencies discussed the need for and ways to provide appropriate support to smaller scale, locally-directed development efforts.

**St. Paul Neighborhoods Home Maintenance Survey.** Snelling-Hamline, Lexington-Hamline, and Merriam Park neighborhoods all had extensive housing rehabilitation programs several years ago. The three cooperating neighborhood councils, with CURA's help, surveyed a sample of their residents to determine what were their most pressing housing maintenance needs. The survey is being used to help design an ongoing maintenance assistance program that will enable homeowners in the areas to protect their rehabilitation investment.

**West Bank History and Cedarfest.** In the summer of 1985 CURA's contribution to its neighborhood's summer festival was support of research into the history of selected buildings along Cedar Avenue. This research was then used to create educational displays in each building as well as helping the organizing committee with other arts events of the festival.

The West Bank's celebration in 1986 highlighted the 100th anniversary of Dania Hall. A CURA-supported student gathered a wide variety of data on the history of the hall, including the recollections of many of the Scandinavian groups who met there, and then created a display of this information; the assistant also helped coordinate some of the other educational activities of this growing summer festival.

**Urban Renewal in Minneapolis and St. Paul.** This project is now drawing to a close, with a manuscript tentatively titled "The Shadow on the Landscape" in final preparation. Having looked closely at the urban renewal experiences of Minneapolis and St. Paul, the authors compare these experiences in a broad historical context, and also emphasize how Twin Cities renewal differed from other urban settings. Case studies of both downtowns and many neighborhoods are included. CURA supported the research of a faculty member and a graduate student throughout this project.

# ECONOMIC DEVELOPMENT AND EMPLOYMENT

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**1986-87 Minnesota New Firms Study.** Concern over the contributions (jobs, sales, exports), start-up problems, and current status of new business firms led a consortium of ten university, state, regional, and local agencies to sponsor a survey of new Minnesota business firms. A procedure to gather critical data from new business firms representing all regions of the state and all industry sectors (agriculture, mining, construction, manufacturing, wholesale, retail, consumer services, business services) was developed from a pilot study completed in 1984.

Data collection on a sample of 1,300 autonomous, new (first sales between 1979 and 1984) Minnesota firms active in 1986 will allow estimates of the number of jobs, sales, and out-of-state exports provided from different industries and regions of the state. It will provide information on those start-up problems and contextual features that: a) are of greatest concern to persons starting new firms and b) have major impacts on their contributions (jobs, sales, and exports) to the state's economy.

**Farm Policies and Farm Management.** Members of the Department of Geography with CURA support are working to assess the impact that state and federal farm policies have on the management options and incomes of farmers. The study focuses on the ways in which farm-scale resource variability influences farmers' ability to respond to policies and programs. A data base has been compiled from about 200 sample landholdings in ten Minnesota counties. Data on farm size, soil productivity, and land capability have been obtained from published soil surveys and computerized soil databases. These farms will be analyzed in terms of the production patterns, erosion rates, input demands, and farm income expected under different policy options. In particular, the study will examine the potential impact of the Reinvest in Minnesota Program and the Conservation Reserve Program in different land regions within the state.

**Minnesota Worker Productivity.** With CURA support, a University professor is analyzing United States worker productivity between 1968 and 1983 to identify points of strength and weaknesses in the Minnesota economy as compared to its competitor states. The study will relate this analysis to the ways that post-secondary educational systems are being planned and reorganized. Preliminary results have been reported to the Educational Commission of the States; the final report of the study should be completed in the summer of 1987.

**CHART at Sabathani—Business Survey.** CHART at Sabathani, First Bank System, and CURA worked together to achieve several objectives using a survey of businesses in the Powderhorn East community of Minneapolis. Ninety-six businesses were interviewed by a Humphrey Institute graduate student. In the interviews, businesses provided comprehensive information about hiring patterns, hiring preferences, the number and types of jobs available, the age of their business, and the frequency of their use of job services. CHART used the information gathered to augment their job

bank listings. CURA and its private sector partner obtained baseline data that will be used for a focus meeting on minority economic development and for the generation of lists of entrepreneurs seeking resources for improving or expanding their businesses or their business environment.

**Grupo Social.** CURA has continued to support "Minnesota Grupo," an effort to adapt Colombia's Grupo Social—a very large, for-profit conglomerate dedicated to empowering the poor—to Minnesota. In October of 1985, a twenty member delegation of community, corporate, church, and academic representatives visited the Grupo's headquarters in Bogota. Several joint efforts, including the Social Balance Project, have resulted as well as planning for a Minnesota version of this promising example of "social capitalism."

**Social Balance Statement.** Intended as an initial step in a joint project between the Minnesota Grupo and the Grupo Social of Bogota, Colombia, a CURA-supported graduate student compiled an annotated listing of resources potentially useful when assessing the social impact of organizational activities. The extent to which such an assessment can be condensed into something resembling a financial statement remains to be explored with Grupo researchers in Bogota.

**Minnesota Center for Community Economic Development (MCCED).** MCCED is a training and information service on community economic development run by Minnesota community development corporations (CDCs) and other interested organizations and individuals.

CURA has helped support the seminars, workshops, and consultations through which MCCED has improved the services of existing CDCs, helped in the formation of new CDCs in economically distressed areas of the state, and completed several research projects including an annual survey of community economic development activities around the state: "Community Economic Development in Minnesota." Working closely with the Department of Energy and Economic Development, MCCED has also been important in the success of Minnesota's pilot CDC program. In the fall of 1986, with the help of a major grant from the Northwest Area Foundation, MCCED hired a full-time director. With an ambitious membership campaign, a full legislative agenda, and a demanding training schedule, MCCED has become a fully independent organization.

**Ramsey Action Program.** In cooperation with Ramsey Action Program and Minnesota Center for Community Economic Development (MCCED), CURA funded an undergraduate research assistant to investigate how community economic development organizations funded their administrative expenses. Government and foundation grants, fees-for-service, and other sources were examined.

**Downtown Management.** CURA organized and provided the staff support for an externally funded analysis of management functions for downtown Minneapolis. The project, which included a University faculty advisory panel, described existing management structures in Minneapolis, examined innovative forms being used in other cities in the United States and Western Europe, and suggested possible new approaches for managing various functions in the downtown area.

# ENVIRONMENT AND ENERGY

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**Winona County Survey.** In the Spring of 1986, CURA conducted a survey of farm operators in Winona County in order to determine characteristics of and trends in land ownership and agricultural practices and operations. Questions were also asked about water quality, soil erosion, and other resource and conservation issues. Areas of particular interest were the impacts of the farm crisis and the extent to which conservation practices are employed on owned and rented land. The survey was carried out in conjunction with the Land Stewardship Project.

**Duschee Creek Watershed Project.** An interdisciplinary University research team, with funding from the Legislative Commission on Minnesota Resources, has been examining the social, economic, and physical relationships between water quality and land use practices in the Duschee Creek watershed in southeastern Minnesota's Fillmore County. Duschee Creek is the site of Minnesota's largest trout hatchery, fed by a large spring, and is located in an area known as the "karst" region, where sinkholes and other geologic features can form a direct connection between surface waters and ground waters. In conjunction with this research effort, CURA conducted a telephone survey of farmers in the watershed to collect information on crops, livestock, fertilizer use, conservation practices, water quality, and other resource and land use issues. CURA is producing a half-hour videotape describing the watershed, summarizing the survey results, and illustrating some of the dilemmas farmers face as they employ the techniques of modern agriculture.

**Little Cannon River Survey.** CURA is currently conducting a third survey, similar to the Winona County and Duschee Creek Project, of all rural residents in the watershed of the Little Cannon River in Goodhue and Rice counties. This survey is being conducted with the cooperation of the Goodhue County Soil and Water Conservation District and the Resource and Community Development Program in the College of Agriculture.

**Soil Conservation Practices on Insurance Company Owned Farmland.** Like other major farm lending institutions, insurance companies over the last four years have acquired through foreclosure proceedings large tracts of farmland in Minnesota and throughout the Midwest. In Minnesota alone, insurance companies expanded their farm acreage from less than 8,000 acres in 1982 to over an estimated 50,000 acres in 1985. As the farm financial crisis continues further expansion of farmland controlled by insurance companies is expected. In cooperation with the Land Stewardship Project, CURA has begun a study focusing on the soil conservation practices of insurance companies on their farmland. The primary objective is to examine soil conservation management practices on land now owned by insurance companies to determine their impact on soil erosion problems. Initially, the study will concentrate on Minnesota farmland.

**Greenhouse Effect.** The greenhouse project has been underway in the Humphrey Institute, with partial support from CURA, for several years. The project is attempting to formulate appropriate policy responses to global warming resulting from the releases of various greenhouse gases into the atmosphere. These gases act to trap

heat in the lower atmosphere, and hence warm the atmosphere. Virtually all other climate parameters are affected by the warming.

As a result of the project, it is now clear that preventive policies would have to be initiated very soon if global warming is to be kept below five degrees Celsius (nine to ten degrees Fahrenheit) by about 2050. The primary anthropogenic greenhouse gas is carbon dioxide. The primary source of carbon dioxide is from the combustion of fossil fuels. If unacceptable levels of global warming are to be avoided, the use of the fossil fuels, primarily coal, will have to be substantially lower than current conventions project it will be.

**Indoor Radon.** Radon is a radioactive gas which results from the decay of uranium in rock found relatively near to the earth's surface. During the past several years it has become recognized that the radon which seeps into houses may pose a significant health risk, particularly in regions having relatively high uranium concentrations. The primary risk is of lung cancer.

The radon project is being conducted by the Global Environmental Policy Project of the Humphrey Institute, in cooperation with CURA. The first phase of the radon project has three components: 1) to develop a network of individuals in Minnesota who are concerned about the issue, 2) to collect and disseminate data on indoor radon in Minnesota, and 3) to measure indoor radon in 100-200 Minnesota dwelling units located in portions of the state for which there are few existing data.

The project began in the fall of 1986, and the first phase is expected to be completed by early summer 1987. The first phase is being funded by a small grant from Northern States Power Company.

**Lead Toxicity.** During the past several years there has been a growing awareness of the extent of children's exposure to lead. About 4 percent of children have experienced excessive lead absorption. Inner city children have a far worse problem than children living in suburbs or small communities.

Reduction in the use of lead-based paints and removal of lead from gasoline have helped considerably, but the risk for inner city children remains high. Many researchers are now focusing on the reservoir of lead in the soil and dust as a critical element in the problem. The city of St. Paul is helping to support a project that maps the distribution of soil lead in St. Paul, analyzes factors that predict lead levels, and determines the relative risk for lead exposure from soil and dust throughout the city.

# HOUSING

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**Family Housing Fund Evaluations.** A major research project this past year has been the compilation of a computerized data base on subsidized housing units in Minneapolis and St. Paul. Data on location, management, number of units by number of bedrooms, source and amount of public subsidy, contract terms for the subsidy commitment, and date built can be retrieved and cross-tabulations calculated. The inventory of all federally subsidized units and all units in Minneapolis which have received subsidies through the city have been completed and the St. Paul city subsidized inventory will be done by the summer of 1987.

**Suburbanization, Subsidized Housing, and Low Income Families Headed by Women.** The population most affected by the distribution and location of subsidized housing is the single-parent, female-headed family. The purpose of this CURA-supported research is to determine the success of the "suburbanization" of Section 8 rental housing by comparing the housing and neighborhood satisfaction of the single-parent population. The sample is drawn from the Twin Cities, where program administrators have been successful in distributing subsidized units outside the central cities of Minneapolis and St. Paul. Data from the study permit comparisons among single-parent women in the Section 8 programs in Minneapolis, St. Paul, Dakota County, and Metro HRA. Results indicate suburban respondents are more satisfied with their housing and location than their urban counterparts.

**Single-Parent Families and Housing Opportunities.** The purpose of this CURA-supported project, being conducted by faculty in the College of Home Economics, is to develop strategies for providing appropriate housing and neighborhoods for single parents and their children. Five areas of concern have been identified as needing special attention: design, financing, management, location, and social services.

The project will result in comprehensive, concrete guidelines that will be used as program criteria by the Minneapolis/St. Paul Family Housing Fund for funding new housing construction and/or retrofitting existing housing and neighborhoods for single-parent families. Recommendations in each of these areas will be detailed and illustrated in the final report on the project.

**Nursing Project Evaluation.** This CURA-supported project by a faculty member produced a report entitled *An Evaluation of Provision of Health Services to the Elderly in Senior High Rises, Pilot Study, 1984-1985*. The overall conclusion of the report was that the Student Nursing Project in Minneapolis high rise housing for the elderly achieved both of its major goals: the promotion of self-health care among elderly high rise residents as well as the development of an effective clinical learning experience for nursing students. Methods such as scaled surveys, interviews with students and clients, reviews of service provision efforts, interviews with on-site coordinators and nurses supported the position that the objectives were met. Specific conclusions and recommendations concerning the objectives and the project were included.

**Student Housing Survey.** CURA, in cooperation with the University Housing Office, is conducting a survey of University of Minnesota student housing in the Twin Cities. Students will be asked questions concerning their housing costs, the condition of their accommodations, and their attitudes toward their living conditions. The survey will be administered by the Minnesota Center for Survey Research.

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# HUMAN SERVICES

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**Response to Federal Cutbacks.** Using newspaper files and interviewing leaders in the corporate and philanthropic communities and government, a University professor with CURA support is reconstructing the institutional response to the funding cutbacks in the human services in the early 1980s. The goal is to see if these changes have produced a long-term change in the funding of human services and the way that services are delivered. The project also helps to gain a broader understanding of how communities respond to crises.

**Evaluation: McKnight Loan Project for Single Parents.** The McKnight Foundation's Single Parent Loan Program was initiated in 1984 to provide interest-free small loans (at a maximum of \$500) for low-income single parents who were working for wages, actively seeking work, or in a job training program. Loans were to be repaid over a twenty month period, generally at the rate of \$20-\$25 per month.

A CURA-associated faculty member evaluated the first year of this project, using data derived from 917 loan applicants who lived in the inner cities of St. Paul and Minneapolis. Three groups of loan recipients, chiefly black women working for wages or in training projects, were identified: The "coping," the "at risk," and those "going under." While all were struggling to maintain independence through working, the key was the availability of housing assistance to supplement their low incomes. Loans were used chiefly for transportation (car purchase, repairs, and insurance); housing (rent down payments, furniture, damage deposits); and utilities (electricity, telephone, gas).

A conference at Spring Hill Center discussed the findings and their implications for public policy and for employers, public assistance programs, private nonprofits, and the foundations.

Evaluations of a second loan program for single parent low-wage earners who are chiefly white and live in the suburbs is underway.

**Hennepin County Homeless.** CURA supported a graduate student to assist Hennepin County in a survey of homeless people. The federally funded study is being conducted by the Institute for Research on Poverty at the University of Wisconsin. Hennepin

County requested assistance in coordinating interviewers and certifying individual responses. CURA provided support because the results will be important for understanding homelessness in Minnesota. The Poverty Institute has agreed to provide copies of the survey data base for further analysis once their final report is completed, probably at the end of this year.

**Profiles of the Twin Cities Poor.** A special survey of nearly 1,000 low income households uncovered much information about the poorest 20 percent of the population in the Twin Cities. CURA is cooperating with the Urban Coalition, the United Way of Minneapolis, and Hennepin County in analyzing these data and distributing the results in a series of publications. The first of these was an overview of the composition, characteristics, and problems of the poor. Subsequent reports cover single parents, housing/food trade-offs, emergency needs, AFDC, and the working poor. This work has been supported by more than a dozen organizations. A conference is planned to summarize the results.

**Women, Work, and Welfare.** Over the summer of 1986, CURA provided a half-time research assistant to this new organization of former and current welfare recipients. The tasks were to help the organization conduct a statewide survey of recipients, to identify other organizations with interests similar to WWW, and to help train recipients to speak on their own behalf.

**University of Minnesota Child Care.** A CURA-supported research assistant compiled information on child care needs of students and employees on the St. Paul and Minneapolis campuses of the University of Minnesota. The result was the appointment of the University Child Care Committee and a survey of child care services provided by selected public and private universities around the country. The University is now exploring ways to implement the committee's recommendations through the new Office of the Coordinator for Child Care.

**Head Start Family Impact Project.** The Head Start Family Impact Project is funded by the Administration on Children, Youth and Families with additional help from CURA. It is a quasi-experimental study of the consequences of involving parents of Head Start children in the Head Start program. Research is being conducted in conjunction with Parents in Community Action, the Hennepin County Head Start program. Three samples of families will be compared and assessments of many family, parent, and child variables will be made at the beginning and the end of the Head Start year. The project began in the summer of 1986. Initial work has been to: 1) select or develop necessary assessment procedures, 2) select the three samples of families, 3) administer an initial assessment of mother and child in all families to be studied, and 4) develop and initiate the formal intervention activities.

## LAND USE AND POPULATION

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**Olmsted County Landscape Quality Assessment.** Landscape quality mapping has been paired with an investigation of local rural citizens' perception of landscape quality in this CURA-supported project. Landscape quality maps describe public perceptions of landscape beauty (including scenic quality, ecological health, and productivity). These maps, prepared by a University professor, expand the concept of landscape quality from a limited notion of a picturesque view to a more complete concept, which recognizes the agricultural and ecological function of the land.

To date, landscape quality has been mapped for two test townships in the county, and fifty residents of those townships have been interviewed, on-site, to determine their perceptions of local landscape quality. The Olmsted County Planning Commission and the Soil and Water Conservation Board have reviewed the initial computer-generated maps. Their review, along with results of the interviews, will be used to revise the landscape quality models and to generate county-wide maps that closely reflect local perceptions. These maps will be used to aid the county's long term planning effort.

**Lake Sandy.** At the turn of the century northeast Minneapolis had a lake in Columbia Park, but Lake Sandy is gone now and, in the City of Lakes, "Northeast" has none. Citizens are pressing for restoration of the lake. In support of the citizens, the City of Minneapolis contacted CURA to see how the University could help. CURA identified an expert faculty member in the Department of Geology and Geophysics. His preliminary analysis showed the lake bed in good condition and he surmised the disappearance of the lake was due to surface water runoff diversion installed as the nearby areas were developed. Groundwater pumping could sustain a permanent lake at the site.

**Property of the University of Minnesota.** The history of the University of Minnesota includes the acquiring and managing of real estate. There are two main threads to this history: a) acquiring land to extend the main campus and establish the coordinate campuses, and b) acquiring and managing the landed estate given by the federal government and private individuals to support a university. An important element in the University's financial health is its ability to successfully invest the funds derived from the donations of land. This study by a University professor traces the University's involvement with real estate.

**Population Trends.** A faculty member from the Department of Geography received a grant from the Northwest Area Foundation to study population trends and outlooks in the foundation's eight-state funding region. Because the study included Minnesota and because of the need for extensive data capture analysis and computer mapping, the project was placed within CURA. A report is due in the spring of 1987.

**LANDSAT Mapping.** The most recent land use map of Minnesota is based on 1968-69 aerial photography. More recent information is necessary for planning and policy making, but traditional methods of updating have proved too costly or error prone. CURA is supporting an innovative approach at the University's Center for Remote

Sensing. New higher resolution satellite data are being acquired from both U.S. and French sources to see whether this source can be used to detect urbanization and agricultural field types in Olmsted County. The work is being coordinated with the State Planning Agency.

## MINORITIES

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**Communiversality Personnel Grant Program.** This program assists community-based nonprofit agencies and organizations in initiating projects requiring short-term personnel assistance, usually advanced graduate students. Particular attention is paid to those agencies and organizations serving American Indian, Afro-American, Hispanic, and Southeast Asian clientele. During the past two years, sixty-one such projects have received CURA support, including the following which are described to illustrate the breadth and scope of the program.

- **Film in the Cities**, a nonprofit media arts center, fosters the creation and understanding of film, photography, video, and sound as art forms. FITC has been engaged in educational activities for youth and used a graduate student to identify minority teachers and teachers who work with minority students so that these educators could participate in media arts workshops. The graduate student also researched issues related to the portrayal of minorities in media arts.
- **IKWE Marketing Collective** is a nonprofit American Indian organization working on marketing of traditional crafts, wild rice, herbs, and maple sugar on the White Earth Reservation. The primary producers for the marketing collective are isolated, rural Indian women. IKWE used a graduate student with training and experience to assist in the development of a marketing plan, with special emphasis on wild rice.
- **Community Development Corporation** is a nonprofit developer of housing for lower-income senior citizens and families. CDC manages over 1,500 housing units in thirteen communities. CDC used a graduate student to work with staff to develop a twenty minute video tape presentation to aid in fundraising and marketing efforts for a St. Paul cooperative housing complex. The student was involved in all aspects of the production including planning, interviewing, writing, editing and the actual production of videotape scenes.
- **Great Midwestern Bookshow** is a nonprofit organization concerned with expanding the audience base for small presses. Through an annual three-day bookshow and the Community Reading Series, GMB focuses its attention on the needs of multi-cultural communities. The organization used a graduate student to assist in publicizing the reading series in the different cultural communities by making personal contacts and issuing press releases.
- **Greater Minneapolis Council of Churches** used a graduate student to research and analyze past and future trends in service provision and funding for home delivered meals and chore services and to assist the Council's Division of Aging Services in developing long range plans to secure funds for

continuing the provision of services. This included a review of statistics compiled by the Council since 1980 and projections for the elderly population in need in future years.

- **St. Paul Neighborhood Energy Consortium** is a coalition of eleven neighborhood organizations offering energy conservation services to low income residents. The Consortium used a graduate student to structure a program to evaluate the effectiveness of its energy audit program, to identify areas for future changes, and to write a report providing information for various government agencies.
- **Minnesota Coalition for Battered Women.** This organization's membership consists of fifty-three groups, including seventeen locally run shelters for battered women. The coalition used a graduate student to assist with coordinating and planning training meetings for member programs and with writing and production of training brochures.
- **Model Cities Health Center.** This center has, since 1968, served as a primary health care and health education provider to the Summit-University community and surrounding neighborhoods. The center used a graduate student to do an analysis of the current and potential market for health services in the area.

**Public Policy and Race in Minnesota.** An all-University task force has been assembled to conduct a study of race and public policy in Minnesota. This study examines how national, state, and local governments have used public policy to assist communities-of-color in overcoming current and historic barriers to their full participation in society. Among the policies under consideration are desegregation, minority set-aside programs, affirmative action, fair housing policy, bilingual/ bicultural legislation, American Indian land reclamation, and migrant legislation. A CURA-supported graduate student helps develop the history of the use of public policy to effect change for communities-of-color, catalogues examples of such public policy, and prepares a preliminary assessment of the success or failure of these efforts.

**Dedication Forum—Racism: A Minnesota Problem?** "Racism: A Minnesota Problem?" was the title of a colloquium sponsored by CURA during the two-day dedication of the Hubert H. Humphrey Center. CURA chose to explore this issue using drama and discussion. A play, "Dis/connections" was presented as a non-threatening way of helping Minnesotans confront the possibility of their racism.

Representatives from communities-of-color met with a local playwright to share their perspectives. Based on these discussions the author developed a forty-five minute, one-act play. The play was produced and performed by the Mixed Blood theater, a group known for its color-blind casting. The presentation of "Dis/connections" also served as the initial activity of a year-long study of public policy and race in Minnesota.

**Community/CURA Policy Focus Meetings.** The purpose of the Community/CURA Policy Focus Meetings is to create an opportunity for a broad cross-section of the community to meet in a "hold-harmless" non-confrontative environment to discuss racism. Before each meeting participants receive a paper prepared by a graduate student, including appropriate bibliography, that describes the state of the issue under discussion. Participants also receive a list of questions that will allow the CURA supported researcher to develop a Minnesota focus on the issues. A revised issue paper is prepared following the meeting reflecting the re-

sponses of the participants. Topics for discussion include the black family, minorities and economic development policy, and black leadership.

## PUBLIC AND PRIVATE SECTOR

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**Philanthropy Project.** For the last three years CURA has helped support a local project with nation-wide interest designed to increase foundation giving to disadvantaged constituencies. The Philanthropy Project had three program areas: peer education, grantmaker education, and research. When it was "sunsetting" by design in December of 1986, the project had seen giving to the disadvantaged increase from 28 percent of Minnesota foundation grants in 1982 to 38 percent in 1985. According to a comprehensive survey of the project, nonprofits developed a new confidence in dealing with foundations, foundations broadened their knowledge of local nonprofits serving the disadvantaged, and the question "who benefits?" was added to the discussions evaluating foundation grantmaking in Minnesota.

The project produced three major reports on foundation grantmaking, the latest being *Minnesota Philanthropy and Disadvantaged People* (a 1986 report on 1985 grantmaking), in addition to two surveys on the fundraising activities of project members.

The project's staff and some board members are currently creating a new organization, the Minnesota Council of Nonprofits, to carry on some of the work of the Philanthropy Project.

**Community Arts Survey.** In cooperation with the Center for Local Arts Development, CURA supported a survey of community arts organizations in 1985. The survey provided a profile of local arts groups across the state: who they are, what they are doing, and how they are organized. The 1985 survey provides comparisons with a similar survey conducted in 1982.

## TRANSPORTATION

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**Highway System Analysis.** CURA helped create an innovative system for policy development and policy analysis of the state road system. A graduate student worked with the legislature's House Transportation Committee on the project in cooperation with the Minnesota Department of Transportation (MnDOT). MnDOT data on road conditions and use were aggregated so that they could be studied at a state scale to help set priorities for maintenance, improvements, and new construction. MnDOT is now creating a system to extend this work.

## SPECIAL PROGRAMS

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**Faculty Research Competition.** Beginning in the summer of 1984, CURA and the Office of the Vice President for Academic Affairs have jointly sponsored a competitive program supporting interactive research between University of Minnesota faculty and the broader community.

The purpose of the program is to encourage University faculty to carry out research projects that involve significant issues of public policy for the state and include interaction with groups, agencies, or organizations in Minnesota. Ideal projects will have an applied orientation as well as serving the more basic research interests of the faculty member. Appropriate subjects for research might involve the state's economy, education, employment, energy, environment, ethnic groups, housing, poverty, social services, and transportation. The program provides summer support for faculty on nine-month appointments and graduate student research assistance.

In 1985-86 four projects were supported under this program.

- Two faculty members cooperated on a major analysis of the impact of limited academic skills (reading and writing) on workers displaced from their jobs. As a result of the project one of the faculty members has been appointed to three different state commissions, and has generated further support for the project from the AVTIs and the state Department of Jobs and Training.
- A second faculty project has undertaken an analysis of the economic issues associated with state efforts to promote exports and encourage foreign investment. The study examines the ability of states (here and elsewhere) to evaluate the cost-effectiveness of such efforts.
- Another faculty member has completed a study of the consequences for the nursing profession of recent changes in the financing of health care. The report of the project outlines the major issues surrounding these changes, in general, and suggests implications for nursing education in particular.
- A fourth professor has worked on a project in conjunction with the Minnesota Pollution Control Agency and the Waste Management Commission dealing with the problems of plastics in solid waste management.

Five additional projects began in the summer of 1986.

- One professor will prepare data interpretation for the Governor's Commission on Poverty, including analysis of the 1985 Low Income Survey conducted by the University's Center for Survey Research.
- Another professor will analyze the role that Minnesota higher education institutions can play in improving the quality of life of American Indians in the state.
- A third faculty member will study the impact of pre-paid health care on aged and chronically mentally ill Medicaid beneficiaries.
- A fourth professor will compare the economic efficiency of rental housing vs. cooperative housing for low income households.
- A fifth faculty member will study the relationships between highway investment in Minnesota and economic development, especially employment.



Two professors supported earlier through this program for a study of comparable worth policies in Minnesota have extended their project considerably. Subsequent to CURA's funding they have received additional support from the Northwest Area Foundation, the Humphrey Institute, the Graduate School, the National Academy of Sciences, and the Kellogg Foundation. They have published studies in the *Policy Studies Review*, *The Minnesota Law Review*, and are currently working on a book, tentatively titled: *Wage Justice*. They directed a national conference in Minneapolis on comparable worth in cooperation with the state Department of Employee Relations. They have presented papers from the project at Bemidji State University, the Kellogg National Fellowship program seminar, the Organization of American Historians, the American Political Science Association, the Finnish American Women's Conference, and the National Council for Research on Women.

**Graduate Interns for State Agencies Program.** The purposes of this grant program are to foster opportunities for graduate students to work outside the University and to assist state agencies in initiating or completing projects requiring short-term graduate student personnel assistance. CURA pays two-thirds of the student's wages while the state agency pays the other one-third. The program was started in summer 1986.

Through winter quarter 1987, fourteen state agencies have received grants: Revenue Department, Legislative Auditor, Human Services, Council on Black Minnesotans, Forestry Division of the Department of Natural Resources, Public Service, State Planning, Finance Department, Department of Administration, State Vo-Tech Education Board, Ombudsman for Corrections, Metropolitan Council, Department of Health, and the Department of Agriculture.

Several of the projects are briefly described.

- **Legislative Auditor**, Program Evaluation Division, used a graduate student to assist with research evaluating state jobs programs. The object was to publish reports informing the legislature and legislative committees about the effectiveness and efficiency of the programs under review.
- **State Planning Agency** used a graduate student to update and expand the automated state water data sources catalogue and to develop an annotated bibliography of water-related studies that may be of use to officials undertaking comprehensive water planning at the local level.
- **Minnesota Department of Human Services**, Long Term Care Management Division, used a graduate student to research and examine the current evaluation systems to determine if they should be restructured. As clients (the elderly, persons with mental retardation, and chronically ill children) are deinstitutionalized or diverted from institutions, new evaluation approaches are needed to determine if the home and community-based services are meeting federal and state standards for quality, accessibility and cost effectiveness.
- **Metropolitan Council**, Solid Waste Division, plans and develops regional strategies for solid waste management. Market identification and expansion is an important component of the regional solid waste management strategy. A graduate student is working with the planner in charge of marketing for recyclable materials to identify existing local and regional markets and analyze market conditions.

**Minnesota Center for Survey Research (MCSR).** MCSR became an operational unit within CURA during the current biennium. MCSR specializes in telephone interviews focusing on public policy issues in Minnesota. It conducts two omnibus surveys each year

and numerous special surveys for clients both inside and outside the University. One omnibus survey interviews 1,000 households in the Twin Cities seven county area; the second is a sample of 1,200 households across the entire state. A dozen or more organizations may buy subsets of questions on each omnibus survey. During the biennium, MCSR has also conducted major surveys for the Army Corps of Engineers, the Minnesota Department of Transportation, the Minnesota Department of Natural Resources, the Higher Education Coordinating Board, the University's Center for Health Services Research, and the Humphrey Institute. CURA has established an MCSR advisory committee including members from across the University and from the public sector. The hope is to regularize services to the community and strengthen teaching and research on survey research within the University.

**Center for Community and Regional Research—Duluth Campus.** CURA has maintained strong ties with Duluth's University faculty and community agencies and supported numerous projects for many years. Now, as part of the major reorganization of activities on the Duluth campus, an Institute for Community and Regional Studies has been created. The Institute includes an urban studies major, an American Indian Studies program and learning resource center, programs on northeastern Minnesota history and culture, and a Center for Community and Regional Research. In order to encourage the development of this research center and its activities CURA is providing "block" support for at least the first three years.

The center will sponsor and support faculty and student research activities in cooperation with, and with the financial assistance of, organizations and agencies in Duluth and the northeast region of the state.

**The CURA/College of Education Project on the Future of K-12 Public Education in Minnesota.** In 1983 the University's College of Education joined with CURA in sponsoring a project designed to develop an accurate picture of the current condition of K-12 public education in Minnesota. In addition to collecting available data on the state's K-12 system, the project examined school reform reports and proposals with an eye toward their applicability in Minnesota.

Among its accomplishments, the project issued a series of five reports between September 1984 and March 1986. These include a comprehensive study of Minnesota's K-12 system in which the history of educational change is reviewed, recent trends affecting the schools are described, and several challenges facing the system are identified. The report also examines the current reform debate in light of the findings of the study. In addition to the comprehensive analysis, the project issued a critique of the Berman, Weiler/Minnesota Business Partnership study on Minnesota student performance, two statewide surveys of Minnesotans' opinions on a number of public education policies, and a catalogue of Minnesota education reform proposals. An additional analysis, examining factors that cause significant variations in the educational circumstances found among Minnesota's 435 school districts, is currently underway.

The reports were widely distributed to government agencies, the public affairs community, and the general public. Project staff made numerous presentations on the findings of the reports to a wide variety of agencies and organizations including the state legislature, Minnesota School Boards Association, Minnesota Education Association, Spring Hill Center, and the Greater Minneapolis Chamber of Commerce.

A central component of the project has been the University of Minnesota Panel on the Future of Public Education in Minnesota, comprised of faculty from various disciplines within the University who have expertise or interest in state and local education policy.

**State and Regional Research Center.** The center encourages faculty and student research related to regional development and helps to communicate the findings of research to those outside the University. The center sponsors the Minnesota Development Policy Workshop which meets weekly during the school year. It serves as a forum for the discussion of research proposals, research in progress, or findings from completed projects. Past workshops have dealt with labor market issues, transportation problems, state tax policy, the farm financial crisis and rural communities, state economic development efforts, and the political economy of regional development. In 1986-87 the center has provided a home for two visiting professors interested in regional development, one an economist on sabbatical from an American university and another a geographer/planner from the University of Wales.

The center, which is part of CURA (in cooperation with the Geography Department, the Humphrey Institute, and the Department of Agricultural and Applied Economics), will soon begin a study of non-metropolitan economic development in the upper midwest.

**Conflict Project.** The new Conflict Project has been established in CURA to develop systematic information about conflicts and disputes. It is one of eight study centers established across the country and partially funded by the Hewlett Foundation. Other centers are at Harvard, Michigan, Rutgers, Wisconsin, Hawaii, Syracuse, and Northwestern.

The purpose of these centers, including the one at Minnesota, is to help develop more effective and efficient ways of responding to a broad range of social conflicts than we have commonly practiced. This includes ways for disputing parties to address and resolve their differences through neutral third parties such as mediators, arbitrators, and negotiators, rather than giving up their decision-making options to outsiders such as judges in a court of law.

In addition to faculty research on conflict-related issues, the Conflict Project will develop a consortium of interested parties including state government, community mediation organizations, and business and corporate mediators so that scholars and practitioners interested in conflict and its resolution can learn from each other.

**Group Internship Program.** For the past four years the Humphrey Institute of Public Affairs and CURA have co-sponsored a graduate internship program where a group of three to five students work on a public policy issue for a government agency or nonprofit organization. The program contrasts with the more traditional practice of placing students singly in internships. One of the special features of this program is a direct faculty role in maintaining liaison between the students and the agency and in conducting a series of seminars paralleling the internship. A Senior Fellow at the Humphrey Institute who teaches in the planning program has been the faculty advisor.

Evaluations of the projects completed to date show that students have challenging policy related assignments and open access to top policy makers. This results from appropriate project selection, the fact that larger-scale projects can be tackled by a group, and the fact that each of the projects to date has been a priority project for the government agency. Agencies have been able to

meet tight timetables and have reported that without this type of professional help, it would not have been feasible to do so.

Two projects were carried out in the summer of 1986. The first was with the Minnesota Housing Finance Agency (MHFA) Elderly Housing/Services Research Project through the state STEP (Striving Towards Excellence in Performance) Program. The project studied MHFA-financed elderly housing developments throughout the state, looking particularly at the needs of the elderly for social activities and human services, the resources that exist to meet those needs, and the impact that the availability of those resources had on resident occupancy, length of stay, satisfaction, and ability to live independently.

The second project was with the Governor's Commission on Poverty in Minnesota which was impaneled in November 1985. The graduate students helped the Commission and its staff work toward their goals: 1) to examine the nature and extent of poverty in Minnesota, 2) to assess the capacity of government and the private and independent sectors to meet the needs of the poor in the state, and 3) to recommend to the governor a comprehensive long-term strategy for addressing the needs of the state's poor.

**All-University Council on Aging (AUCA).** AUCA is a multidisciplinary organization composed of faculty and students at the University of Minnesota and is housed within and funded through CURA. Its mission is to be a forum for interaction among people interested in the study of aging, a source of educational opportunity in aging, a resource for faculty and student research in aging, and a community resource in aging. The AUCA Assembly includes over 500 University faculty and students. AUCA's educational offerings include "Multidisciplinary Perspectives on Aging" (4 credits), "Biology of Aging" (2 credits), and "Humanities and Aging" (2 credits). The "Multidisciplinary Perspectives" course is now available as a home VCR course throughout the state. In addition, the Graduate School has approved a minor in Gerontology at the master's and Ph.D. levels. It will be available, pending final approval, in the fall of 1987.

AUCA sponsors a periodic noon-time lecture series on topics such as rural and urban home care, a cross-cultural view of the life processes of women, drug studies and the elderly, sexuality and aging, and intergenerational perspectives on education and on family. AUCA members frequently work with members of other organizations such as the Minnesota Gerontological Society, the Minnesota Board on Aging, and the Minnesota Area Agencies on Aging to develop programs. Live audio and video broadcasts of AUCA programming have encouraged outstate participation in Crookston, Duluth, Morris, and Rochester.

Because aging is a relatively new field, research is extremely important. Since 1983, AUCA has identified more than twenty faculty research projects that were awarded CURA funds for preliminary studies that have implications for the later stages of human life. Topics addressed in the 1986-87 funding period included segregation of the elderly in Minnesota counties, physically active older women, functional status and the ability to live independently, twin study of adult development, and an analysis of a 1981 survey on Minnesota households and long term care of the aged. AUCA recently published *Research on Aging: University of Minnesota, 1980-1985*. Compiled by AUCA's Research Committee, it catalogues and abstracts over 130 research projects on aging at the University, with information on funding sources, related research publications, and other items of interest.

**Southeast Asian Refugee Studies (SARS) Project.** This CURA-sponsored project was established to encourage, coordinate, and support research related to Southeast Asian people, especially Hmong and Cambodian refugees, who have resettled in Minnesota and other parts of the United States. SARS maintains a large collection of documents on the culture, language, adaptation, education, and mental health issues of these refugees, which it makes available to faculty, scholars, and other interested community members.

The *SARS Newsletter*, which appears quarterly, presents capsule summaries of recent publications about Southeast Asian refugees, with a special focus on research reports. The newsletter is circulated to more than 1,300 readers around the world. Small research grants have been made available through CURA to help fund research and social action projects proposed by members of the University community. In addition SARS has published a number of research papers and bibliographies.

Publications include *The Hmong in Transition*, a collection of papers delivered at the Second Hmong Conference hosted at the University of Minnesota by SARS. Two books of Hmong language lessons with corresponding audio tapes are available through SARS. SARS also published the results of a national foundation-funded study of work training programs for Southeast Asian refugee women. The federally funded Technical Assistance Center for the national Refugee Assistance Program—Mental Health, located in the University of Minnesota Hospitals, has been assisted by SARS and SARS participants since its inception in 1985. The center focuses on helping various states to provide mental health assistance for refugees. Currently SARS is the institutional home for a Social Security Administration-funded study of the aspirations

of refugee youth in the Twin Cities. The study is being carried out by several University faculty members. Members of SARS are also writing a handbook for Hmong education for the California Department of Education.

**Technical Assistance.** Occasionally, when an outside project parallels a current interest, CURA has provided technical assistance. Four projects exemplify the types of assistance provided.

- CURA/MCSR staff met with city officials from St. Louis Park and helped them develop a request-for-proposal for a project to query citizens and businesses about their priority needs for city services.
- In another case, the Minnesota Day Care Workers Alliance had a computerized data file of a survey of day care workers; CURA provided computer analysis of these data.
- In a similar case, the city of Maplewood had completed a survey of senior citizens and their housing needs; CURA helped put these surveys into machine readable form and assisted with the computer analysis.
- In a last example, CURA assisted the Housing Resource Center in developing a scheme for computerizing its intake form for its work with the homeless.

**Minnesota Issues.** Co-sponsored by the Hubert H. Humphrey Institute of Public Affairs and CURA, this weekly half-hour program is broadcast by many public television and radio stations throughout Minnesota. It is hosted by Arthur Naftalin, Professor of Public Affairs at the Institute, and features authoritative guests on a wide-ranging series of public affairs issues.

## THE CENTER FOR URBAN AND REGIONAL AFFAIRS

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The Center for Urban and Regional Affairs (CURA) was established by the Board of Regents in 1968 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.

What does CURA do? Basically, CURA encourages and helps support University faculty and students (usually graduate students) who work on research projects growing out of major issues of public concern to the citizens of Minnesota. In virtually all cases this research is done in conjunction with persons, agencies, or community groups outside the University, often those in the public sector at the local, regional, or state level.

Sometimes CURA projects are proposed by persons or groups in the community, sometimes they are initiated by faculty members or students at the University, and sometimes they result from internal CURA staff discussions. CURA acts as a clearinghouse, making it possible for all parts of the University to share their expertise and resources with community groups and public agencies. What does CURA not do? CURA does not teach courses or offer de-

grees—that is left to regular academic departments and other instructional units at the University.

CURA does not maintain a large professional research staff. Generally, the people working on CURA projects are University faculty and students, often supported for a portion of their time while they pursue a particular project. When the project is completed they return to their regular departmental responsibilities. Frequently, they bring new insights to their teaching and research as a result of their work on the CURA project.

CURA does not compete with other units or agencies; it coordinates resources across the entire University and throughout the Minnesota community.

CURA does not operate long-term, large-scale projects. If programs are successful, permanent homes are found for them in appropriate operating units or agencies; if they are not successful, or cannot be maintained elsewhere, they are discontinued.

CURA is supported from legislative sources, regular University funds, and grants or contracts for special projects. Since CURA's mission is University-wide it is able to consider projects involving all parts of the University.

**Table 5. REASONS NEIGHBORHOOD HIRING IS AN ADVANTAGE OR DISADVANTAGE**

| Reason  | Percent of Employers |
|---|----------------------|
| Convenient for the employer                   | 29.9                 |
| Convenient for the employee                   | 14.9                 |
| Helps neighborhood/rapport                    | 14.9                 |
| Good for customer relations                   | 13.5                 |
| Advantage to understand community and clients | 10.5                 |
| Advantage to be familiar with area            | 9.0                  |
| Other advantages                              | 7.5                  |
| Job is not worth a long drive                 | 4.5                  |
| People in neighborhood are unqualified        | 10.5                 |
| Other disadvantages                           | 4.5                  |

were also mentioned by almost 15 percent.

Those who felt that hiring neighborhood residents was a disadvantage to their business most often found neighborhood residents not qualified for the work (10.5 percent).

The employers were asked to estimate how many of their employees live in the Powderhorn neighborhood. About 40 percent of the businesses reported that more than half of their employees live in the neighborhood. Six percent had no employees from the neighborhood.

### Conclusions

The Powderhorn East study was guided in its research goals by the information needs of CHART. This led to the decision to oversample larger businesses. Findings about the businesses surveyed may not be representative of the neighborhood businesses as a whole. Other neighborhoods, if they are interested in a similar study, will need to consider their research goals when deciding on a sampling methodology. It may be that they will opt for a methodology that clearly provides a picture of the neighborhood as a whole.

The cooperative efforts behind this study led to useful information for all those who were involved. There were several other research products besides the study report.\* A separate report was prepared for CHART containing details about the individual businesses surveyed. (Permission to release information to CHART was obtained from all businesses surveyed.) This report included details on the type of benefits provided to employees, the types of jobs with the most turnover, and the skills required for these jobs. A directory of businesses in the neighborhood was developed. And a list was prepared of businesses interested in meeting to discuss economic development in the neighborhood. A second list was developed of busi-

nesses interested in receiving more information about CHART's Job Bank.

Neighborhood research can be used to disseminate, as well as collect information. A NET flyer with the phone number of CHART/Sabathani was given to each business at the close of the interview. All businesses in the Powderhorn East neighborhood that were not interviewed were sent information about NET and CHART

through the mail. The business directory was updated using the letters that were returned.

Careful planning can multiply the information obtained from one research effort. This can be particularly beneficial to neighborhood groups with limited resources. Cooperative efforts can, and should be, used as tools for neighborhood development.

**Debra Burns is a graduate student in public affairs at the Humphrey Institute. She has been a research assistant with CURA for more than a year. In addition to the Powderhorn project, she has completed a program analysis of the First Source for the city of Minneapolis, and is now working on a third project, New Visions for Downtown Management. Burns has also worked on a study of employment and training programs with the Legislative Auditor's program evaluation division.**

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## New CURA Publications

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**Courses in the Environment: A Student Guide to Courses in the Environment on Minneapolis and St. Paul Campuses 1986-87.** September 1986. 54 pp.

Courses relating to environmental studies at the University of Minnesota are listed by subject area and by department. Course descriptions are included. The guide is intended to be a guide for faculty and students and is supplemental to official University bulletins. Special centers' services and libraries related to environmental

studies are also described if they are within the Twin Cities metro area.

**White Hmong Dialogues Cassette Tape.** David Stecker and Lopao Vang. 1987. \$4.00.

This tape has been prepared by Hmong language instructor Lopao Vang to accompany *White Hmong Dialogues*, published last year by the Southeast Asian Refugee Studies Project. It presents spoken Hmong conversation for each of the twenty lessons in that publication.

\*This article summarizes the final report (Burns, *Powderhorn East Business Survey*). Persons interested in seeing the full report will find a copy in the CURA library or may order a duplicate copy for \$4.00.

# The Illusion of Self-Sufficiency:

## Realities for Working, Single Parent Families

by Esther Wattenberg

The fact that family income in female-headed households is strikingly low now has a familiar ring. A wave of studies has documented the feminization of poverty, leading to the conclusion that single parent mothers and their dependent children may be the most analyzed and discussed family formation in recent memory. But a glance at the mounting series of surveys and reports reveals a singular focus to the studies: most concentrate on the dependency of such families on public assistance (chiefly, the AFDC program (Aid to Families with Dependent Children)). This absorption is undoubtedly linked to the renewed political interest in welfare reform and the emerging consensus that emphasizes paid work as the route out of poverty and welfare.

While public interest has been riveted on the promotion of self-sufficiency, scant attention has been paid to the cohort of women, fully employed, who remain poor despite their work efforts. The reality of the job market for women who are breadwinners, and the illusory nature of the concept known as "self-sufficiency" rarely make the headlines of public debate.

A recent conference, sponsored by the McKnight Foundation, gave the Minnesota community a unique opportunity to look at the difficulties confronting this group of citizens—workers who are committed to achieving economic self-sufficiency for themselves and their children, but who find themselves struggling with the insufficiency of their wages. The conference, held at Spring Hill in mid-January 1986, was designed to initiate a continuing community discussion about this population group and to explore implications for public and private policy, possibly leading to the development of an action plan.

The idea for the conference sprang from the preliminary findings of the evaluation of a McKnight funded project.

### The McKnight Foundation's Loan Program and Preliminary Findings from its Evaluation

In 1984, the McKnight Foundation launched an important experiment: an interest free loan program was established for low income single parents who were either working, seeking a job, or in work training. The evaluation of the loan program, prepared under the auspices of CURA,



**Like Claudia McCuller, single parents with insufficient wages are most often employed as typists or clerical workers.**

gives a glimpse into the lives of members of this little understood or examined cohort.\*

The loan program, during the first year, offered interest free loans at a maximum of \$500, to be repaid over a twenty-month period.\*\* Loans were for episodic, rather than chronic, financial crises. Loan decisions were made by anonymous, volunteer committees at each of the agencies operating

\*Results of the first year evaluation, these are preliminary findings, are completed: "An Evaluation of the McKnight Low-Income Single Parent Loan Program" by Linda Jones and Esther Wattenberg, May 1986. Copies are available from CURA, phone 612-625-1551. The final report, which will incorporate an evaluation of the expanded program during the second year, will be available this summer.

\*\*For the first year, the program was lodged with two community agencies serving, chiefly, inner city residents: CHART in Minneapolis and PAT (Putting it All Together) in St. Paul. In the second year, McKnight expanded the program with two additional sites serving, chiefly, suburban residents: Community Action Council in Dakota County and Community Emergency Assistance Program in Anoka County.

the program. The program was structured on the premise that life is full of random events that may plunge a family living on a marginal income into crisis. The loan committees were given flexibility to respond to the variety of applicants' situations.

Evaluation of the first year of the program (July 1984 to August 1985) revealed the following demographic profile of the 523 women who received loans. A high proportion were black women in their late twenties and thirties. Well over half had only one or two children. As a whole the group had a relatively high educational status: only 13 percent had not completed high school and about 40 percent had some college education. The relatively high educational status of this group was a surprising feature.

Although time at their current jobs ranged from one to thirteen years, the aver-

age was just over two years. However, 58 percent of the loan recipients had been employed in their current position for less than one year. Most reported being employed by businesses (51 percent), the non-profit service sector (22 percent), and governmental units (10 percent). Typical jobs included typists and clerical workers (22.4 percent), clerks and cashiers (18.7 percent), and aide positions (14.6 percent).

Fiscally speaking, the income of the loan recipients can be characterized as a patchwork of income supplements from disconnected sources: wages, AFDC, and food stamps provided income for over half of the group; child care subsidies and fuel assistance supplementing income for only 3 or 4 percent. In addition to these sources of cash income, two sources of in-kind income were reported by those receiving loans. Thirty-nine percent received housing assistance and 48 percent received medical assistance.

The mean annual income from wages only was \$8,148 for these 523 loan recipients. Wages, AFDC, or a combination of the two, clearly provided the bulk of their incomes. Food stamps, medical assistance, and housing assistance contributed substantially for many as well. Of interest, is the strikingly low number (less than 10 percent) who received any assistance at all in the form of child support from the absent fathers of their children.

The fragile household economy of these parents force them into "hunting and gathering" supplemental income sources in an attempt to make up for the insufficiency of their wages. Enormous time and energy were required to identify those supplemental sources, establish eligibility for them, and recognize which supplements might disqualify the family from other needed benefits. Even with their patched together incomes, these families were not able to meet emergencies, when they came up.

Loan applications were frequently accompanied by stories of desperation. The rent money had been stolen. Back surgery had forced an unpaid leave from work and the power company was threatening to cut off service because of unpaid bills. The rent money had been used to pay pre-natal medical expenses for a pregnant daughter.

Loans were used for a variety of purposes (Figure 1), but transportation (42 percent) and housing (30 percent), were clearly of most vital importance. Transportation was a key item for retaining a job. Purchase of used cars, payments for car repairs, and insurance payments were the most critical needs. Without reliable transportation, parents were not able to maintain jobs, get their children to child care settings, and/or pursue training or job interviews. Housing assistance was also critical. Without it, these families faced repeated financial crises.

On the whole, this group of single parents was highly motivated and committed to achieving self-sufficiency for themselves

and their families. It was the insufficiency of their wages that presented them with repeated financial crises.

The findings from the first year's evaluation opened up in vivid detail the realities of family income when the breadwinner works at the low end of the wage scale. National census information shows the pervasive nature of the issue in documenting the fact that three million Americans work full time but still cannot escape poverty. The McKnight Conference at Spring Hill was designed to explore the phenomenon for both policy and program implications.

The conference was attended by seventy participants from business, public agencies, and non-profit organizations. It included a number of formal presentations and small group discussions. Presentations by experts elaborated on the demographics of this cohort of working single parents and gave particular attention to their housing and health care problems. Highlights from the formal presentations are noted here.

### Housing

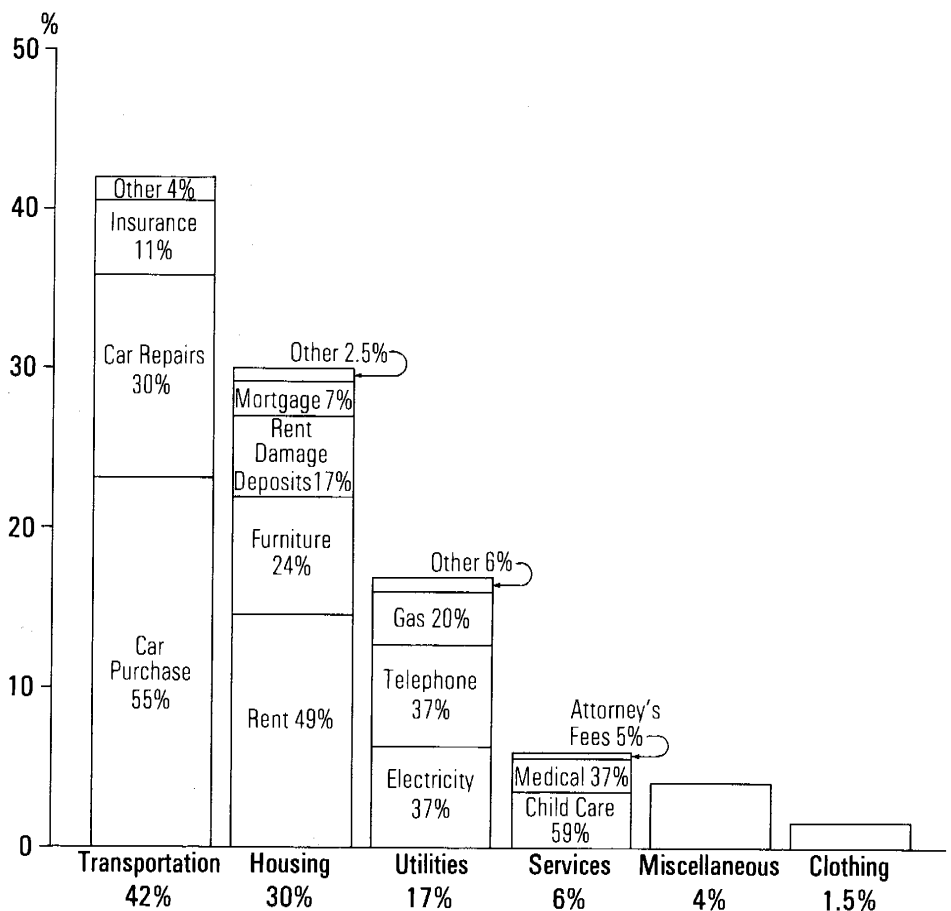
Thomas P. Fulton, president of the Minneapolis/St. Paul Family Housing Fund, noted that few in this group of working single parents own their homes, and that

renters face an expensive market relative to their incomes. Housing professionals generally term housing as affordable if total housing costs (rent plus utilities) do not exceed 30 percent of income. Fulton's calculations lead to the conclusion that the typical low-income, working mother pays between 50 and 65 percent of her income for housing. Not only does this leave little income available for other necessities, but high housing costs contribute to instability of residence and decrease opportunities to improve one's circumstance in other ways.

A number of possible solutions were offered:

- The federal government could provide benefits to renters equal to those provided for homeowners.
- Minnesota could change its current rent credit system so that low-income, single parents are entitled to a larger credit. This would be an investment in sustaining the self-sufficiency of low-income people.
- The work of the Family Housing Fund could be expanded, with additional dollars. The fund is particularly helpful for those on the upper end of the low-income scale.
- A program could be developed to as-

Figure 1. McKNIGHT LOAN USES



sist existing low-income homeowners with refinancing.

- Additional funding could be invested in creating more subsidized, affordable, two and three-bedroom rental housing units for low-income, working families. This is now being done on a small scale through a new program begun by the cities of Minneapolis and St. Paul and the Family Housing Fund.

Fulton's perspective is that home ownership is a powerful solution to housing problems, and should be one of several strategies developed further. The question is not how, but whether, to act. There must be some leadership on the housing issue that includes the foundation and corporate communities. Under the new tax laws, there may be an opportunity for corporate investors to help accomplish an important public purpose while earning a market rate return on a normal investment.

The housing problems of the poor reflect society's high expectations and norms about housing. Fulton suggested that affordable housing is not the only problem, and that the strains could be eased if housing is safe, well-designed for families with children, and well-located with respect to jobs and services.

#### Health Care

Charles N. Oberg, M.D., a health policy analyst at Interstudy, and pediatrician with the Hennepin County Medical Center, noted that Medicaid, which was initially designed to provide financial access to health care for low-income families, has been losing ground. Eighty-one percent of its expenditures in 1985 were for the aged and the disabled.

Since the mid-1970s, federal and state retrenchment of funds has resulted in fewer of the poor being served. In 1985, only 46 percent of the poor or near-poor in the United States had access to Medicaid. In Minnesota, the Medicaid budget for 1985 exceeded \$1 billion, serving over 350,000 people. However, 67 percent of Minnesota's poor children were not covered by Medicaid in 1980.

The population of concern today are those "corridor poor" who are at or near the poverty line, fail to qualify for Medicaid, and who lack a private source of health care coverage. There are presently over 35 million uninsured Americans, of whom 75 percent are either employed or the dependents of an employed individual.

Oberg presented a brief overview of several current initiatives. Recent federal budget actions have loosened Medicaid eligibility to include pregnant women and poor children under age six. Two proposals are likely to be considered during Minnesota's current legislative session. The "Right Start" proposal by the Children's Defense Fund is a program for pregnant women and preschool children with incomes less

than 200 percent of the poverty level. "HealthSpan" is a proposal by the Minnesota Department of Health intended to span the gap that exists between Medicaid for the very poor and the employment-based health insurance of middle and upper income groups. These both propose expanding Medicaid at the state level and

establishing an insurance pool for the uninsured.

#### Five Themes Emerge

A summary of the Springhill conference, prepared by the McKnight Foundation, highlights five major themes that emerged



Clerks and cashiers, like Irene Goodman, are often employed at minimum wages and with few or no benefits. They do not earn enough money to support a family.





**Positions as health aides are gaining in number and do not pay wages sufficient to support a family. Here Jean Garrett completes a foot bath with Latona Hill.**

from the conference presentations and discussions. It is worth quoting extensively from the conference summary.\*

- **"Full-time employment is not the same as self-sufficiency.**

"A central premise of this conference was that full-time employment is not the same as self-sufficiency. Low wage, full-time employment can and does result in people attempting to support families on incomes below or near the poverty level. A worker earning \$4.80 an hour will make about \$10,000 a year. If this person also receives housing assistance or a child care subsidy, her household economy will be considerably strengthened; however, she tends to be stigmatized as a 'recipient,' a drain on public coffers even as her taxes contribute (disproportionately) to them.

"More broadly, who among American citizens and American businesses are not subsidized by public programs? Tax deductions and shelters and a range of public ser-

vices contribute to the economic well-being of middle and upper class citizens. There was frequent mention of the need to educate and remind ourselves of the perspectives that not only is none of us truly self-sufficient, but we are also interdependent.

"An additional dimension of this theme was its connection to welfare reform. Whatever happens in the current debate, it is unlikely to focus attention on either the historical partnership of AFDC benefits and employment wages in low-income households, or on the fragile and unstable economic status of those families just above the poverty line. Attention to this group must therefore be pressed by conference participants.

- **"The changing labor market**

"A key aspect of the labor market context is the trend toward more low and high paying jobs, with fewer in the middle. The service sector has experienced recent growth, but was described as a sector with no middle. Some 41 percent of its new jobs produce incomes of less than \$15,000, and 20 percent yield \$30,000 incomes or more. Many corporations also function with no middle level positions. Thus a critical job development

question becomes how to build a middle into the continuum of available jobs, if indeed, one can be built.

"These realities have enormous impact for individuals. How can individuals plan and train for jobs? How can they gain access to them? To what degree has mobility across organizations, rather than moving up within, become the key to advancing one's earnings?

"A second key aspect of the labor market is that of single parents with low incomes, 75 percent are working full-time. Of those who are working, 80 percent have high school diplomas and 30 percent of that number have some college education. It is obvious that this group is relatively motivated to work and prepared in a way which society has hoped will provide a living wage. It does not.

"What may seem the obvious answer of calling for employers to raise wages, however, is no solution. The U.S. economy has developed a secondary labor market which depends upon the supply of workers who will accept low wages and few or no benefits. Many industries and business, many nonprofits, and many geographic regions within Minnesota, rely on low wages to

\*"Struggling for Self-Sufficiency on Low Wages: Report of a Conference to Discuss Problems of Low-Income, Working Single Parents," prepared by Margaret J. Bringewatt. (McKnight Foundation: January 15, 1986.) Copies of this report are available from CURA, phone 612-625-1551.

thrive. In a competitive society, if one institution raises wages, there is always another to make and sell a cheaper hamburger. Further, although as one participant put it, 'we don't go to Korea to buy a hamburger,' the U.S. is part of an international economy as well. The question of worker wages in a competitive market applies beyond U.S. borders.

"This context poses difficult questions. At what level should minimum wages be set? Is the public sector response of filling the gap with entitlement programs in effect subsidizing corporate profits? To what extent is the issue ignored by writing it off as inevitable in a capitalist society?"

- **"The feasibility of finding solutions**

"The size of the population of focus was estimated to be from 12,000—21,000 in the Metro area and approximately 16,000 in greater Minnesota, depending on the definition of low-income. They are, in general, motivated to work. Further, low-income, single parents typically have one or two children, a characteristic which distinguishes them from the typical low-income family of two decades ago.

"These factors make it feasible to find ways to keep low-income, working single parents in the labor force through supplementation of their household income, subsidization of their essential expenses, or better paying jobs. For example, some of the problems these families face could be solved if small amounts of cash were made available, particularly to fill gaps when unforeseen events impact their finances. Loan programs are one solution for those whose employment make repayment possible. Housing assistance with public funds seems feasible for a group whose numbers are not overwhelming. Private sector resources can make a further dent, through lowering the cost of decent housing, for example. The affordability of child care and reliable transportation can also be addressed in this context.

- **"Employers must become aware of the needs of this group**

"There was recognition throughout the day that solutions to the problems of this population group must be sought that do not rely exclusively on business or government, but that also do not exclude either from responsibility. Nonetheless, high-level business leaders were absent from the conference and participants expressed distress at what seemed to be a general lack of awareness by business of the problems of this group.

"Participants called for a change in perspective among companies that view some employees, especially those at the very low end of the service sector, as 'disposable workers,' as they were termed. In order to be competitive, some businesses feel that they cannot afford to encourage long ser-

vice to the company or consider higher wage and benefit levels or opportunities for advancement. Several key questions were posed: How can business leaders be educated about this issue? Is it realistic to expect business attention to these problems when 'competitiveness' and the 'lean and mean' company are the bywords? How can discussions such as these refrain from polarizing into 'we-they' camps and instead begin to build bridges among necessary partners?"

"Some potential linkages among partners were discussed. For example, a city's development efforts that result in new jobs should always ask for whom jobs are created, and what supports may be necessary. County human service departments may have a resource pool of unemployed or underemployed people to link to new jobs as they are developed.

- **"Children are central**

"What distinguishes this population of focus from other working poor is their status as single parent families, families with children under age eighteen. Yet that distinguishing feature can be overlooked as solutions are sought to meet the parents' needs. By no means are all single parent families at risk. But for those living in poverty, the consequences fall overwhelmingly on the shoulders of the very young. An improvement in their lives today will have a payoff in the next generation as well.

"While this theme was by design less emphasized in the conference's formal presentations, the welfare of children emerged as an absolutely essential reason to focus attention on solving the problems these families face."

### **In Conclusion**

There is a grim reality to the job market for women that has yet to be confronted in all its consequences. Working at low wages may be the only realistic alternative to public assistance, but it is clear that paying attention to the cohort of families with a single parent breadwinner is vitally important. The toll on children is severe.

The evaluation of the McKnight Foundation's loan program and the subsequent conference on the findings moves us to a clearer knowledge of the slippery nature of the first rung on the ladder to self-sufficiency. Three levels of responses for policy and programs can be identified. These are:

- 1) a permanent source of income supplementation, such as a child support assurance program or a housing assistance supplement;
- 2) broadened eligibility for the working poor for existing income supplement programs, such as food stamps, Medicaid, and child care;
- 3) specific programmatic responses on a local level, such as loans to solve trans-

portation problems and the family financial crises that arise from having no discretionary income for unexpected events.

The McKnight Foundation continues its interest in improving the prospects for working, single parents. Community discussions to find tangible solutions for housing, transportation, and loan funds are next on the agenda.

**Esther Wattenberg is a professor in the University's School of Social Work and coordinator for CURA's programs in community and social services.**

# Twin Cities Survey Results

The 1986 Twin City Area Survey of 1,000 households is now completed and results are available from the Minnesota Center for Survey Research.

The survey begins with questions on quality of life, asking for ratings on the Twin Cities and the standard of living. A central question about quality of life has been asked on each survey since 1982. This question identifies opinions about which issues are most important for the Twin Cities metropolitan area. The question is open-ended so that individuals may answer with any issues. Major responses for the past five years are ranked in Table 1. The importance of unemployment and education have declined as issues, while crime has increased in importance. It is notable that the rank order of the five major issues has been stable over the past three years.

This most recent metropolitan area omnibus survey includes questions in widely divergent topic areas, from housing and environmental issues to refuge lands. Questions on housing included the current

**Table 1. WHAT IS THE MOST IMPORTANT ISSUE FACING THE TWIN CITIES METROPOLITAN AREA?**

| Rank | 1982         | 1983         | 1984         | 1985         | 1986         |
|------|--------------|--------------|--------------|--------------|--------------|
| 1    | Unemployment | Unemployment | Taxes        | Taxes        | Taxes        |
| 2    | Taxes        | Taxes        | Crime        | Crime        | Crime        |
| 3    | Education    | Environment  | Unemployment | Unemployment | Unemployment |
| 4    | Crime        | Education    | Environment  | Environment  | Environment  |
| 5    | Environment  | Crime        | Education    | Education    | Education    |

housing situation, preferred type of housing, and reasons for the household's most recent move. There were questions on emergency telephone use and whether anyone in the household provides assistance to an elderly or handicapped person. Questions in the environmental area focused on solid waste generation practices, attitudes, and knowledge. There was, also, a series of attitudinal questions centering on ownership of public docks on national wildlife refuge lands. Another set of topical questions enquired about citizens' knowl-

edge and attitudes toward local police review panels. In addition, the survey included a comprehensive series of demographic items.

A summary of results has been prepared and distributed to organizations who paid for the questions. The summary may be viewed in the MCSR office, 2122 Riverside Avenue. A copy can be made for \$10, the cost of reproduction. Additional information on the 1986 Twin City Area Survey is available from Rossana Armson at 627-4282.

## CURA-Related Publications

Lizbeth A. Pyle, a research assistant with CURA while she was completing her Ph.D. in geography at the University of Minnesota, has published "Sellers and Non-sellers of Land for New Rural Housing," in *Professional Geographer* 38 (4) November 1986, pp 343-349. CURA provided support and assistance with her work about land use changes in the Rochester, Minnesota area. A series of three articles based on her research was published in the *CURA Reporter* in 1981 and 1982.

Darrell Napton, a research assistant with CURA while he was working on his Ph.D. in geography at the University of Minnesota, has completed his Ph.D. thesis: "A Re-

gional Approach to Farmland Preservation: The Twin Cities Metropolitan Agricultural Preserves Act in a Geographical Perspective." The thesis contains background on the evolution of the farmland protection policy and a history of farming in the Twin Cities metropolitan area along with details about the development of policies about farmland in the Twin Cities area and an evaluation of the impact of the Metropolitan Agricultural Preserves Act. Napton, along with John Borchert, his thesis advisor, published an article in the *CURA Reporter* last year which summarized some of the results of his research for this thesis. A copy is available in CURA's library.

**Photo on page 1 by Paul Hansen, courtesy of the Minnesota Trade Office.**

**Photo on page 4 by Valentine Scheglowksi, courtesy of the Minnesota Trade Office.**

**Photos on pages 10, 12, and 13 by Nancy Conroy. The three women posing for these photos were not McKnight loan recipients, but they work in jobs that are typical of the loan recipients.**

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# CURA Publications and Order Form

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## New CURA Publications

- Courses in the Environment: A Student Guide to Courses in the Environment on Minneapolis and St. Paul Campuses, 1986-87.** 1986. 54 pp. Free.
- Down to the Bone: Community-Based Facilities in a Time of Retrenchment.** Esther Wattenberg. 1986. CURA 86-4. 92 pp. Free.
- Training Southeast Asian Refugee Women for Employment: Public Policies and Community Programs, 1975-85.** Sarah R. Mason. Southeast Asian Refugee Studies Project. Occasional Papers, Number Four. 1986. CURA 86-6. 142 pp. \$5.00.
- White Hmong Dialogues Cassette Tape.** David Stecker and Lopao Vang. 1987. \$4.00.

## Other CURA Publications

- Growing Energy Crops on Minnesota's Wetlands: The Land Use Perspective.** Jeffrey P. Anderson and William J. Craig. 1984. CURA 84-3. 103 pp. Free.
- Minnesota K-12 Education: A Catalogue of Reform Proposals.** Lawrence C. Wells. 1986. CURA 86-2. 135 pp. Free.
- Research on Aging, University of Minnesota, 1980-1985.** All University Council on Aging. 1986. CURA 86-1. 153 pp. plus addenda. Free.
- Uranium in Minnesota: An Introduction to Exploration, Mining, and Milling.** Dean Abrahamson and Edward Zabinsky. 1980, revised 1981. CURA 80-2. 74 pp. Free.

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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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