



## Neighbors and Government Collaborate in Fighting Crime: The CARE Program in North Minneapolis

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The people living in the Jordan neighborhood in north Minneapolis have been worried about crime and drug dealing. But since last April neighbors have been working with police and other government officials to reduce crime and make the neighborhood more livable. Much has been accomplished and participants from both the neighborhood and government are enthusiastic about CARE, the program which has brought this all about. CARE stands for Community and Resource Exchange, because the community sets the agenda and government uses its resources to help achieve the community's goals. CARE is designed to provide a holistic response from government to problems defined by the community. In Jordan, those problems

have been crime and drugs, in other neighborhoods they might be different.

The problems addressed in Jordan have been very focused. Houses where drugs are sold or where other problems exist are identified. Then, the government coordinates the many departments and agencies required to deal with the problem property. For example, a house on Sheridan Avenue was identified as a potential crack house at a neighborhood block meeting. The neighbors gathered surveillance information for the police, including the license plate numbers of automobiles that frequently stopped at the house, and even a floor plan of the property. Minneapolis police and the Hennepin County Sheriff then cooperated in a successful

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raid. When the first assault team emerged from the house, an elderly neighbor from next door gave the assault leader a big hug. Later, a police officer commented, "That's like getting the Heisman Trophy for a drug raid."

In October of 1990, the CARE Intervention Coordinator, Bob Miller, contacted CURA requesting an evaluation of the less than year-old CARE program. CARE had been successful by many measures, and pressure was mounting to replicate the program in other neighborhoods. Mr. Miller needed an external evaluation of the strengths and weaknesses of CARE, along with recommendations for changes that might be required if the program were expanded into other neighborhoods.

The evaluation was based primarily on observation and interviews and, to a lesser extent, written materials and reports. We attended many CARE meetings, including a neighborhood pot-luck dinner attended by both government and neighborhood CARE committee members and others involved with CARE. We attended three block meetings, and held focus groups with the CARE Steering Committee, neighborhood participants on the CARE Committee, government participants on the CARE Committee, and block leaders who have taken their problems to the CARE Committee. Finally, we individually interviewed Jay Clark, the community organizer and executive director of the Jordan Area Community Council (JACC); the intervention coordinator, Bob Miller; and various members of the groups listed above. What follows is a summary of our evaluation.

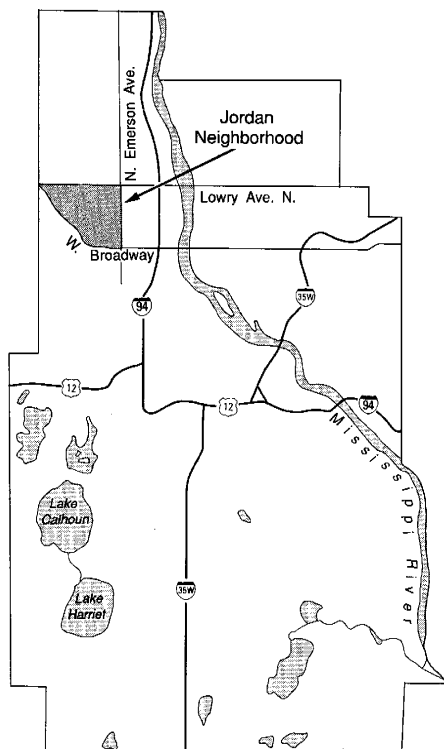
### Beginnings

CARE is a joint project involving the City of Minneapolis, Hennepin County, and the Jordan Area Community Council, the local neighborhood association. The project grew out of the City/County Criminal Justice Coordinating Committee, when they were asked to develop a program designed to reduce crime and drug dealing and increase "livability." The Jordan neighborhood was selected as a test site for a one-year demonstration program because of its characteristics. It is an inner city neighborhood with a non-white population of about 20 percent, an average household income of less than \$16,000 per year, and a population of 7,861 (in 1980). While Jordan has been a stable and vital neighborhood, five quantitative measures showed that drug problems were increasing and that stability was eroding:

- The number of homesteaded properties fell substantially between 1985 and 1987.

**Cover photo: At a meeting of the CARE Committee action can be fast as neighborhood block leaders describe problems in their block and report on their surveillance efforts. In response, government officials prepare on the spot a coordinated plan to eliminate the problems.**

### Site of the CARE Program



- Births with only third-trimester prenatal care were increasing.
- Citizen complaints about crack-house activity were increasing.
- Births of chemically dependent babies were rising.
- And crack-house raids were increasing.

Still, it was thought that Jordan retained many of its past strengths and had a viable community organization in JACC, an organization through which the people in the neighborhood could speak out and get involved. The first meeting of the Jordan Neighborhood CARE Committee was held on April 3, 1990. Considerable skepticism characterized the initial meetings, but by summer some major successes had resulted and both neighborhood and government people associated with the program were increasingly excited about its possibilities.

### How CARE Works

The CARE program has five major objectives:

- Making the target neighborhood a safer and more pleasant place to live and work.

- Identifying significant drug-related and crime problems in the target neighborhood that demand coordinated, inter-agency solutions.
- Protecting children against the effects of drug use in their families and immediate neighborhood.
- Supporting neighborhood efforts to improve the quality of life.
- And improving interagency communication and coordination.

The identification of specific problems begins at the block level. Residents hold block club meetings at which problem properties are identified and information is collected. A block leader brings these problems to a CARE meeting (held every two weeks) where they are discussed and a plan of action is designed. Two weeks later, at the next CARE meeting, results are presented, or resolution of the problem is carried forward to subsequent meetings if a satisfactory outcome has not been achieved.

The block meetings have been organized by JACC. By December of 1990, about 60 percent of the Jordan neighborhood blocks had been organized, compared with only 25 percent at the time the CARE program began. JACC's current neighborhood effort is a program called "Block Out Drugs." At initial block meetings, Jay Clark, executive director of JACC, describes activities which may indicate the presence of a drug house and asks if any such activity has been noticed. People are only too willing to talk. Clark helps focus attention on specific houses and details, but is careful to keep neighborhood residents from using the meetings as forums for personal feuds.

JACC is responsible for making block meetings representative. To ensure a good turnout, doors are knocked and flyers dropped the evening before a meeting. Reminder calls are made on the night of the meeting. Experience has shown that people are more willing to identify specific properties if the block meeting includes four blocks instead of one; with this many homes, attendance has been as high as seventy-five. JACC has helped to be sure that minority homeowners are represented, both at block meetings and on the JACC Board of Directors. If the system has failed, it has been with renters, both white and minority, who have less of a stake in the neighborhood.

The CARE committee meeting is held every other Tuesday night in the JACC office on Lowry Avenue. Recently, high attendance has forced relocation to a nearby church. The committee membership consists of both government people and representatives from the neighborhood. Given the current neighborhood focus on drugs, crime, and property, the government side of the committee contains representatives



**An abandoned house can become not only an eyesore but a hang-out for kids and a place for drug deals. Sometimes, the best solution is to tear it down. Instead of the year or more this usually takes, this house on Girard came down within months because of the coordinated efforts of officials working in the CARE committee.**

from the following city agencies: Department of Inspections, Health Department, Minneapolis Community Development Agency, Community Crime Prevention/SAFE, and the Police Department. Hennepin County is represented by the Probation Office of the Bureau of Community Corrections, the Welfare Fraud Unit in the Economic Assistance Department, and the Office of Planning and Development,

through the intervention coordinator, Bob Miller. The neighborhood side consists of three or four official members, representatives from those blocks where specific action is under discussion, and other interested citizens. The meetings are open to anyone living in the neighborhood.

A presentation is made by the block leader to the committee, describing the nature of a problem and details from the neigh-

borhood surveillance. While the meetings are open, problems can be presented only by block representatives. This approach focuses the meeting and adds credibility to the stated problem. The surveillance information supplied by the block provides the basis for developing a plan of action. Appropriate agency representatives are then asked to reveal what they know about the property in question and to present a plan of action. Sometimes action is restricted by laws and policies, such as those requiring reasonable delays in the taking of property because of non-payment of taxes. Where this is the case, an explanation of the expected time frame is given and this seems to be appreciated by the neighbors.

Where action can begin, the best approach usually involves multiple agencies and the details of that coordinated activity are worked out on the spot among those agencies. For example, a building inspector cannot enter a locked building, but could plan an inspection to follow a police raid where the police have used a warrant to open the building. This is a key aspect of the CARE project, the integration and coordination of all relevant agencies working on a single problem property. The kind of coordination that occurs in the CARE project is very unusual.

Two weeks later the block leader returns to learn the outcome. Early on, both neighborhood people and agency people were skeptical, but initial successes led to increasing enthusiasm and more creative solutions. People from the agencies have developed a sense of teamwork and accountability to the neighborhood and each other that has fueled their interest in solving problems. As one agency person said, "I wouldn't want to be the one person in the group who did not follow-up on his or her promises to take action."

Each meeting of the CARE committee opens with a summary of recent action, then moves to new problems and developing plans of action. Blocks continue to meet every six to eight weeks, first hearing about the results of their initial complaints, then discussing any ongoing or new problems that should be brought before CARE.

### **Measures of Success**

By a wide variety of measures, the CARE program is a success. A number of problem properties have been cleaned up. New programs have developed to serve neighborhood needs. Both the neighborhood and the government people involved are excited by what they have been able to accomplish. However, it is still too early to determine whether the CARE program will have long-term impacts on the Jordan neighborhood.

**Problems Resolved.** The list of problems attacked and solved is substantial, even after only eight months of operation. Some examples:

- A dilapidated property on Hillside Avenue was demolished after a protracted period of negotiations with the owner. Over the seven-month period between bringing this property to the CARE committee and its demolition, reports were made to the neighbors every two weeks. Many turned out to watch the demolition and thank-you letters were sent to the city Inspections Department. The property had been a problem for more than ten years.
- Two properties on Irving Avenue, owned by a landlord from another state, were suspected of being places to purchase drugs, but raids proved unsuccessful. Health and Housing inspections occurred within twenty-four hours after the raids, leading to citations to the landlord. When the landlord came to a CARE committee meeting, he was pressured to evict problem tenants and replace them with more responsible ones. Eventually the property was sold to a local landlord who is now meeting with the CARE committee to develop a feeder program of stable tenants through Turning Point, a drug rehabilitation program.



**Housing inspector Jack Allison and community agency worker Jackie Starr met through CARE. Now Jackie's agency, Turning Point, is referring clients from their drug rehabilitation program to local landlords who need stable tenants to replace tenants who have been evicted.**

- Prostitutes, johns, and drug deals were an increasing problem in the Broadway and Logan area. The impact on the neighborhood was significant, both because of noise and harassment of individuals. The neighborhood identified the area as a priority and the police worked diligently with the committee to clean it up. "Now you see mothers with strollers," we were told.
- Boarded buildings are discouraging to neighbors and give the appearance of deterioration. A neighbor suggested using Plexiglas to secure buildings and the Inspections Department agreed, in response, to sponsor a change in the housing code. The change was adopted by the city council and buildings are now secured in more inconspicuous ways in the neighborhood.

**New Programs.** A number of new programs are being developed to serve neighborhood needs. The residents of Jordan were responsible for some of these developments or were among the first to take advantage of others and prove their merits. They are examples of how the neighborhood and public agencies have come to trust each other and are working on longer-term solutions in addition to the short-term actions taken on immediate problems.

- The criminal justice system is reviewing **neighborhood impact statements** as it considers detention and sentencing decisions. Prostitution and drugs are often viewed as "victimless crimes," but the Jordan neighborhood has documented the negative impact that these activities have on the neighborhood. The

police and court systems have listened to them and are now beginning to use their statements as they deal with the perpetrators.

- A **Neighborhood Service Corps** is being created to help clean up eyesores in Jordan: vacant lots and the yards of abandoned buildings. Local youth will be employed to help improve their own neighborhood.
- Jordan has investigated programs in other cities to see how they use **community housing and health inspectors** to supplement city workers. Perhaps this could work in Minneapolis if it were modified to fit local needs. The neighborhood is pursuing the idea.
- Neighbors in Jordan proposed that **community restitution** be required for people causing problems in the neighborhood. This would make community service in Jordan a part of their sentencing. The idea is being considered by criminal justice system agencies and the courts.

**Neighborhood Satisfaction.** People in Jordan are very happy with the CARE program. It has empowered them, giving them a sense of hope and a perception of control over their lives. CARE has also improved their view of government.

The neighborhood was skeptical of CARE in the beginning and unorganized blocks are still skeptical. At a block meeting where some of the "resolved" problem properties were showing early signs of renewed

illegal activity, it was asked, "How confident are you that these things will be cleaned-up?" The answer was "completely." "How confident would you have felt six months ago?" "Zero."

The people of Jordan have learned how to organize themselves to get attention and credit CARE for this education. They appreciate the fact the government responds to a united grass-roots voice as opposed to individual complaints. The neighbors are proud that they have been able to get people to work together. They have learned how to spot a drug-house and how to collect information that will be useful in shutting it down. All of this has led to a sense of empowerment.

People now have a different view of government, at least of the departments represented at the CARE meetings. They are happy that they have been able to educate government people about their neighborhood and its problems. They have enjoyed seeing bureaucrats get excited about solving those problems. They have a better understanding both of the options open to government and of the limits placed on it. The people believe that they are helping to change the system and make government more accountable. They hope that other neighborhoods will share in this benefit.

**Government Satisfaction.** In many ways, the success felt by government participants in the CARE program reflects the satisfaction felt by neighborhood residents. They too are pleased with the list of problems resolved and have a new ap-

preciation of the reality of these problems for people living in the neighborhood. They are impressed by their new ability to work together. They were skeptical at the beginning of CARE but are now enthusiastic about it. At the start, most were drafted and began attending CARE meetings reluctantly; now the meetings are a highlight of their job.

For those who have been involved, there is a feeling that colleagues back in the agencies would benefit from dealing with a neighborhood first-hand as they are doing. They feel privileged. Working with neighborhood people has given them a better understanding of the problems neighborhoods face. They have enjoyed seeing people get involved and have benefited from all the surveillance work done by the neighborhood. Being able to explain at CARE committee meetings how certain restrictions limit their responses and make progress slower than everyone would like, has left them feeling better understood and appreciated. There is a new sense of working together with the neighborhood on an action-oriented agenda that really does improve people's lives.

Government people also have a new appreciation of the advantages of coordinating their efforts with other government agencies. This coordination has given them the ability to get results fast. Such coordination has been possible, in the past, only through personal connections and enormous amounts of time on the telephone. Four quotes from government people involved with CARE are worth repeating:

- "It helps me do my job better."
- "We are actually doing something [effective] for the first time that I've seen in twenty years."
- "The CARE program may be a prototype for changing policies and procedures, making government more responsive."
- "This is really the way neighborhood revitalization should work."

### Limits of Success

Despite these positive outcomes and attitudes, the CARE program cannot be declared a total success at this time. Partly because it is too soon to know whether the long-term hopes for the Jordan neighborhood will be realized. And partly because success has been limited by the inability to involve a few key players.

In the long run, people hope that Jordan will see many measures of stability and a high quality of life. This might include lower numbers of police calls, more use of prenatal care, higher levels of homeownership, and higher test scores by school children. Because these indicators will take years to stabilize and improve, it is much too early to tell whether the downturn of Jordan has been reversed. In fact, in some places calls

to police have increased because of a new faith that something will be done.

In the short run, problems do not go away simply because they have been stopped at one location at one point in time. In fact, there is evidence of problems returning to previously cleaned properties; neighbors now know the signs and are attempting to stop problems before they become large again. There is a wariness and a need for continued vigilance. Even the most involved people continue to be concerned about their future in the neighborhood—enough that a few have their homes for sale and many see themselves living elsewhere in five years.

Initial efforts in Jordan have been aimed at eliminating problems, but more needs to be done to make positive gains. In general the city has been most involved, because it provides "hard" services that attack symptoms. Hennepin County has more responsibility for "community" services, such as drug treatment, that treat the problems of individuals and families. It remains to be seen whether the neighborhood can organize to request the services that would assist people who need help and who, by getting it, would become better neighbors. At this point CARE's purpose is dealing with the immediate problems of the Jordan neighborhood. Although there is some concern for the people causing the problems and the next neighborhoods where they might land, this is not the primary focus of the Jordan Neighborhood CARE Committee.

Not every group in the neighborhood is involved in CARE. In Jordan, as in many places, it is homeowners who have the largest stake in the neighborhood and who are the most involved. People who choose to rent and stay in one place for a long time seem to be a phenomena of the past. Short-term renters are often seen as being involved in the problems of the neighborhood, but not in the solutions, certainly not in CARE. They have been invited to block meetings, personally and by phone, but they have not participated.

There are other groups whose unwillingness to participate causes problems. The United States Department of Housing and Urban Development and the Veterans Administration have acquired numerous properties in Jordan as a result of loan defaults. Their goal for these properties is to get a high price but many do not sell rapidly. HUD and VA properties are among the most poorly maintained in the neighborhoods and some "secured" properties have become open to children for play and places from which to sell drugs.

At the beginning of the evaluation, there were comments that Hennepin County might not be fully committed, but the evidence suggests that the county has become a willing and effective participant.

### Prospects for the Future

Although only in operation since last April, CARE's successes are already raising questions about its future. Other cities and neighborhoods are asking to have access to the same resources which have benefited Jordan. This raises two questions: Can the program be replicated in another neighborhood? and, Given limited resources, can the Jordan neighborhood maintain its activity with reduced attention from government agencies?

CARE's success in Jordan is clearly dependent on several key factors that might not be present in other areas: a credible and tenacious community organizer, like Jay Clark; an established community organization, like JACC; and a lead government representative, with skill and energy like Bob Miller. In other neighborhoods, CARE may well take on different faces. Jordan put forward crime and drug dealing as their major issues. Other neighborhoods may have different issues and may need different government agencies to solve them. At the core of CARE is the need for an inter-agency response to a community-based agenda. CARE will have to continue to be adaptable if it is to ensure future successes.

In the long run, it is agreed that the Jordan neighborhood cannot continue to receive the high level of support now provided through the CARE program. The big question is whether the block clubs can retain their vitality without a common enemy. Problems of crime and drugs can regenerate quickly. Certainly some of the new programs developing in Jordan can be spring boards for continued neighborhood involvement. These new programs, like the Neighborhood Service Corps and neighborhood impact statements, offer ways of reducing government involvement and implementing long term solutions.

Finally, the leadership pool in the neighborhood and in government is continually expanding, and should be able to produce dedicated people to replace some of the key actors in the CARE process. They will need knowledge and determination, but the success of CARE has led to a new responsiveness that will make their jobs easier.

**Editors note: This evaluation was completed on the last day of December 1990. Since that time, CARE has begun to work in the Lyndale neighborhood of South Minneapolis. Meanwhile, CARE in Jordan continues to tackle problems in innovative ways. For example, CARE is**



now working with local landlords in developing mechanisms for attracting and keeping good tenants.

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## Demographic Information, Data Use, and the 1990 Census

Data from the 1990 census and other federal, state and local sources of information can be essential for planning and decision making in government, schools, social service agencies, business, and health care agencies. A special conference is scheduled for June 11-12, 1991 at the Earle Brown Center, St. Paul Campus, University of Minnesota, to examine sources of information and ways in which the data can be used. Sponsored by the United States Census Bureau, Minnesota State Planning Agency, and the University of Minnesota's Center for Population Analysis and Policy, the program will meet the afternoon of June 11 and all day June 12. The fee is \$50. Please contact Judy Weber, Department of Professional Development, 338 Nolte Center, University of Minnesota, Minneapolis, MN 55455 for a complete brochure and registration form. Telephone 612/625-4331.

# Students of Color in Minnesota's Colleges and Universities

by Caroline Sotello Turner\*

In a report published in 1989 on education in Minnesota, Harold L. Hodgkinson, director of the Washington Center for Demographic Policy, concluded that education in our state presents:

...a picture of a diversified, well-financed system of higher education which can accommodate virtually every resident with a desire for more education. However, the percentage of minority students is about half that of public school enrollments, suggesting that work needs to be done on getting more minorities into, and graduated from, colleges and universities in the state.\*\*

This article reports on a study of blacks, American Indians, Asians, and Hispanics in Minnesota's colleges and universities which confirms Hodgkinson's conclusions. Though minority enrollment in higher education has kept pace with recent increases in overall enrollment, the number of students of color who actually graduate from Minnesota's institutions of higher education is extremely low. This report details data collected on postsecondary enrollment, student transfers, and degrees over a three year period, 1986-1988. It also presents highlights from interviews with sixty-five students, faculty, and staff in the Twin Cities, conducted in 1988 and 1989 to provide a closer look at the experiences of students of color in three postsecondary schools.

### What the Statistics Say

Data were provided by the Minnesota Higher Education Coordinating Board and by various higher education system offices. The data include all public postsecondary systems and private four-year colleges in Minnesota.\*\*\*

• **Postsecondary enrollment** increased during the three-year period and minority student enrollment grew as well (Table 1). A September 1990 news release from the

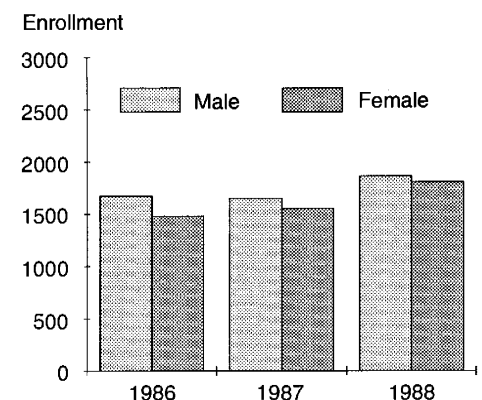
Minnesota Higher Education Coordinating Board indicates that this trend has continued. Enrollment for students of color remains relatively stable as a percentage of total enrollment. The technical colleges and the University of Minnesota have the highest minority enrollment, but the greatest increases in minority enrollment were reported by community colleges.

Almost equal numbers of men and women enrolled during the three-year study period. The number of women enrolling, both minority women and whites, increased more than the number of men in most postsecondary systems. Figures 1 through 4 detail gender differences for each minority group.

Both black men and women are increasing their postsecondary enrollments (Figure 1). While black men were enrolled in small numbers during this three-year period, they did not show a pattern of decreasing enrollment as they have nationally. Black women, in these same years, have increased their enrollment. All systems, except the technical colleges, showed an increase in black student enrollment.

Enrollment of American Indian men has decreased slightly while enrollment of women has increased (Figure 2). Both state universities and technical colleges report a decrease in American Indian males, while community colleges, private four-year colleges, and the University of Minnesota all report increases in American Indian males. All systems report increases in American Indian women.

Figure 1. Black Enrollment in Postsecondary Schools



\* With research assistance from Janet Hallgren and Scott Parks.

\*\* *Minnesota: The State and Its Educational System*. Washington, D.C.: The Institute for Educational Leadership, Inc. 1989, p. 9.

\*\*\* Enrollment figures are collected the tenth day of Fall term. They do not include all extension students. The University of Minnesota does not report extension students and state universities report some extension students, but not all. Degrees and certificates conferred are reported in aggregate form by program. Degrees cannot be matched to individual students at this time. HECB is establishing a new data base that will allow such matching in the future.



**Few students of color are completing degrees in Minnesota, though their enrollment is on the rise.**

Among Asians, male enrollment decreased slightly and female enrollment increased (Figure 3). Decreases among Asian men were reported in community colleges and technical colleges, while other systems showed increases. All systems except the technical colleges reported increases in women. Hispanic enrollment has increased in all systems for both men and women (Figure 4).

During the same three years, the enrollment of white students showed an increase in the number of men followed by a decrease (94,314; 96,778; 95,051), whereas the number of women increased continuously (104,438; 110,424; 114,419). Growth in white student enrollment was

reported at state universities, community colleges, and four-year private colleges. Increases in white women students are especially strong in the state and community college systems. Decreases were reported at the University of Minnesota and at technical colleges, though the technical colleges reported the bulk of their decreases were for white men.

• **Degrees completed** by minority students have been very few, even though their enrollments are on the rise (Table 2). This is true for all higher education systems and for all degree categories. For example, out of 38,881 bachelors' degrees awarded in 1985 and 1987, 1,085 (or 2.8 percent) were

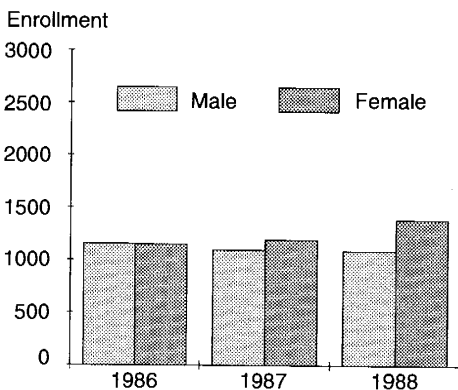
awarded to minorities: 310 (.8 percent) to blacks, 134 (.4 percent) to American Indians, 461 (1.2 percent) to Asians, and 180 (.4 percent) to Hispanics. Table 2 breaks the figures down even further to show gender differences as well. White female students received 71 percent of all certificates, 61 percent of all associate degrees, and 50 percent of all bachelors degrees. But at technical colleges they received only 45 percent of the degrees and they received 41 percent of all professional degrees, 43 percent of all masters' degrees, and about one-fourth of the PhDs reported.

• **Transfer data** adds another dimension to the picture. Students may not complete their associate degrees in community colleges for various reasons, one of which is that they transfer to other postsecondary institutions. Nationally, transfer of students from two- to four-year colleges is viewed as an important access point to baccalaureate education, particularly for students of color. Students often find that beginning at a local community college is convenient, close to home, and affordable.

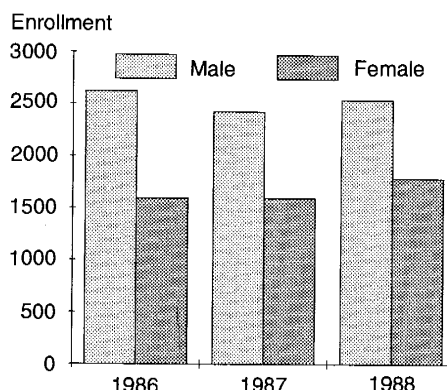
Unlike most states, Minnesota community colleges report low minority student enrollments. According to Hodgkinson, this reflects "among other things a small number of minorities in their service area." Thus, Minnesota's two-year colleges and programs located in high minority population areas, such as Minneapolis Community College and the General College at the University of Minnesota, play important roles for students of color aspiring to continue their postsecondary education. Other two-year colleges, however, may be able to increase minority enrollments through community outreach and recruitment efforts. In fact, the total enrollment of minority students in the community college system has shown a steady increase over the years examined in this report.

Transfer data were examined in order to determine how many minority students in Minnesota are using this access point to higher education. The data reveal that few are using transfer as a bridge to other

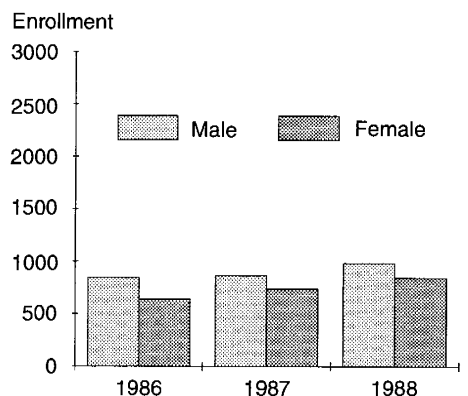
**Figure 2. American Indian Enrollment in Postsecondary Schools**



**Figure 3. Asian Enrollment in Postsecondary Schools**



**Figure 4. Hispanic Enrollment in Postsecondary Schools**



postsecondary schools (Table 3). For example, of the 3,441 students who transferred in 1986: 47 were black, 12 Hispanic, 48 Asian, 30 American Indian, and 3,101 white. The pattern is similar in 1987 and 1988.

### What the Students Say

The statistics describe the statewide context for students of color in higher education. But, what does this mean in every day life? To find out, semi-structured interviews were conducted with students of color and college faculty and staff at three college campuses in the Twin Cities, where most of the students of color live. The interviews provided a close-up look at the experiences behind the statistics. Sixty-five interviews were conducted: twenty at a community college, thirteen at a private four-year liberal arts college, and thirty-two at the University of Minnesota. The interviews lasted between one and two hours each.

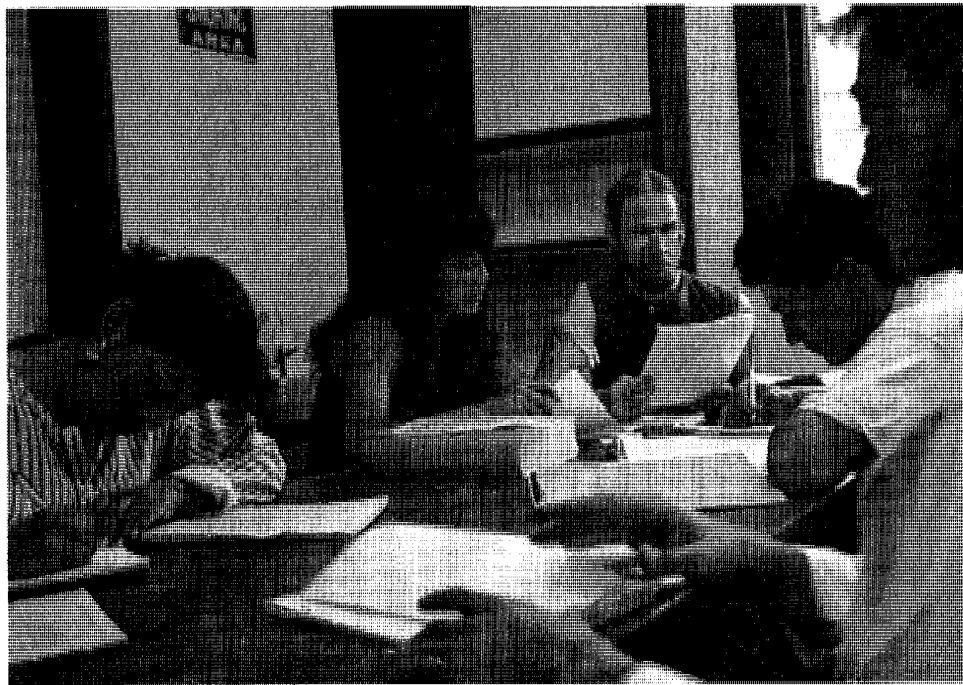
The people interviewed were all connected with support programs for students of color. This was a purposive, not a random sample. Of the sixty-five interviewed: fifteen were black, nine Asian, fourteen American Indian, nine Hispanic, and eighteen white.

• **The University of Minnesota.** Generally, the "U" in the Twin Cities was seen as unwelcoming by students of color:

"It's really a huge university. A lot of minority students are afraid to go."  
an Asian student

"It has a maze-like quality."  
an American Indian student

"Based on my experience here, I would tell the black students to go somewhere else.



Connecting with others of the same race allows students of color to feel more comfortable. One place where this can happen at the University of Minnesota is the summer institute for minority students, sponsored by the Office of Minority and Special Student Affairs. This photo and the one on page 9 are from the 1990 session.

It's difficult here because you don't have credibility, there is an attitude, well, you're not going to make it. You have to prove yourself because of skin color as well as prove yourself academically."  
a black student

"As a student at the U, I felt it was too big and I never received feedback from instructors or TAs. They were not

accessible. I never got individual attention. I transferred to [a private liberal arts college]...and I found everyone to be very helpful."

an American Indian student

"It felt real cold, lonely, threatening....I am strong and independent but it was so difficult."

an Hispanic student

While most of the students interviewed assessed the University environment negatively, many described positive experiences and motivation that helped them succeed.

"I wanted my degree to say U of M....The U of M is not Yale or Harvard, but it does carry its own."

a black student

The Learning Resource Centers for African-Americans, American Indians, Asian/Pacific Americans, and Chicano/Latinos; General College (GC); and the summer institute of the Office for Minority and Special Student Affairs (OMSSA) were identified as supportive niches that had played important welcoming roles.

"[OMSSA] had a summer institute for minority students—to help students get to know the University better. [My high school counselors] advised me to go to a smaller college....If it was not for that program I would not be at the U of M today."

an Asian student

"I didn't need help in academics such as tutoring, but I needed emotional support; an informal get-together place. A place you feel comfortable. You feel a sense of community. Other students may need academic support and emotional support....For American Indian students, it is important to have a University Indian

Table 1. Postsecondary Enrollment in Minnesota, 1986-1988\*

	1986		1987		1988	
	Minority**	Majority	Minority**	Majority	Minority**	Majority
Community Colleges						
number	1,751	38,162	1,864	42,193	2,241	45,399
percent	4	95	4	95	5	95
Private Colleges						
number	1,585	38,353	1,750	40,056	1,964	42,017
percent	4	94	4	93	4	94
State Universities						
number	1,261	43,674	1,313	46,808	1,581	50,361
percent	3	96	3	96	3	96
Technical Colleges						
number	3,255	31,365	2,693	31,489	2,820	25,747
percent	9	91	8	92	9	83
University of Minnesota						
number	3,305	47,198	3,490	46,656	3,680	45,946
percent	6	89	7	88	7	88

\* Data from the Higher Education Coordinating Board. Non-resident aliens are not included in these figures, so totals do not add to 100 percent. Students from out of state are included here.

\*\* Minority includes blacks, American Indians, Asians, and Hispanics.



**Table 2. Degrees Completed in Minnesota, 1985 and 1987\***

Degree Type and (Total Number)	Black		American Indian		Asian		Hispanic		White	
	M	F	M	F	M	F	M	F	M	F
<b>Certificate (375)</b>										
number	2	4	9	10	0	0	0	0	83	265
percent	.5	1.1	2.3	2.7	0	0	0	0	22.1	71
<b>Associate (9,680)</b>										
number	40	87	19	40	53	46	16	18	3,390	5,915
percent	.4	.9	.2	.4	.5	.5	.2	.2	35	61
<b>Bachelors (38,881)</b>										
number	171	139	60	74	253	208	88	92	17,458	19,519
percent	.4	.4	.2	.2	.7	.5	.2	.2	45	50
<b>Masters (5,928)</b>										
number	30	29	11	10	51	29	21	13	2,766	2,557
percent	.5	.5	.2	.2	.9	.5	.4	.2	47	43
<b>Ph.D. (840)</b>										
number	9	4	1	1	15	4	5	2	395	223
percent	1	.5	.1	.1	1.8	.5	.6	.2	47	27
<b>Professional (2,031)</b>										
number	12	6	8	8	9	9	19	15	1,082	837
percent	.6	.3	.4	.4	.4	.4	.9	.7	53	41
<b>Technical Colleges** (14,040)</b>										
number	74	86	89	81	162	112	78	55	7,013	6,290
percent	.5	.6	.6	.6	1.2	.8	.6	.4	50	45

\* Data provided from IPEDS reports filed with the Higher Education Coordinating Board. Some community colleges did not have a report on file for degrees completed in 1985. Non-resident aliens are not included in the breakdown given here.

\*\* Data available only for 1987.

**Table 3. Transfers from Community Colleges, 1986-1988\***

	1986		1987		1988	
	M	F	M	F	M	F
<b>Black</b>						
number	22	25	22	21	25	23
percent	.6	.7	.6	.5	.6	.6
<b>American Indian</b>						
number	10	20	5	26	10	22
percent	.3	.6	.1	.6	.3	.6
<b>Asian</b>						
number	31	17	26	22	18	12
percent	.9	.5	.7	.6	.5	.3
<b>Hispanic</b>						
number	3	9	12	12	14	8
percent	.1	.3	.3	.3	.4	.2
<b>All minorities</b>						
number	66	71	65	81	67	65
percent	1.9	2.1	1.7	2.0	1.8	1.7
<b>White</b>						
number	1,398	1,703	1,616	1,912	1,421	1,846
percent	41	49	41	48	36	46
<b>TOTAL</b>						
number	1,464	1,774	1,681	1,993	1,488	1,911
percent	42.9	51.1	42.7	50.0	37.8	47.7

\* Data from the Higher Education Coordinating Board. Non-resident aliens and "not available" categories are not included, so totals do not add to 100 percent.

community. A place where they can come, get a smile and see their friends. Where they can get admissions, financial aid, and academic advising—they can get that here [at the American Indian Learning Resource Center]. Seeing another Indian face is real important—making that connection. This is something taken for granted by the white majority.”

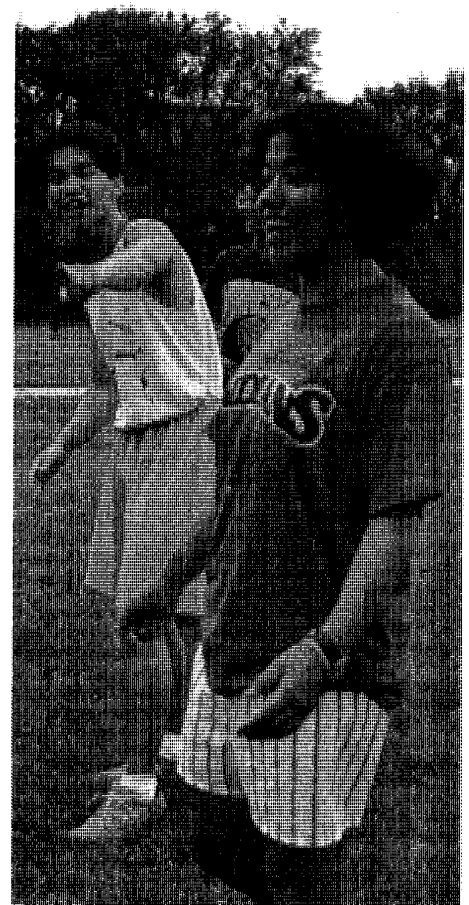
an American Indian student

Though there were criticisms made of academic support service programs for students of color—including problems of coordination among programs and duplication of services—the interviews suggested that these supportive niches alleviate cultural isolation for many students of color. In addition to finding a level of comfort, students suggest that financial aid, child care, and availability of evening classes are needed to meet their needs.

Faculty comments stressed the importance of recruitment and research about institutional successes and failures.

“Top minority students do not come here.... Scholarship money is not being spent by the U. [Our] scholarships do not compete with those of other major universities. The U doesn't go after the talented or the underprepared. The U has not aggressively recruited for any students, let alone students of color.”

“The institution has been very negligent on collecting information [on student retention and graduation] systematically.... We need



to document the complaints.... We need studies on quality of life for minority students."

OMMSA's summer institute has been instrumental in recruiting minority students, but over the long run what happens to those students?

"The U has been offering a fairly expensive summer program [for about 150 minorities a year].... Such a program on a short term basis will look very successful with about 70 percent of the students making satisfactory progress.... But once such a program is over, one year after the summer, 45 percent of the students drop out.... And within three years, for every [minority] group, over 70 percent of the students who received such tender care and intensive training have disappeared. They disappear from the U and if you look at the graduation rate, of the 129 minority freshmen who attended the 1983 summer institute, one American Indian, seven Asian Americans, one Hispanic and two blacks graduated. This is not an aberration. The same thing happens year after year."

an administrator

Some staff comments point to students' lack of preparation as impeding their success at the University, while others point to the unwelcoming environment as contributing to the high student attrition rate. The larger question, some say, should be "how receptive is the U as a whole, the rest of the colleges apart from minority programs, to low income minority students?" The importance of a total institution effort, as described by education scholars such as Jacqueline Fleming in *Blacks In College* and Vincent Tinto in *Leaving College*, is essential for student retention.

Regardless of which argument is made, the minority faculty and staff interviewed thought the University should pay more attention to the progress, or lack of progress, minority students make on campus. They believe that minority staff should be involved in such monitoring efforts and that the University, as much as the students, should be accountable for failures and successes. They stressed that it is critical to stop the revolving door effect as implied by the low retention statistics for the summer institute.

General College is one access point to the University for underprepared students. GC provides a developmental curriculum designed to prepare students for baccalaureate degree programs. Approximately 1,000 new students are admitted to GC each year and the college's goal is that 25 percent will be students of color. Most students admitted to GC come from suburban high schools such as Edina, Hopkins, and Minnetonka. General College has served, however, as a supportive niche for students of color.

"I got support at General College when I first enrolled at the U. I was able to transfer from General College into the College of Liberal Arts, into the Honors Program. CLA was difficult, and I was an honors student so I was more alone. It felt really cold,

lonely, threatening, but I knew I could always go home to GC. [One counselor] was there to support me and understand me. I am strong and independent but it was so difficult. The loneliness and racist professors."

an Hispanic student

One staff member describes GC as "a two-year program to be used for transfer." Statements regarding the transfer of students from GC to other colleges within the University indicate complications:

"A study of transfer students from GC to the rest of the U reveals a lot of student complaints about advising and loss of credits."

a staff member

"Students stop out a lot and just get lost. We don't do anything to make the transfer process easy and a sure thing. Transfer is not a friendly thing to do, it is very much an unknown."

a staff member

"Three out of ten students transfer. There is even a higher rate of failure for minority students if you consider that a failure is dropping out of GC and not transferring."

a faculty member

Each college within the University has its own set of policies and procedures. These differences may make transfers within the University just as complex as transfers coming in from outside the University.

• **An Urban Community College.** A September 1990 issue of *The Correspondent* highlights efforts by the community college system to double minority students and staff in the metro area community colleges, and "create a campus climate in which diversity can thrive." Students talked about

why they enrolled at this school:

"It is small. I had friends [there], too. It is accessible."

an American Indian student

"I am able to work and be a parent, and there are other students like me, the same age, working and a parent. There is a supportive structure that students and counselors understand. In addition, [the urban community college] has a tradition of being an advocate for minority students, and poor students."

a black student

While small size, flexible evening and weekend classes, and geographic accessibility are mentioned by students of color as creating a welcoming environment, faculty of color had other concerns:

"The percent of minorities is not reflected in the faculty."

"Minorities may be in programs that transfer to one institution, but not to another. If students are locked into chemical dependency and human services programs, they will not have access to the U."

"Certain key transfer courses such as advanced math and science are only given during the day. Advanced math and science students must transfer early. We just don't have enough options for them."

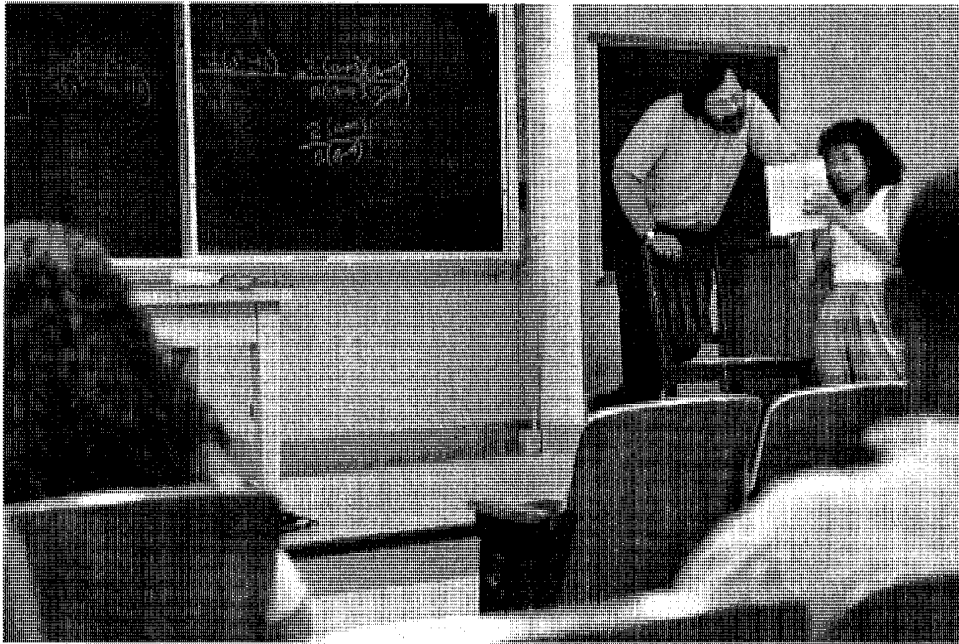
Staff members remarked also about transfer problems:

"Students can't transfer for a degree at the University unless the U beefs up its' evening program. There is nothing to transfer to. Students go to [a four-year college] because it is geared for the evening student.... So many of our students work and put themselves through school."

"Students transfer to [private four-year colleges] because they have scholarship programs for community college students."



Another supportive niche at the University of Minnesota is the General College.



The larger question, however, beyond supplying supportive niches, is how receptive is the school as a whole to students of color, how many people of color are on the faculty and staff, and are the contributions of people of color included in the curriculum? The interviews conducted for this study suggest that Minnesota schools need changes in all these areas.

An administrator in one four-year college commented on the lack of incentives for transfer students:

"There are no transfer scholarships for any of our merit-based programs. It's all [for students] coming out of high school as an aid to recruitment."

• **A Private Four-Year College.** This college has developed strong links with the American Indian community. Most of the interviews were conducted with American Indian students, staff, and faculty. Many echoed the same concern for the welcoming environment expressed at other post-secondary schools.

"Schools need to develop a more comfortable climate for minority students. This can be done by simply increasing the number of students who attend campus—more recruiting. Students need a sense of family, of belonging—a sense of comfort and security at school. Need faculty and staff to be a surrogate family to provide warmth and closeness."

a faculty member

"[To retain minority students] make students feel more wanted and comfortable in classrooms. The instructor sets the tone for class interaction. Students follow the instructor's lead and attitude."

a student

Students indicated many reasons for choosing to attend a private four-year college. Their comments sounded much like those of students at the community college.

"[This private four-year college] is a good place to start for minority students. It is small enough to get around. It is easy to

make friends. There were thirty or less students in classes. [It] is also close to the Indian community. I didn't have any problems."

"I became interested in weekend college because I work. It was a perfect program—close, small, easy to adjust. Another incentive was [a support program]."

A student who transferred there from the U said:

"I transferred to [the private four-year college] because it was in the right location. I could get there by bus or by bike. I had known some people who graduated from there and the instructors made me feel real at home."

As with the other study sites, the people interviewed also indicated ways in which this private four-year college could improve its campus climate:

"[This private four-year college] needs more support services. I don't feel there is enough of a chance or opportunity to get together with other students, either to study or discuss. I would like to see more activities for minorities and a study area. A common place for interaction. This is needed for a sense of identity and belonging."

a student

"We need to take a look at our curriculum and include the history, art, literature of people of color."

a faculty member

"[This private four-year college] needs more black personnel at all levels."

a staff member

## Conclusions

The interview data suggest that if Minnesota colleges and universities are to recruit and retain students of color, they must work on cultivating a welcoming environment for minority students and communicating that they have a supportive environment to counselors working with minority students. Regardless of college size, supportive niches within the institution can provide such environments. One faculty member says, "the perception of [the college] is important, it brings people to [the college] or keeps people away."

The data also point to the need for more people of color on faculty and staff, the need for curriculum reforms that will include contributions made by people of color, and the need to improve community college transfer opportunities for students of color. Additionally, four-year colleges need to develop strong transfer ties with high minority two-year colleges—the community colleges and programs like General College. One strategy might be providing competitive scholarships for transfer students. Finally, the importance of collecting data, both quantitative and qualitative, about the status of students of color was stressed by the staff who were interviewed. This would provide educational planners with a comprehensive base of information for problem solving and decision making.

**Caroline Turner is an assistant professor in the Department of Educational Policy and Administration at the University of Minnesota. Her research interests include the impact of organizational structure and climate on student performance; the participation of minorities in higher education; and how institutions of higher education are connected to each other for various purposes, such as for student transfer or for collaboration in research or in curriculum matching.**

This study 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.

# Ending Welfare Dependency: The BOSS Program in St. Paul

by Edward G. Goetz

Increasing concern about welfare dependency has led to a number of public policy efforts in recent years to increase the self-sufficiency of welfare recipients. One such attempt was a demonstration program, Project Self-Sufficiency, sponsored by the United States Department of Housing and Urban Development (HUD). The City of St. Paul was one of the 155 cities across the country to be included in the demonstration program.

The St. Paul program, called Better Opportunities through Self-Sufficiency (BOSS), was designed to coordinate social services available to single parents and provide stable housing assistance. The St. Paul Housing Information Office, which administered BOSS, asked CURA to evaluate the program and help determine which elements contributed most to the self-sufficiency of participants. Two graduate students in the Hubert H. Humphrey Institute of Public Affairs, Patricia Beech and Barbara Sporlein, joined me in doing the evaluation. As part of the evaluation, a survey of program participants was conducted by the Minnesota Center for Survey Research. This article reports the findings from the final program evaluation.

The BOSS program, which began in 1985, originally served 192 single parents. The program gave each participant a Section 8 housing certificate\* to stabilize their housing situation, but its services went far beyond housing. Counselors at the St. Paul Housing Information Office helped participants develop individualized case plans for achieving self-sufficiency. The counselors worked as case managers helping to coordinate an array of community services for single parents. In addition, the BOSS program provided direct financial aid to participants for day care, education, and transportation.

## Participants

Of the original 192 participants, four were single fathers, the rest single mothers. Most (74 percent) were under the age of thirty when the program started; only 10 percent were over thirty-five. Fifty-six percent were white and 35 percent black. At the

time the program ended in 1989 there were 126 active participants; 66 had left the program either because they had lost their eligibility (23) by moving out of St. Paul or getting married, or because they had dropped out (43) by not maintaining contact with their counselors. Those who dropped out resembled the original participants on all demographic measures except race; 60 percent of those who dropped out were people of color, as compared to 44 percent of the original participants. Table 1 describes the 126 active participants at the end of the program.

The program evaluation focused on these 126 participants for whom information was available throughout the four years of the program. Interviews were conducted with program officials and case managers. The annual "Participant Information Sheets" were made available to the evaluators. These were forms filled out by case managers for each participant that charted the participant's progress in education, in-

come, and employment and also documented the participant's use of program services. A survey questionnaire was also mailed out to all the program participants.

## The Use of BOSS Services

The BOSS program offered direct financial assistance to participants for housing, transportation, day care, and education. In addition, BOSS provided referrals to agencies that offered further assistance in financial aid for education, in job placement and counseling, in personal counseling, and in medical assistance. The housing assistance took the form of a Section 8 rent subsidy. The other services were dependent upon the needs of the participant. Table 2 shows how often each of these services was used. Financial assistance for education was the most widely used of the optional services offered by BOSS (68 percent received it), while medical assistance referral (40 percent), and financial assistance for day care (29 percent) came next. All other services were used by fewer than 20 percent of the participants.

BOSS participants felt that the housing assistance was of great importance. Seventy-four percent reported they were satisfied with their housing situation after receiving the Section 8 subsidy. The subsidy was extremely useful in reducing their shelter burden. Over 90 percent had paid more than a third of their income for housing before the BOSS program (71 percent had paid more than half of their income). The Section 8 certificate reduced the rent to 30 percent of their income. Participants indicated that the Section 8 subsidy helped to improve the quality of their housing as well.

Despite financial assistance, a significant number of participants reported having trouble finding housing (31 percent) and day care (53 percent). Most of those who had trouble finding housing reported discrimination by landlords based on their status as Section 8 recipients or as single parents. The problem with finding day care was that it cost too much, even with the financial assistance offered by BOSS.

Financial aid for education was the most widely used of the optional services provided by the program. BOSS participants enrolled in a variety of programs from completing degrees at four-year colleges to one-year job training programs. Eighty per-

**Table 1. Profile of Active BOSS Participants**

	Number	Percent
<b>Sex</b>		
Male	3	2
Female	123	98
<b>Age</b>		
18-25	56	44
26-30	33	26
31-35	24	19
35+	13	10
<b>Race</b>		
White	80	63
Black	36	29
American Indian	5	4
Other	5	4
<b>Education</b>		
No high school diploma	15	12
High school diploma	72	57
Beyond high school	37	29
Missing	2	2
<b>Number of Children</b>		
One	83	66
Two	30	24
Three or more	13	10

\* Section 8 certificates are rent subsidies provided by the federal government to keep the recipients' share of rent at a level no higher than 30 percent of their income.



**Sue Chickett connected with the BOSS Program in 1985 when she had lost her job, gotten a divorce, and seen her mother hospitalized after a bad accident. After nine years of working in a factory she faced unemployment, emotional trauma, and the struggle of living independently with a three-year-old daughter. "I decided that I wanted to go back to school after the factory job. And I didn't want just any old job—I wanted a career." BOSS gave her a Section 8 Housing Assistance Certificate and other assistance so that she could pay the rent and go to school full time in graphic arts. By the fall of 1989 she was working as a typographer with a marketing and design firm and had begun doing some work in design as well. "I'm doing what I always dreamed of doing."**

cent were satisfied with the school or job training program in which they enrolled. Seventy-two percent of those who received financial aid for education completed the program they enrolled in compared to 45 percent of those who did not receive aid for their education program.

Unfortunately, the assistance for day care, education, and transportation was not consistently available to BOSS participants. HUD required that local governments running the self-sufficiency programs provide local public and private resources to match the federal Section 8

assistance. The supplemental assistance provided by BOSS was funded by local private grants that were insufficient to meet the demand. Consequently, assistance ran out before the end of each calendar year. As a result, participants were often unsure about whether their benefits would be available.

**Table 2. Use of Services Provided by BOSS**

Type of Service	Number of Participants Using Service	Percent
Housing subsidy	126	100
Financial assistance for education	86	68
Medical assistance referral	51	40
Financial assistance for day care	37	29
Career counseling	20	16
Personal counseling	17	13
Transportation assistance	9	7
Job search assistance	9	7
Job placement	8	6
Other	6	5

#### **Progress Toward Self-Sufficiency**

In order to summarize the advances made by participants during the program, three measures of progress were examined. The first measure was whether or not participants finished their case plans. Because the case plan was the strategy devised by the participant and the BOSS counselor, it reflected the idiosyncratic needs of each participant. Completion of the plan was thus a personalized measure of the particular changes participants had made.

Of the participants active at the end of the program, exactly half had completed their case plans. There is some evidence that participants who experienced medical



problems (indicated by their use of a medical referral through BOSS) were significantly less likely to finish their case plan. The completion of an education or training program was integral to the completion of many case plans and a large number of participants who had not completed their case plans were still enrolled in schools or training programs. On other dimensions of their lives—employment history, age, race, number of children—those who had not completed their case plans were not significantly different from those who had.

The second measure of progress was the sum of progress in four areas: employment, AFDC status, income, and education. Each participant was given a score of -1, 0, or +1 in these areas. Overall scores for this “progress variable” could range from -4 (if the participant had regressed in each area) to +4 (if there had been progress in each area). In fact, significant progress was achieved by participants in each of these areas:

- 75 percent of the 126 active participants were on AFDC at the beginning of BOSS compared to 42 percent when BOSS ended.
- 81 percent of the active participants were unemployed at the beginning of the program, compared to 36 percent when the program ended.
- 62 percent of the active participants completed a program of training or education while on BOSS, and another 20 percent were enrolled at the time the program ended.
- 89 percent of the active participants increased their income by at least \$50 a month.

Only 6 percent of the participants had negative scores on the progress variable, and 72 percent had scores of 1 or more, indicating net progress in the four areas.

White participants had a significantly higher average level of progress than non-whites (2.08 to 1.15). Participants who had been on AFDC for longer periods of time, and participants with younger children made less progress than other participants. Participants who received financial assistance for education averaged a far higher level of progress than those who did not receive such assistance (2.31 to .61). Educational status was an important part of progress. Participants who had completed at least one program of education or training had significantly higher scores on the progress variable.

The final measure of progress was the poverty status of the participant after the program ended. At the beginning of the program twenty-three participants (18 percent) were above the federally-defined poverty level. By the time the program ended, fifty-nine (48 percent) were above poverty. Despite the progress made by par-



**Diane Simbeck had just begun working with a small non-profit organization when it went bankrupt unexpectedly. Suddenly she had no job and couldn't even meet next month's rent. Only recently divorced and with a four-year-old daughter she didn't know what to do. She talked with a former co-worker at Ramsey Action Program who told her that Section 8 certificates were available through the St. Paul Housing Information Office. Diane called and was placed on a waiting list for BOSS. Within three weeks she had financial help to pay the rent. With that security, she looked for work again and soon found it—first through temporary agencies and then as a full-time secretary. “BOSS gave me self-confidence. I was able to work closely with my counselor. She gave me a lot of positives about schooling in the future.” At the end of the BOSS program Diane was hoping to start school in a few months with several career options in mind—administration, personnel, and computers.**

ticipants, as measured by their case plan completion and the progress variable, less than half were able to extricate themselves from poverty during the program. Significantly, however, 78 percent of those who had completed their case plans were above the poverty level when the program ended. This suggests that the case plans were for the most part a realistic assessment of the changes needed to lift these people out of poverty and into self-sufficiency.

Employment history proved to be an important predictor of post-program poverty status. Participants who were employed when the program began were significantly more likely to be above the poverty level when the program ended. Participants who were enrolled in education or training programs at the end of the BOSS program were more likely to be below the poverty level, as were those who had received a medical referral during the program. Participants who had completed their education program were significantly more likely to be above the poverty level.

## Conclusions

The data provided by the St. Paul BOSS program reveal that the process of achieving self-sufficiency is a long one. Four years after the program began only half of the participants had completed their case plans and only half were above the poverty level. The experience of BOSS participants indicates that education is an important element in progress toward self-sufficiency.

Conversely, those who experienced medical difficulties (using BOSS for a medical referral) were significantly less likely to complete their case plans. None of the background demographic variables such as race, sex, age, and household size had any consistent impact on a person's progress toward self-sufficiency. But, medical problems and educational improvement were consistently related to progress. The additional importance of housing assistance (as reported by participants) points to the conclusion that it is the ability of single parents to meet large financial obligations (such as housing, health care, and education) that determines their ability to become self-sufficient.

These findings point away from personal attributes such as race, age, and household size as being important in determining welfare dependence. Rather, they reinforce the basic importance of a single parent's ability to manage the most costly aspects of living. The experience of BOSS participants underlines the difficulties faced by single parents in obtaining the costly necessities of life. Thus, it seems that alleviating poverty among single parents rests, in large part, upon the ability of this society to provide them with affordable housing, day care, access to health care, and the chance for education or job training.

**Edward Goetz is an assistant professor in the Housing Program in the Department of Design, Housing and Apparel at the University of Minnesota, with a joint appointment at the Hubert H. Humphrey Institute of Public Affairs and the Center for Urban and Regional Affairs. His research interests are public policy as it relates to homelessness, affordable housing, and economic development. This article is based on *The Final Evaluation of the Better Opportunities through Self-Sufficiency Program* by Patricia Beech, Barbara Sporlein, and Edward G. Goetz. A limited number of copies are available from the St. Paul Housing Information Office (612/298-5591).**

Photos on pages 1, 3, and 4 by Robert Friedman.

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## New CURA Publications

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**Bibliography: Nursing Research and Practice with Refugees.** Marjorie A. Muecke. Southeast Asian Refugee Studies Project, Occasional Papers, Number Ten, 1990. CURA 90-13. 36 pp. \$3.00.

Nurses work directly with refugees both in refugee camps and in their places of resettlement, often providing first contact with the United States health care system. This bibliography of articles in English by nurses who have worked with refugees seeks to provide better access to a widely dispersed literature, much of it in masters theses or conference proceedings. Refugee groups from around the world are covered and only articles that are not in the mainstream of scientific citation, and therefore difficult to find, are included.

**A Minority Mailing List for Equal Opportunity Announcements and Advertisements.** 1991. CURA 91-1. 21 pp. Free.

How can one be sure that announcements or advertisements will reach minority people living in Minnesota? This directory should help. It gives detailed information

about newspapers and magazines whose primary audiences are minority groups: African-American; American Indian; Asian; Chicano, Latino, Hispanic; disabled; gay/lesbian; seniors/50 plus; veterans; and women. Contacts and deadlines for news announcements and advertisements are given along with a profile of each newspaper or magazine which includes its geographic area, circulation, frequency of publication, and publication date.

**A Site Study of Soil Characteristics and Soil Gas Radon in Rochester, Minnesota.** Richard Lively, Daniel Steck, and Bruce Brasaemle. 1991. CURA 91-2. 15 pp. Free.

Two residential neighborhoods were studied to compare radon in the soil with indoor radon levels in sixty-five homes. Positive correlations were found. The topographically highest area also had the highest radon levels in soil and in homes. This type of study could be used to predict indoor radon problems before construction of homes is begun.

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- Housing Needs and Markets in Rochester and Olmsted County. Summary of a Report to the Rochester/Olmsted Community Housing Partnership, Inc.** Barbara Lukermann et al. 1990. CURA 90-2. 11 pp. Free.
- Trade Centers of the Upper Midwest, Changes from 1960 to 1989.** Thomas L. Anding, et al. 1990. CURA 90-12. 59 pp. Free.
- Who's Organizing the Twin Cities?** Frederick W. Smith and Jack Whitehurst. 1990. CURA 90-9. 26 pp. Free.

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## reporter

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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 five times during the year to provide information about what CURA projects are doing.

Thomas M. Scott, director; Thomas L. Anding, associate director; William J. Craig, assistant director; Judith H. Weir, editor.