Upper Midwest Council, CURA Work Together

Action by the Board of Directors of the Upper Midwest Research and Development Council at its annual meeting in July of 1969 recommended that UMRDC formally establish ties with CURA and the University of Minnesota. This was later confirmed by action of the Board of Regents of the University of Minnesota.

Thomas L. Anding, Executive Director of UMRDC, appointed as Associate Director of CURA, and Neil C. Gustafson, Associate Director of UMRDC, appointed as Assistant Director of CURA, have provided the working link between the two organizations.

The Upper Midwest Research and Development Council was established in 1959 by leaders of business, labor, government, and education who were concerned about several basic and pervasive problems of the Upper Midwest, including:

- the decline of employment in agriculture,
- the shift of population from rural areas to urban areas,
- employment in manufacturing below the national average,
- per capita income below the national average,
- a loss of workers to other parts of the nation,
- rising costs of government and education.

These questions led directly to the Upper Midwest Economic Study, financed by the Ford Foundation, the Hill Family Foundation, and business firms in the Upper Midwest, and carried out primarily at the University of Minnesota. Since that time, there have been strong ties between the UMRDC and the U. of M.

In the course of preparation of the Upper Midwest Economic Study with some three dozen reports, it became quite clear that the social, economic, and political problems of the region were fundamentally interrelated, and that the traditional approaches to economic development just would not work alone. It also became apparent that the Upper Midwest Council had to do more than simply broadcast this data across the region. A program or strategy was needed in order to effectively confront the most urgent needs. The Council has set for itself the continuing challenge to define regional needs, establish priorities, and develop programs for its effective involvement in the region.

MIDWEST COUNCIL (cont'd on page 4)

Minnesota’s Urban Indians

For several years, the Training Center for Community Programs, now a part of the Center for Urban and Regional Affairs, has taken a special interest in the problems of Indian Americans. Research reports and surveys dealing with many aspects of urban and rural Indian life have been distributed free of charge or at cost to Indian organizations; local, state, and federal government units; university and school libraries; academic persons interested in working with Indians; and students. Some of these reports and surveys have been used by Indian groups to document funding requests, as for example in the cases of the St. Augustine’s Indian Center in Chicago, the St. Paul American Indian Center, and the proposed Indian cultural center in Minneapolis. Two Indian education action programs - Indian Upward Bound and Project STAIRS - originated through cooperative community-University efforts (which includes the Minneapolis Public Schools), and grew into Indian-staffed and Indian board-controlled programs which have supplemented in a unique way Indian education efforts being made in the traditional school manner. CURA assistance in these programs has consisted largely of aid with initial program design, technical aspects of proposal writing, budgeting and fiscal assistance, and other kinds of technical help.

University students have become involved as volunteer and paid counselors and tutors in these programs, and a campus advertising copywriting class has fulfilled its practicum requirement by designing and implementing a public relations and advertising campaign for Indian URBAN INDIANS (cont’d on page 4)
St. Paul Strains to Relieve Information Obstructions

Most cities have enough data to function, but not enough for effective management or intelligent decision making. The problem is that the data is collected in too many agencies; it is not used by others because it is not accessible; when it is found it is often in an incompatible form. Education requires data from Manpower in order to provide vocational training for the unemployed. Health and Welfare require data from each other to help unwed mothers in need. City Planning needs all of the data it can get to cope with the dynamics of the city. But the exchange of this information is not handled on any regular basis. What is needed is a municipal information system.

The City of St. Paul recently began a two-year, million dollar project to develop an integrated human resources development (HRD) information system. University of Minnesota faculty and graduate students from several departments are cooperating in the project, which is part of a $12 million Urban Systems Inter-Agency Committee (USAC) research and development program for the development of prototype municipal information systems—a pilot for a major federal aid program to municipalities.

Origin of the Program

A major force contributing to the acceleration of acceptance of municipal information systems was the Municipal Information System project conducted by the University of Southern California from 1965 to 1968. Under the direction of Dr. William H. Mitchell, a study to determine the feasibility of the systems approach and computerized information systems for medium-sized cities was initiated. The study was conducted in the city of South Gate and later moved to the city of Burbank. The feasibility of the approach and the system was demonstrated by the USC project.

USAC was formed in September 1968 with representatives from the following agencies: Department of Housing and Urban Development, Bureau of the Budget, Department of Transportation, Department of Health, Education, and Welfare, Department of Labor, Department of Commerce, Department of Justice, Office of Economic Opportunity, Department of the Army, and Office of Civil Defense.

Under the auspices of USAC, specifications for the development of municipal information systems along the lines established under the USC project were formulated. These specifications were sent to cities in the medium-sized range—50,000 to 500,000 population—as a request for proposal in June 1969.

The USAC Program

The federal program was started because there is a wide gap between the information technology that is potentially available for municipal governments and current utilization of that technology. The purpose of the USAC program is to stimulate the development and improvement of municipal information systems.

The USAC program divides a municipal information system into four subsystems—public finance, public safety, human resources development, and physical and economic development. The human resources development subsystem to be developed in St. Paul consists of education, libraries, welfare, health, recreation, voter registration, vital statistics, and manpower.

Four University of Minnesota faculty members formed an ad-hoc committee which participated with the city of St. Paul and Aries Corporation in submitting a proposal for the development of the HRD information system. Of ninety-three proposals submitted to USAC, only six cities were selected—Charlotte, N.C., Dayton, Ohio, Long Beach, Ca., Reading Pa., St. Paul, Mn., and Wichita Falls, Tx. Two of the cities have larger, three-year contracts for the development of total information systems. The other four cities have contracts like St. Paul’s for development of one of the four subsystems.

A number of local and state agencies are cooperating in the project. Some of the agencies are presently utilizing computer processing within their agency. The emphasis of the project is on automation of information exchange between agencies providing services to the citizens of the municipality. Personal identifiers and locations are being used to link the files of the cooperating agencies. Name and social security number are examples of personal identifiers. Street address and land parcel description are examples of locational geocodes. The project will develop and implement several computer processing applications in the human resources development subsystem.

Project Organization

A unique feature of the USAC program is the requirement for the cities to enter into a consortium arrangement consisting of the city, a systems software firm, and a university research center. St. Paul has established a new bureau, Municipal Information Systems, under the mayor’s office to manage the project. The director of Municipal Information Systems in St. Paul is Norman Yarosh who formerly was a staff engineer with Univac and has 20 years experience in the computer field. Aries Corporation, a software firm, is providing the staff for the technical effort. The University of Minnesota subcontract of $75,642 is for project evaluation and analysis of problem areas which arise during the project.

The University groups participating in the project are the Center for Urban and Regional Affairs (CURA), the Hybrid Computer Laboratory, the Management Information Systems Research Center (MISRC), and the School of Public Affairs. The members of the evaluation panel are Thomas Arding, Dr. Stephen Kahne, Dr. Gordon B. Davis, and Dr. John Brandl.

ST. PAUL (cont’d on page 4)
Augsburg Hosts Urban Consortium

In recent months a Higher Education Consortium for Urban Affairs has been developing among fourteen colleges and universities in our Metropolitan region. The Consortium, initially given office space and administrative support by Augsburg College, has operated on a limited budget made possible by contributions from its member institutions.

Informally structured, the Consortium has carried out its activities through a Council representing each of the members of the Consortium. The Chairman of the Council is Dr. Joel Torstenson of Augsburg College; and its Secretary is Dr. Donald Irish of Hamline University. Up to the present the following institutions of higher learning have been involved in the Consortium deliberations and activities.

- Augsburg College Minneapolis, Minnesota
- Augustana College Sioux Falls, South Dakota
- Bethel College St. Paul, Minnesota
- Carleton College Northfield, Minnesota
- College of St. Catherine St. Paul, Minnesota
- College of St. Thomas St. Paul, Minnesota
- Concordia College Moorhead, Minnesota
- Gustavus Adolphus College St. Peter, Minnesota
- Hamline University St. Paul, Minnesota
- Luther College Decorah, Iowa
- Macalester College St. Paul, Minnesota
- St. John’s University Collegeville, Minnesota
- St. Olaf College Northfield, Minnesota
- University of Minnesota Minneapolis, Minnesota

- to provide structures and procedures for institutional participation in programs which might be developed in cooperation with urban organizations.
- to identify research needs, resources, and interests and encourage inter-institutional research.
- to develop other programs consistent with the interest and resources of the member institutions and urban communities as the Consortium deems useful.

The Consortium’s activities during the past year have included the following:

-- An Experimental Curricular Program: During the Spring quarter of 1970, 25 students from 11 of the Consortium colleges lived, studied, and worked in an experimental program in the Model City area in Minneapolis. Called “Crisis Colony” and directed by a team of faculty and community leaders, this program involved students in daily seminars with community representatives, independent study in their major fields, and work with community organizations. An Evaluation of the spring term, 1970, will be made available to students, faculty, and administration of the member colleges within the next several weeks. This credit-bearing program will be continued in the 1970-71 year.

-- Research on Model City Program: In March of 1970, the Consortium was awarded a Title I grant from the Community Service Division of the Minnesota Higher Education Coordinating Commission for the purpose of evaluating the planning and development processes of the Minneapolis Model City Program. This project is directed by Dr. Robert Clyde, Director, Augsburg College Social Science Research Center. The evaluation is being carried on by an interdisciplinary team of faculty from several of the Consortium colleges and universities. In addition, four Council members of the Consortium have served on the Education Committee of the Model City Program, meeting weekly to develop innovative programs and strengthen the Program’s relationships with the academic institutions.

-- An Inventory of Resources: The Consortium is in the process of surveying urban studies centers throughout the country for information about their programs for the purpose of sharing this information with its member colleges. It will also survey its member institutions to determine their needs, interests, and resources in urban affairs.

Many forms and possibilities of cooperation are being anticipated for the future. Among those already being discussed are:

- the interchange and sharing of academic personnel and advisors
- the sharing of teaching materials and methods among the cooperating colleges
- an exchange of class lectures by instructors of the member colleges
- the development of a repository of resource materials related to the Twin Cities Metropolitan Region
- a conjoint sponsorship of outstanding authorities in an Annual Forum on Urban Affairs
- the sponsorship of a Scholar in Residence to be shared with the member colleges and their respective communities.

Twelve colleges of the Consortium have committed themselves to these programs and the exploration of expanded activities for 1970-71. They have employed an administrative secretary, Beverly Rosvold, and established an office at Augsburg College.
ST. PAUL (from page 2)
respectively of these groups. Dr. Davis
is coordinating the University involve-
ment in the project. Gordon C. 
Everest, Ralph Anderson, and Naomi 
Estes of MISRC are providing staff 
support for the University's effort in 
the project.

Jay Lujan of the School of Public 
Affairs has begun a socio-political analysis 
of the human resources development sub-
system under the guidance of Dr. James 
Jernberg. Ralph Anderson of MISRC is 
analyzing the use of a data dictionary as 
the user's index to the data base, as a tool 
in systems analysis, and as a part of the 
data management system. The Law 
School is examining the current system of 
the law regarding confidentiality. Other 
problems will be selected for analysis and 
additional persons will be recruited to the 
project. University people who have a 
research interest in urban information 
systems are encouraged to contact Dr. 
Gordon Davis at MISRC.

URBAN INDIANS (from page 1)

Upward Bound. Off-campus credit Indian 
education courses for public school 
teachers have been conducted in conjunc-
tion with Indian program staff. This 
community-based Indian program activ-
ity formed part of the foundation for the 
newly-created American Indian Studies 
Department at the University.

Current efforts of CURA staff 
members are focused upon the 
development of more effective ways 
of translating Indian program experience 
into effective learning structures and 
devices for students and teachers-
in-training. Examples of new develop-
ments are a nine-credit, three-quarter 
Indian education course offered 
thoroughout Minnesota via television to 
authors teaching fall quarter 1970, 
and the distribution of eleven ele-
tary and eight secondary teacher-
authored curriculum units across the 
state through the Minnesota Federa-
tion of Teachers.

A commentary on some of the 
conditions, problems, and prospects of 
contemporary Minnesota urban Indians 
follows.

Leaving the Reservations

More than 30,000 Indians in 
Minnesota traditionally have regarded 
their reservation lands throughout the 
state as home. Northern Minnesota 
contains seven reserves for Chippewa 
(or, more properly, Ojibwa) people -- 
White Earth, Red Lake, Leech Lake, 
Nette Lake, Fond du Lac, Grand 
Portage, and Mille Lacs. Of these 
reservations, only Red Lake is 
"closed" to non-Indian land owner-
ship. In Southern Minnesota are small 
communities of Sioux people -- the 
Upper Sioux, Lower Sioux and Prairie 
Island Sioux.

The 1960 decade brought with it a 
clear trend for rural poor Minnesota 
Indians to migrate to the cities in 
response to the economic attraction of 
employment and, increasingly, to join 
friends and relatives there. In 1960, 
census data revealed 2,077 Indians in 
Minneapolis; estimates of the current 
Minneapolis Indian population fall 
between 8,000 and 12,000. Such 
moves are not always permanent: it is 
clear that frequent trips back to home 
reservations for visits with friends and 
relatives, for family events, for pow-
wows, and for hunting, fishing and 
the harvesting of wild rice are 
common and serve to reaffirm the 
predominantly social, rather than eco-

MIDWEST COUNCIL (from page 1)

The UMRDC Board of Directors has 
set forth what it considers to be some of 
the issues of prime importance to the 
region:
- the adequacy of governmental 
structure in terms of present and 
future demands.
- the provision of both high quality 
and equal opportunity in education.
- the role of agriculture within our 
economy.
- the pockets of under-employment 
and poverty throughout the region.
- the utilization and conservation of 
natural resources.

The UMRDC now embarks on a new 
phase of its development by formally 
joining with CURA in working towards 
solutions of state and regional problems. 
These are at least three advantages in this 
new relationship:

Common Purposes

CURA was formally established at 
the University of Minnesota in 1969 with 
purposes similar to those of the Upper 
Midwest Council -- that of using available 

MIDWEST COUNCIL (cont'd on page 5)

Urban Adaptation

Movement to cities places huge 
adaptation demands upon Indian 
Americans. Historically defeated 
and exploited, reservation Indians have 
lived for more than a century in rela-
tive isolation from main-stream 
America under circumstances which 
were destructive of many aspects of 
the original Indian culture. Without an 
agricultural or industrial tradition, 
Indians who move to the cities with 
little or no job training or experience 
and insufficient education (the drop-
out rate averages 60%) are early 
victims of "screening-out" employment 
selection processes. Many who do 
become employed face requirements 
for commitment to work which 
demand steady, long-run job perfor-
ance. This is a requirement differing 
greatly from a style of life which 

URBAN INDIANS (cont'd on page 5)
Although this study was suspended at the end of 1969 due to funding cut-backs at the National Institute of Health, a substantial amount of valuable data was collected.

Since much of the Upper Midwest Economic Study is based on the 1960 census, updating the data will be an important part of the Council’s work in 1970. Updating is being planned, in cooperation with the Federal Reserve Bank, and will begin as soon as the 1970 census data becomes available. Subjects to be evaluated include:

- population characteristics,
- housing conditions and trends,
- migration,
- characteristics of urbanization,
- projections of population, housing and employment,
- reclassification of trade centers,
- settlement patterns,
- income characteristics,
- agriculture.

The RAFT Rapid Analysis Fiscal Tool project has been carried out jointly by the Council and the Citizens League, a Twin Cities area citizens’ research and action organization. The goal of RAFT is, basically, to produce a computer model of the Minnesota tax system—the first such effort in the United States. With such a model, the results of alternative changes in taxation and public spending can be determined rapidly through use of a computer. The ability to pre-test the effects of various taxing-spend proposals should be of immense value to both the public and private sectors as decision-makers go about making policy choices.

Each of the Upper Missouri states has separately supported significant studies in irrigation, flood-control, recreation development, navigation, utilization of lignite coal resources and timber resources. These efforts could, if coordinated and combined, lead to a comprehensive, multi-state design for action to help achieve economic and social stability. But cooperation among the separate states and their departments has been minimal. The Council believes, that each of the states of North and South Dakota, Montana, Wyoming and Nebraska will find advantages in cooperating.

**URBAN INDIANS (from page 4)**

places primary emphasis upon the activities of kin-folk and from an economic environment which offers most Indians only temporary, part-time or seasonal work. In the city, accelerated contact with whites re-awakens old feelings of inferiority, hostility, resentment, and dependency. And contact with blacks who have had more experience with the city (and, consequently, have more skill) brings with it a new kind of intercultural competition and conflict equally disturbing to many Indians, especially those in Minneapolis.

- Ignorance about what services are available or appropriate
- lack of knowledge about how to proceed to get help
- transportation and child care problems which prevent visiting agencies
- frustration and anxiety over residency requirements, delays and the completion of many forms
- reluctance to visit agencies where few, if any, Indian faces are likely to be found
- embarrassment over the personal appearance caused by inadequate or inappropriate clothing
- lack of understanding of just what is expected of the Indian client by agency personnel
- unwillingness to ask questions for fear of being embarrassed

these are some of the barriers which prevent Indians, particularly those new to the city, from getting the services and help which are available. In addition, relationships with law enforcement personnel and landlords may be particularly tense, with these authorities assuming the dimensions of chief spokesmen for an alien, hostile and discriminatory majority society. While learning is crucial to the adaptation process, the single agency most concerned with that process—the public schools—apparently is among the least able to overcome barriers of social distance. That difficulty is made no easier by Indian militants who convince young Indians that to succeed at formal education is to cease to be an Indian.
MIDWEST COUNCIL (from page 5)

ating in areas of economic development, taxation, water resources, transportation and higher education.

During its 1969 session, the Minnesota Legislature approved a regional development bill which had been discussed with Council staff even before its introduction. This approach seemed, from the outset, to provide an opportunity for non-metropolitan portions of the state to develop valuable regional planning, coordinating, and development capabilities somewhat similar to those of the Twin Cities Metropolitan Council. The Council, at the urging of its Minnesota State Committee, embarked on an information program, complementing efforts of the State Planning Agency, to explain the law.

The Council staff has appeared before many governmental units, citizens groups and conferences to explain the potential of the bill. The staff and State Committee believe that a well-focused regional planning and development effort is one of the most effective ways that states can meet directly the challenges and problems caused by the continuing rural-urban population shift.

In December of 1969, the Upper Midwest Council was asked by the Northlands Regional Medical Program, an association of Minnesota private and public medical agencies and institutions, to act as general counsel for an experimental comprehensive health program in the Austin-Albert Lea area. The interest of these two communities in developing a comprehensive urban-rural medical delivery system has attracted nationwide attention and has involved many experts from around the country. Council staff have worked closely with the regional committee in developing an organizational design which is compatible with the aspirations of the local leadership. The proposed structure, closely resembling a private, non-profit corporation, may prove to be a precise and effective method of organizing medical services in other parts of the Upper Midwest.

A more general Council look at the problems of urban-rural balance was introduced through regional seminars on this topic in 1969. Two major areas of agreement seemed to develop: First, choices must be maximized for all Upper Midwest residents, regardless of where they live. Unless rural residents have a full range of opportunities -- jobs, education, social and cultural amenities -- migration from rural to urban areas probably will continue. Second, our present government structures are incapable of meeting new complex public demands. There is a need to create consistent and coordinated policies for development at the national, state, and local levels.

It is now the hope of both UMRDC and CURA, that through their cooperation these efforts of mutual concern can be increasingly successful.

URBAN INDIANS (from page 5)

Agency personnel sometimes find that they are not able to give the necessary aid because of institutional and professional restrictions.

Establishment of an urban Indian identity may be a prerequisite to successful adaptation. The dual change of institutions and Indian behavioral characteristics which must occur if adaptation is to succeed will be facilitated or hampered by Indian political and problem-solving styles. Coping with such reservation agencies as the Bureau of Indian Affairs has taught Indian leaders to use negative action to get what was wanted. Unless the Bureau could “succeed” in dealing with Indians, its very function was threatened. But in the urban setting, social service agencies have a clientele which far exceeds Indians, and negative action may result simply in the diversion of scarce resources to other populations.

The power reservation Indian political groups have vis-à-vis Indian-centered agencies such as the BIA is quite different from the power urban Indians can exert upon social service agencies structured to serve ethnically diverse populations, and that difference is not fully understood yet by the new urban Indian.

* Reports are available at $1.50 per copy from the Training Center for Community Programs, 231 Clay School, U. of M.