Budget Cuts! New Federalism! New Pluralism! Devolution!

New policies are being promulgated at the federal and state levels of government which will have profound effects on the relationship between different levels of government and between the public and private sectors of our society. The aim of a new CURA project is to develop an accurate picture of what is happening in Minnesota and to explore positive alternative responses to these changes. Rather than a single research project, CURA is attempting to tie together a number of independent but related projects and activities both inside and outside the University which will result in a comprehensive look at the current situation. The various components are as follows:

- **Workshops**
  A series of eight informal workshops are being held over the winter at the CURA Outreach office to explore means of facing the new responsibilities for Minnesota's public and private sectors that will result from the recent federal and state policies associated with budget reductions and the new federalism. Each of these meetings will be held with representatives from one of the following eight affected groups: non-profit organizations, businesses and industry, state government, urban counties, rural counties, urban municipalities, rural municipalities, and school boards. The meetings will be attended by CURA staff and selected University faculty.

- **Research Report**
  Another component of the project is the preparation of a major CURA report, expected to be published in the spring of 1982. The report will describe recent federal and state budgetary, tax, and intergovernmental policies and the way these policies alter the relationship between different levels of government as well as the relationship between the public and private sectors. The report will also explore the options available to Minnesota's state and local governments, business and industry, and non-profit organizations for meeting the new responsibilities placed on them by the recent policy changes.

- **Case Studies**
  CURA, in cooperation with a number of non-profit human service providers, will be carrying out case studies describing impacts of budget cuts on their clientele.

- **Data Collection—Minnesota City and County Responses**
  Survey work is being carried out in cooperation with the League of Cities and the Association of Minnesota Counties to determine the exact budget changes occurring in Minnesota local government as a result of state and federal funding changes. This work is underway and will be finished mid-winter 1982.

- **Clearinghouse**
  CURA will be serving as a clearinghouse for information on the effects of the budget shifts and governmental...
The Costs of Regulation: Home Builders, Developers and the Maze of Government Review

by B. Warner Shippee

Warner Shippee is a coordinator in CURA's Outreach Office. He is a past executive director of the St. Paul Housing and Redevelopment Authority and has held numerous positions in public and nonprofit agencies concerned with housing and community development. The project described here was conducted with the aid of several graduate students: George Dyke from computer science, Stefan Helgeson from architecture, and Beverly Stadem from history. Thomas Baerwald, Director of the Geography Department at the Science Museum of Minnesota, served as a consultant on the project.

I have made an inviolable commitment to myself to never, ever build another home requiring governmental approval of any kind. Government intervention into housing causes nothing but harassment, delays, expensive wastes of time and benefits no one.

A Twin City Builder, 1981

Despite a high and sustained need for more housing, based largely on the current high household formation rate, the home building industry locally and nationally is in a state of crisis. High interest rates, escalating land costs, and a shortage of available land all contribute to the problem. The spreading maze of development regulation
plays an important role as well. It adds to housing costs and it requires the developer to acquire a whole new set of skills. As a result, it has become increasingly difficult for new people to enter the residential development field and for experienced builders to continue.

CURA in late 1980 undertook a study of the regulation of residential development and its costs in the Twin Cities metropolitan area. The study was made with the cooperation and support of the Twin Cities home builders acting through the Twin Cities Housing Council. The study included a review of relevant literature; analysis of proposals for regulatory improvement and simplification; interviews with builders, land developers, local officials, and representatives of state and federal regulatory agencies; as well as analysis of a questionnaire circulated to the area's homebuilders.

The CURA study was concerned with the time involved in threading through the regulatory maze and the costs that accrued as a result for developer, builder, and consumer. In some cities the subdivision process can take as little as two or three months if no state or federal permits are involved. If an Environmental Impact Statement is required, a zoning variance is requested, or a number of permits from state and federal agencies are needed, it may take up to two to three years. Even a few months delay can add thousands of dollars to the costs of development.

A developer who can find a site without close neighbors, which is devoid of water, wetlands, hills, and wildlife, and is in a community whose government is favorable to growth, can proceed with relative dispatch. This is particularly true if the developer proposes to build single family detached houses consistent with the general price level in the community and in accord with existing zoning. If all of these conditions are not present, there will be difficulties and delays. Some developers are aware of these circumstances and avoid land with environmental problems. Others reject sites where there are concerned neighbors.

### THE REGULATORY MAZE

Including the municipality, six levels of government are involved in land development regulation under various legislative mandates: the city, the county, the Metropolitan Council, the state, the federal government, and the watershed districts (see Figure 1). A particular development may not necessarily involve all six levels of government, but it sometimes does. The multiplicity of agencies and levels is in itself burdensome.

Each of the regulating agencies or governmental entities receives its mandate from specific state or federal legislation, some of which dates back to the nineteenth century. The controls flow from three different streams of legislation. One deals with protection of public health and safety. A second is concerned with land use planning and zoning, and a third with the conservation of natural resources and protection of the environment. Relatively little delegation across departmental lines or from one level of government to another has been achieved partly at least because responsibilities at the state and federal levels are viewed as ministerial while those at the local level are seen as primarily political.

### Municipal Regulation

Basic land use regulation has been placed by the state legislature in cities or, in the case of townships, in the county and is expressed in zoning and subdivision ordinances.

Traditionally, land uses were established by zoning and permits were issued promptly for a development that was consistent with the provisions of the ordinance. With the advent of planned unit development, planned residential development, cluster zoning, and other flexible zoning provisions, decisions about land use moved from the time the zoning ordinance was adopted to the time the city council approved a particular proposed development. Land use, site layout, densities, and amenities all became, to a greater or lesser extent, open to negotiations between the developer and the city. The resulting flexibility frequently leads to more effective and efficient land use.

Presumably, planned unit zoning will be accompanied by performance standards which are set forth either in the ordinance or in actions of the planning commission and of the city council. The developer must show how he will meet these standards. Actually, the standards and their interpretation are often in the heads of the municipal staff. Their specific application may appear to the developer to be more a matter of whim than of principle. In any event, delaying the major decisions to the time of approval of the specific development creates an atmosphere of uncertainty. The fixed specification standards of traditional zoning were rigid but certain. The performance standards of planned unit zoning
are flexible and may be uncertain in their application.

A discretionary decision making system makes heavy and costly informational demands both upon the developer and the municipality. Both the developer and municipality must arm themselves with various kinds of professional expertise in order to make the necessary judgements. This responsibility has greatly expanded as municipal officials have become more conscious of the environmental impact of development and are called upon to access environmental effects prior to the approval of any development.

During the course of the CURA study, municipal planners and development officials from some thirty metropolitan municipalities were interviewed concerning their subdivision and planned development procedures. Each municipal process seems to have its own unique features. They reflect differing community attitudes towards growth, local institutional arrangements, and the idiosyncracies and personalities of local staff members and officials, as well as the size and complexity of the community.

Municipal attitude toward growth is a key element. We questioned builders and developers about the forty-five municipalities in which they were active during 1980. Fifteen of these communities were rated unanimously by the builders working in them as being positive toward growth (see map). In comparing the cities rated as positive toward growth with those rated negative toward growth, we found that the builders felt these cities more likely to have satisfactory processing speed (97 percent compared to 57 percent), to have few or no excessive building requirements (64 percent compared to 0), and to have competent staff (86 percent compared to 12 percent).

Most of the problems, we discovered, develop in connection with the land development requests. Land developers were less likely to be satisfied with the local regulatory process than were builders who did no land development. In twenty-two municipalities in which both groups worked in 1980, 25 percent of the land developers said there were many excessive requirements as compared with 10 percent of other builders. 52 percent of land developers rated staff competence as good as compared with 80 percent of other builders and 77 percent of the land developers felt they were fully informed compared with 94 percent of other builders. Land developers were also much more likely to have dealt with state or federal permitting agencies than were the other builders. Fifty-three percent of the land developers had dealt with one or more federal or state agency as compared with 12 percent of the builders.

State and Federal Regulations

It is at the state and federal level of regulation that the government maze becomes most confusing. The multiplicity of agencies frequently with apparently overlapping jurisdictions has greatly complicated the home building scene, particularly in connection with regulations about water and the environment.

WATER: Controls over water management and the use of sites which include or are adjacent to lakes, streams, wetlands, or drainage areas exist at every level of government. As these controls have multiplied, the possibility of consistent and rational statewide water management has become more illusory. Planning water use, protecting water quality, and permitting any changes have been handled by different bodies. However, by 1982 recent studies by the State Water Planning Board and the Metropolitan Council may result in decisions and legislative changes that begin to create an effective system for such water management.

These studies have been critical of the numbers of bodies involved in water issues and see a redesigning of responsibilities as the crucial issue. The Water Planning Board determined that sixteen state agencies administer at least eighty different water related programs and the Metropolitan Council found at least thirty-six different government agencies other than cities playing a role in water management in the metropolitan area. This includes the watershed districts and the County Soil and Water Conservation Corps.

ENVIRONMENT: Nationwide concern for the natural environment has resulted in new systems of control at the state and federal levels and has invigorated older ones. The National Environmental Act of 1969, implemented by executive orders in 1970 and amended in 1977, requires all federal agencies to prepare an Environmental Impact Statement for any major federally assisted action “significantly affecting the quality of the human environment.” The requirements of the National Environmental Policy Act and its Minnesota counterpart, the Minnesota Environmental Policy Act, were added to other state and federal permitting responsibilities.

The lack of coordination between the land use planning and zoning and subdivision control on the local level and environmental review at the state and federal levels has been a source of frustration and costly delays for developers. The proposed new regulation of the state Environmental Quality Board by delegating more responsibility to municipalities will help alleviate the problem (while it may well create others). A further step is still needed. Municipal-wide or area-wide environmental assessment has been endorsed by a number of local and national organizations. This would move most of the environmental analysis into the community planning stage before any specific projects are considered, thus letting developers know where they stand before they propose a project and reducing costs to the developer and the consumer.

THE COSTS OF REGULATION

Government regulation of residential development is costly to the developer and builder and therefore also to the housing consumer. These costs are balanced to a degree by increased protection of the environment, residential amenities, and a maintenance of high standards which contribute to the quality of life. Builders and developers, however, contend that many of the costs of regulation are not accompanied by benefits either to the residents of the development or to the community as a whole. There are four kinds of costs due to regulation: costs due to substantive provisions of codes and ordinances, costs due to low housing densities, costs due to municipal fees and charges, and costs due to delays and uncertainty. An additional factor, noted by the Metropolitan Council’s Modest Cost Private Housing Committee, “is the decrease in competition, decrease in innovation and decrease in efficiency created by a climate of uncertainty in the development process.” The home buyer and the larger community suffer because the enterprise and creativity of the builders are stifled. Builders and developers become cautious and stick to the tried and true. Meanwhile, those who do not have the resources to face uncertainties are frustrated from the start or withdraw, thus reducing competition.

Codes and Ordinances

The CURA study did not directly explore the cost variations in different city’s substantive requirements in their codes and ordinances. A recent study of the Metropolitan Council and the League of Metropolitan Municipalities, however, shows a differential of 10 percent in the cost of a house between one location and another resulting from differences in municipal substantive requirements. Thus a house which costs $60,000 in one metropolitan city may cost $66,000 in another due to differences in building and site development requirements.

Housing Density

Even where there are no variations in other substantive provisions, zoning requirements as to density and lot size significantly affect housing costs. Raw land costs vary directly with the size of the lot and land development costs follow suit. In a New Jersey study the lot development cost of a one acre lot (43,560 square feet) was two and one half times the cost of a 7,500 square foot lot ($18,185 compared to $7,527) while the raw land costs would have been almost six times greater. Other
MUNICIPALITIES RATED POSITIVE TOWARD GROWTH IN 1980

Municipalities studied

Municipalities rated positive toward growth
- by all builders working in them
- by a majority of builders working in them
studies have made similar findings. Thus
the low density and large lot size require-
ments of many metropolitan area munici-
palities are a major factor in housing costs.
The identical house on a one acre lot will
cost substantially more than it would on a
much smaller lot. Proposals by developers
to build higher density housing, however,
virtually always meet with determined
neighborhood opposition even in cases
where the density is permitted under the
zoning ordinances.

Municipal Fees and Charges
Developers and builders who work in differ-
ent municipalities in the metropolitan area
face widely varying attitudes towards the
funding of city services. These attitudes are
reflected in the structure and level of munic-
ipal fees for planning, development, build-
ing permits, and sewer charges. To look
more closely at the resulting costs to de-
velopers and builders, data from twelve cities
was assembled.*

City planners, engineers, and building
inspectors were asked for the cost of cer-
tain services and processes in two hypo-
thetical situations within their own cities.
One of these was a single family house,
modestly priced at $50,000 to be built with
certain specified amenities and equipment.
The other was an area of fifty acres to be
developed for 150 single family houses on
properly zoned land.

Cities were not consistently high or low
in their separate charges for permits, plan-
ing, and development fees. Composite
figures were assembled for each city by
dividing the platting and park dedication
fees for the subdivision, usually paid by the
developer, by the 150 units to give a per unit
cost for these charges. This was added to
the permit and sewer charges per unit,
usually paid by the builder.

The total estimated charges per hous-
ing unit range from under $1,100 to over
$2,400. Based on municipal charges alone,
a house in Lino Lakes would cost $1,400
more than a house in Lakeville (and proba-
ably in Maple Grove).

Costs of Delay and Uncertainty
Any delay in residential development is
costly if money or time has already been
invested. How costly will depend on the
length of the delay, the stage of develop-
ment, and the season of the year in which
it occurs.

The process of land subdivision and
residential construction is most efficient
when it can be planned in advance and
each stage precisely anticipated. Unantici-
pated events which interrupt the flow of
work are extremely expensive; crews may
have to be pulled off of a job, new wage
rates may come into effect, mortgage

money may lie idle while interest com-
ounds, and sales opportunities may be
missed.

If a developer’s plans are well advanced
and a marketing program has been started
or scheduled, delays can be very expen-
sive. One local development was stopped
when it was well underway because a
change in the law required an Environ-
mental Assessment Worksheet, which the
developer had not known about. The de-
veloper estimates that his added costs
amounted to $100 per day per unit for a
period of more than a month while the EAW
was hastily prepared. As a result of the
EAW, no changes were required! If the
delay had occurred earlier, costs would
have been far less.

Because of tradition and climate, the
Minnesota home building and selling sea-
son is fairly well defined. If the developer’s
or builder’s schedule is disrupted, losses
may be out of proportion to the actual time
involved. In another unfortunate incident,
an archetypical study which had not been
anticipated by the developer, was required
for a proposed big subdivision. The thirty-
day delay might not have been as signifi-
cant in November, but it was crucial in July
and lost a large part of the selling season.

Developers believe that many city and
state officials have little insight into the
effects of delay on their operations. They
feel that the review of subdivisions at the
municipal level and the consideration of
permits at state and federal levels are given
no real priority. It appeared to us that
government staff people working directly
with development proposals, intended to
move them efficiently through review pro-
cesses, but these processes have cumber-
some time consuming steps.

In some cases the permitting agencies
say that they do not have the staff to carry
out their legislative mandate to prepare
plans and standards and renew applica-
tions promptly. They have been given plan-
ning and permitting responsibilities without
adequate funding to support them.

Although delay costs money, actual fig-
ures are hard to get. Many land developers
indicated that it was impossible for them to
make specific estimates; each case dif-
fered and any average would be based on
guess work. We were, however, able to
work out a few hypothetical cases which
may be fairly representative.

In one situation, a developer invests
$8,000 per acre before being faced with
an unanticipated delay. The holding costs
alone at 20 percent per annum amount to
$9.88 per acre per day. Additional over-
head, permanent mortgage expenses, and
profit increase this amount by 34 percent to
a total of $13.21 per acre per day. At 2.5
lots per acre this amounts to $5.28 per lot
per day. A three month delay causes the cost
of each house to increase by $475. In another
case, a fifty-two lot development experi-
ences a number of delays and is faced with
applying for a permit from the Army Corps
of Engineers. The cost of the resulting
delays is $13.46 per lot per day. A ninety
day delay raises the price of each house by
$1,211 in constant dollars.

If all of these direct costs of regulation
—codes and ordinances, housing density,
municipal fees, and delay and uncertainties
—are added together, they can make a
substantial difference in the cost of a house
(see Table 1). A house on an acre lot in a
municipality with high fees, a lengthy pro-
cess, and expensive substantive building
and site development requirements may
cost as much as one-third more than the
same house on a 7,500 square foot lot in a
low cost municipality with an expeditious
process. While it is unlikely that all of these
cost raising elements will occur on any one
particular project, many of them are closely
linked and occur simultaneously.

Table 1. COSTS FOR THE SAME HOUSE UNDER HIGH AND LOW COST
ASSUMPTIONS

<table>
<thead>
<tr>
<th></th>
<th>Low Cost Assumptions</th>
<th>High Cost Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Costs</td>
<td>$60,000</td>
<td>$66,000</td>
</tr>
<tr>
<td>Raw Land</td>
<td>1,376</td>
<td>8,000</td>
</tr>
<tr>
<td>Land Development</td>
<td>5,555</td>
<td>15,000</td>
</tr>
<tr>
<td>Municipal Fees</td>
<td>1,030</td>
<td>2,400</td>
</tr>
<tr>
<td>Delay</td>
<td>0</td>
<td>1,800</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$67,931</strong></td>
<td><strong>$93,200</strong></td>
</tr>
</tbody>
</table>

Assumption: Essentially the same house is built in each instance. Low costs are on a 7,500 square foot lot in a municipality with lowest fees and charges, lowest substantive requirements in the city codes and ordinances, and an expeditious process. High cost is with a one acre lot, highest municipal fees, most costly substantive requirements, and a six month delay due to regulation complications.*

*Apple Valley, Bloomingon, Brooklyn Park, Coon Rapids, Cott-
tage Grove, Edina, Eden Prairie, Lakeville, Lino Lakes, Maple
Grove, Plymouth, and Woodbury.

**NEIGHBORHOOD OPPOSITION**

Escalating housing costs are directly af-
fected by a rising tide of neighborhood
opposition to higher density housing in the
Twin Cities metropolitan area. Most build-
ers and developers, and many city planners
and municipal development officials, point
to the attitude of the present owners of
dense family homes in the local neighbor-
hoods as the single most important factor in
determining the future of residential de-
velopment.

Land developers are increasingly
caught between the opposing sides of a
bitter undeclared conflict. On the one side
are the Metropolitan Council objectives of

6
making housing available to a wide range of occupants through the building of some medium and higher density housing. On the other side are the neighborhood home owners, sometimes allied with environmentally concerned agencies and organizations. Any increase in density or change in housing type is seen by the neighbor- hood forces as a threat to their property values, their peace of mind, and their way of life.

Frequently local objections are couched in environmental or land use terms. It is said that the proposed development will disturb environmentally sensitive areas or will generate too much local traffic. Perhaps more significant is a prejudice against renters, condominium owners, or occupants of lower priced housing. Opposition is particu- larly bitter when the builder’s proposal is seen as unconventional as, for example, for a planned residential development with cluster housing.

The concern expressed by the present residents about the environment is often quite understandable and may be well founded. Earlier settlers may have selected the area partially because of woods or open areas close at hand. When more housing is proposed, the amenity provided by the open space may disappear.

A number of fairly spectacular cases have been pointed out. In one municipality, a builder was forced to reduce density to about one-half that allowed in the zoning ordinances in order to obtain approval for a condominium development, resulting in doubled per unit land cost, higher development costs, and consequently higher prices to the buyer. In another, the builder could not get townhouses approved in a staged planned unit development although they were allowed for in the municipally approved plan. In this case, single family houses had been built on adjacent land in an earlier stage of development and the new home- owners now opposed the townhouses. In this sort of situation, although they might be successful, developers are reluctant to seek a remedy through the courts. They wish to continue to work in the municipality and do not want to antagonize local city officials.

In less developed municipalities, at the fringes of the metropolitan area, the neighbor- hood opposition issue is often less acute simply because there are no established neighbors and the developer’s pro- posal is similar to existing housing. In the more fully developed municipalities, land that is now being sought out and developed was passed over earlier.

Builders and developers are becoming reluctant to chance neighborhood opposition. They are beginning to test the water before spending money and time on subdivi- sion plans. Some major developers have told us that they will not buy land if after investigation they feel there will be any opposition. They cannot afford to be known as disruptors of neighborhoods and do not want to risk the uncertainties of organized opposition.

Neighborhood opposition thus tends to thwart metropolitan housing and land use objectives and raises housing costs in two ways. First, lower cost higher density hous- ing which the Metropolitan Council, many city governments, builders and developers would like to promote in the suburbs meets the most neighborhood objection. Second, infill sites are parcels on which the metropoli- tan development framework seeks to focus development but these sites are the most likely to encounter opposition by neighboring residents.

Obviously there is no simple solution. Each case is different and many of them involve two or more perspectives which are difficult or impossible to compromise. If the developer accedes to neighborhood objec- tions, he may come up with a solution which is unacceptable to the Metropolitan Council or the municipality. A good deal can be accomplished by early discussions be- tween a developer and homeowners in adjacent neighborhoods and by citywide environmental impact analysis coordinated with the comprehensive plan. As it stands, however, neighborhood opposition contrib- utes substantially to uncertainty and delay and bolsters the high cost of housing.

Some Conclusions

In conclusion here are some of the major themes that run through this and other studies of the residential regulatory process:

- The regulatory process, despite well meaning efforts to simplify it, tends to get longer and more complex.
- Land use regulation at the municipal level and environmental regulation at other levels of government are not well coordinated.
- The functions of land development and homebuilding are becoming increasingly separated. Land development is more and more frequently in the hands of specialized, usually large, companies which sometimes also do home building. Many home builders are buying their lots from land developers. Some land developers are encouraging low volume builders.
- The efforts of the Metropolitan Council and the Association of Metropolitan Mu- nicipalities to improve residential regula- tions have had positive payoffs. More needs to be done.
- Frequently the concerned neighbor- hood, fearful for its life style and property values, is the problem. Exhortations to local officials to “be brave” are unlikely to be effective unless the consensus of the broader community is behind them and is strongly articulated. Developers sometimes can ally neighborhood fears if they talk with neighbors early.
- Concern for water resources and wet- lands is the most pervasive environ- mental factor in residential development. Water resource management has pre- sented a confused and complex picture for many years. The state and the Metropoli- tan Council have developed different water management proposals which it is hoped can be coordinated.
It has not been possible within the compass of this article to report in detail on the complete CURA study. Those of us who worked on the study would be pleased to discuss our recommendations or any part of the study with anyone who is interested. We may be reached at 612/376-3684.

**RECOMMENDATIONS**

1. **Regional Development Resource Center**
   A Regional Development Resource Center should be established in the Metropolitan Council to provide information and services to municipalities, developers, builders, consultants, and the general public and to manage a collection of materials and data relating to regional development.

2. **Community Wide Environmental Assessment**
   The state legislature should direct each municipality in the Twin Cities metropolitan area to prepare a municipal environmental assessment report consistent with its comprehensive municipal plan.

3. **Delegation of Authority to Municipalities**
   The state legislature should consider further delegation of state permitting authority to municipalities while maintaining a standard setting responsibility in the state agencies.

4. **Water Resource Management**
   The state legislature should give full attention to the impact that water resource management proposals will have on the land development process. The Metropolitan Council or its proposed subagency, the Metropolitan Water Management Organization, should be the major planning and programming agency in the metropolitan area with permitting authority placed in the municipalities under metropolitan agency supervision.

5. **Historical and Archeological Sites**
   The state legislature should provide funds to expand the inventory of significant historical and archeological sites by the Historical Society.

6. **Legislative Concern for Processing Efficiency**
   The state legislature should direct all state agencies involved in reviewing and approving residential developments to give their permitting activity high priority.

7. **Permit Guide**
   The Metropolitan Council should prepare and keep current a Permit Guide which describes each type of permit required for a residential subdivision and the conditions under which it is required, identifying where detailed information can be obtained.

8. **Development Handbook**
   Working with the Twin Cities Housing Council and the Association of Metropolitan Municipalities, the Metropolitan Council should develop a model residential development handbook to be used by municipalities and adapted to fit their own needs.

9. **Analysis of Residential Subdivision Fees**
   The Metropolitan Council should expedite a proposed study of fees charged residential developers in the Twin Cities metropolitan area.

10. **Subdivision Procedure**
    Municipalities should adopt the new state subdivision procedure.

11. **Simultaneous Review**
    Municipalities should incorporate practices in their subdivision review processes that encourage simultaneous review by all parts of the municipal government as well as by watershed districts and state and federal agencies. They should consider adopting the pre-application advisory meeting technique.

12. **Citizen Participation**
    Municipalities should encourage widespread citizen participation early in the planning process in order to raise questions of density, building type, and environmental impact prior to a specific development proposal.

13. **Communication and Information**
    The Twin Cities Housing Council should establish continuing working relationships with other organizations concerned with residential development, including the League of Minnesota Municipalities, the Association of Metropolitan Municipalities, the Minnesota Planning Association, and environmental groups.

14. **Planning**
    The Twin Cities Housing Council should become an advocate of effective planning at all levels of government.

15. **Process**
    The Twin Cities Housing Council should continue to work effectively to shorten and make more definite the regulatory process.

16. **Water Management**
    The Twin Cities Housing Council should be concerned with current proposals for water management and be prepared to assert its opinion at public hearings.
Down the Road With Aging

By Donald W. Legler

Donald W. Legler is the new chair of the All-University Council on Aging. A relative newcomer to the Twin Cities area after an absence of twenty-five years, Don also serves as Associate Dean for Research and Advanced Programs in the School of Dentistry. His interest in aging comes from his research activities, experience as a counselor in a large long-term care facility for the elderly, teaching adult education classes in a church setting, and service on the advisory committee of the Center for Aging at the University of Alabama in Birmingham.

Have you not a moist eye, a dry hand, a yellow cheek, a white beard, a decreasing leg, an increasing belly? Is not your voice broken, your wind short, your chin double, your wit single, and every part about you blasted with antiquity?

Shakespeare, Henry IV, Part II, 1.2

The study of aging in a university setting is prompted, in large part, by the picture Shakespeare draws. For centuries, society has nurtured a cultural bias against aging and the elderly. It can be seen in Shakespearean drama, in greeting cards, in jokes, and, more recently, in television advertising.

The challenge for new directions is heightened by the realization that an ever-increasing segment of our population, currently in excess of 23 million persons, is aged 65 or over. Mythology must be questioned, cultural biases overturned, and new research data generated. In one area alone, that of learning, age-old misconceptions are giving way to scientific data. Abilities related to cognition, memory, and learning in elderly persons are greeted with a much more optimistic analysis than was the case even a decade ago. A casual observation of silver-haired joggers leads
one to realize quickly that a renaissance has occurred in appraising physical abilities of the elderly. The accompanying photog-
raphy of John Silcott, 73 years of age and a picture of activity and versatility, represents the emerging new breed of senior citizens. Research on aging is clearly a high priority in the university setting.

Education related to the field of aging goes hand in hand with research. As the ranks of the elderly increase, the need for trained professionals to serve them also increases. Gerontology is currently a valid care career choice. Since aging represents an integral part of the life cycle, courses on aging provide a valuable ingredient in any liberal arts program designed to provide the student with a broad education.

Finally, a service program in the area of aging is necessary. It may take a number of forms. Elderhostel is one example. It provides learning experiences, activities, and short-term living accommodations on the university campus for senior citizens. Seminars, open to the community, and communication services are other examples of services which are integral to many aging programs.

Beginnings

Keeping in mind the responsibilities of the university toward research, education, and service, the All-University Council on Aging (AUCA) has developed into a viable force on the campus of the University of Minnesota. A fledgling group of faculty and students interested in the study of aging was formally appointed by Vice President Koffler (Office of Academic Affairs) in 1975 to form the All-University Council on Aging. In three years it had matured into a visible University program, combining the strengths of faculty and students with those of community professionals active in the field of aging.

AUCA’s affiliation with CURA in 1977 proved to be a strong base for planning and programming. A center office at 304 Walter Library was established with help from CURA. Additional support was also secured through a two-year federal grant to develop a center for gerontology at the University of Minnesota. The net result — conferences, seminars, publications, and increased staff — dramatically increased visibility for aging on the campuses of the University of Minnesota.

AUCA growth paralleled Minnesota’s growing interest in aging. Aging: News, AUCA’s monthly newsletter, typified this emerging interest. First published in May 1976, it was designed as a two-page inter-
campus communication and mailed to 200 faculty and students “interested in gerontology.” By 1978 Aging: News had expanded to six pages and its mailing list approached 2,000. Over half were community professionals and paraprofessionals active in the field of aging in Minnesota. It appeared that AUCA was already successful in one of its early goals: to promote awareness and knowledge of University programs, activities, and capabilities in aging among University faculty and students. Council members noticed the change on campus. Instead of a core group of faculty pursuing the study of aging, there was, in addition, a general interest in aging as a field of research and as a career opportunity for undergraduate and graduates of the University of Minnesota.

Reorganization

By late 1978 AUCA could no longer limit itself to a thirty-member committee. The All-
University Council on Aging chose to address its growing pains through a new organizational structure. AUCA chair, Frank Lassman (Otolaryngology, Physical Medicine and Rehabilitation, and Communication Disorders) and vice-chair Don McTavish (Sociology), were an unusually congenial and productive team. Through their leadership, the Policy Committee of AUCA began the process of reformation.

The desire to continue in an inter-disciplinary, multi-faceted, multi-campus University structure was discussed for months at AUCA meetings. What new structure could unite the many divergent University groups interested in aging? Off-campus response to AUCA during its early days underscored the need for a structure that would include both community and University. How could AUCA produce an organizational structure that would satisfy the present disciplines represented on the Policy Committee, allow for as-yet unnamed future disciplines on campus, and incorporate the wealth of community resources available in aging off-campus?

After months of deliberation, a writing team was assigned to draft a preliminary statement. Harlan Copeland (Curriculum and Instruction), Jeanne Bader (formerly with the Humphrey Institute of Public Affairs), and Don McTavish produced a first draft and presented it to the Policy Committee in early 1979. Their statement evolved through six drafts before it was approved in December 1979.

New Forms and New Leadership

An Assembly on Aging was created in the new structure, open to all University faculty and University students in degree programs at the University for undergraduate and continued as the governing board for AUCA and eight standing committees were identified: academic development, research, scholar development, publications and library, budget, community relations, special events, and nominations and elections. Community colleagues were invited to sit on all but the last of these committees. Interest groups and special task forces were to be convened ad hoc to address particular issues such as long term care, retirement, or health. Again, community colleagues could participate in the work of the task forces. A University-wide call to faculty, emer-
tus faculty, and students in March 1980 produced more response than had been anticipated. The AUCA office was hard-
pressed for several weeks to keep a tally of its new members. By June 1980, the AUCA Assembly numbered over 460 faculty and over 30 students. The count today is 530.

In 1980 Frank Lassman requested permission to resign as AUCA chair. A ten-member search committee identified and screened several applicants. In May 1981 Donald Legler (Dentistry) was appointed the new chair by Vice Presidents Ken Keller (Academic Affairs) and Lyle French (Health Sciences).

Programs, Classes, and Services

AUCA programming continues in the many forms that have evolved over the last seven years. Two major conferences were planned and carried out with help from Continuing Education and Extension and many other units of the University. The “Quality of Life” (May 1980) brought together distinguished visitors John Flanagan (American Institute for Research, California) and Mary Adams (Case Western Reserve, Ohio) with local faculty and 350 participants. The “American Indian Elders” (March 1980) involved Minnesota Indians in developing a program to serve the needs of their elderly. In May 1982, AUCA is co-sponsoring with the Department of Family Practice and Community Health, a major conference on nutrition and aging: “Human Aging V.”

Monthly seminars continue, open to all University of Minnesota faculty, students, and interested community colleagues. The seminars serve to acquaint audiences with aging as a field of research, study, and programming. Seminars planned for early 1982 will include a Minnesota perspective on the White House Conference on Aging, attitudes toward aging, changing perspectives on menopause, and an epidemiological study of Alzheimer’s Disease (a form of dementia).

Students drop into the AUCA office with increasing frequency to use the reading room and to seek counseling and information on aging programs. Meeting regularly with students on a one-to-one basis, a practice begun by Frank Lassman, continues to be an important function of AUCA. Students can discuss their future educational needs in gerontology and learn ways to obtain undergraduate and graduate degrees with concentrations in aging.

AUCA continues to offer “Multidisciplinary Perspectives on Aging,” a four credit course it developed in 1978. Other University courses, in sequence, are in the planning stages. AUCA has a developing role in cosponsoring continuing education programs for workers in the field of aging. Elderhostel and Adult Peer Counseling are major service activities conducted through CEE which are indirectly related to AUCA.

AUCA publishes a bulletin listing all courses and programs at the University that
are related to aging. Courses in the Field of Aging is published yearly and is a resource for faculty and students alike. Aging: News, with a circulation of over 3,000 now, is issued monthly in an effort to keep those interested in the field of aging abreast of what is going on in Minnesota and at the University.

AUCA hopes to expand its role in encouraging research in aging. It is clear that the profile of the elderly in our society is changing. As we move down the road with aging, we will find that in the near future our elderly will be better educated, more affluent, and more accustomed to regarding certain social services as their rights. Research on aging is a high priority in the University setting.

For more information about the All-University Council on Aging or to receive their newsletter phone 612/378-1759 or write or drop in at the AUCA office: 304 Walter Library; 117 Pleasant Street S.E.; University of Minnesota, Minneapolis, Minnesota 55455.

Neighborhood Therapy for Duluth’s West End

By Rick Ball

Rick Ball is Senior Planner for the Duluth City Planning Department. He holds a master’s degree in regional and city planning from the University of Oklahoma and is currently in charge of the neighborhood planning process that is being used in Duluth for the West End and East Hillside areas.

A neighborhood is an incredibly complex organism. It represents a continual flow of experiences for a population as diverse as a schoolchild is from a business proprietor, or a passing motorist from a housebound senior citizen. In attempting to fulfill its role as provider of an infinite range of experiences, any “neighborhood” worthy of the title (and duly awed by the task) is faced with the need to creatively adapt to changing times.

Variety, imagination, regard for heritage, sensitivity to its inhabitants and users, wholeness, respect for natural features, and a vision of the future are among the essential personality traits for the successful neighborhood environment.

In Duluth, the West End neighborhood has struggled with introspective self-examination which is paying off. The psychoanalysis has been conducted with the aid of CURA in the neighborhood planning pro-
cess. The West End is one of the two Neighborhood Strategy Areas in Duluth which is receiving targeted attention under the federal Community Development Block Grant Program. A comprehensive neighborhood plan is being prepared to provide guidance in the areas of land use, urban design, housing, transportation, parks and recreation, and neighborhood services.

**Neighborhood Analysis**

In order to tap the collective unconscious of neighborhood residents as well as "outsiders" with regard to their impressions of positive and negative aspects of the West End neighborhood, a survey was conducted early in the planning process. Students for the Urban Studies Program at the University of Minnesota-Duluth worked with City Planning staff to design, conduct, tabulate, and analyze a telephone interview survey which involved separate random samples of city residents from within and outside the neighborhood. The student work was initiated with the help of Dale Olsen, professor of political science and coordinator of the Urban Studies Program in Duluth. The work was carried out under the guidance of Robert Franz, Jr., Department of Sociology and Anthropology and Associate Dean of the College of Letters and Science.

The computerized results revealed findings that had not surfaced from the already extensive citizen participation efforts of the West End Neighborhood Strategy Area Advisory Committee. The previous advisory committee efforts included brainstorming issue-identification sessions, public hearings, committee meetings, and a newsletter. The student survey team discovered that a significant portion of the neighborhood population identified strongly with the St. Louis River as a neighborhood asset despite the fact that an almost impermeable massive concrete barrier (the freeway—I-35) separates them from the river and there is virtually no waterfront activity presently oriented to the neighborhood. Taconite storage and the major new Western Lake Superior Sanitary District
sewage treatment plant dominate the waterfront below the freeway.

The survey also identified the West End Business District as both an asset and a liability to the neighborhood. People responding from the city-wide sample cited the area as the furniture retailing capital of the region, while neighborhood residents viewed it as a congested area.

Additional findings included a strong interest in walking as a mode of transportation within the neighborhood and a feeling of pride in living there and disinterest in living elsewhere if given the opportunity. This was especially revealing since the city had identified this older, low-moderate income neighborhood as a declining area in need of treatment to counter blighting influences which were apparent.

**Therapy**

Having undergone this self-analysis, combined with volumes of more traditional research, the West End NSA Advisory Committee developed resolutions for self-improvement by establishing goals and policies for each component of the neighborhood plan. These are being used as guidelines for creatively using Community Development funds in the neighborhood revitalization effort.

In conjunction with needed street and utility improvements, a strong pedestrian walk network is now under construction. Conceived by an urban design planning consultant, the lighted and widened walkway connects Lincoln Park (a natural stream/trail system which runs through the middle of the neighborhood) with the library, two high-rise housing towers for the elderly, a new active recreational facility beneath the freeway, and the West End Business District. The pedestrian system is planned to eventually reconnect the neighborhood to the waterfront by running a canopied walkway underneath the freeway at a location which would join the business district with a large undeveloped, city-owned parcel of waterfront land. The potential development of the waterfront site may include both a neighborhood and tourist orientation.

**The Business District**

The West End NSA Advisory Committee has also pursued the notion of revitalizing the business district with particular favor. Playing off the survey findings, the planning group envisions a less congested and dramatically enhanced shopping district. With the aid of an additional CURA grant, Jerrold Peterson, Professor and Director of the Bureau of Business and Economic Research at UMD, has led a team of students and faculty in preparing an extensive market analysis of the West End Business District.\(^*\)

The study, conducted with the cooperation of the City Planning Department and the West End Business and Civic Association, explores three scenarios forecasting the future economic vitality of the business district: 1) do nothing (lose portion of share of city market by 1990); 2) revitalize to maintain market share; and 3) aggressive revitalization with intent to capture an additional share of Duluth retail market.

Business leaders have endorsed the idea of pursuing an aggressive revitalization strategy which will attempt: to strengthen the regional market anchored by the furniture businesses, to strengthen the connection with the West End neighborhood, and to tap new tourist business

(see Figure 1). In addition to connecting the area to the waterfront, business leaders, planners, and residents envision the possibility of a trolley car connection to downtown, development of a unified character, and the introduction of new businesses. These plans have the potential for stimulating new commerce in an exciting atmosphere while greatly boosting the image of the entire neighborhood.

An architectural and planning consultant team has been commissioned to prepare prototype design alternatives for the business district revitalization effort, and the City Council has recently approved an allocation of $300,000 of 1982 Community Development funding to initiate physical improvements in the West End Business District.

**Prognosis**

Although it has required some deep soul-searching, the West End neighborhood in Duluth is pulling itself up by its own bootstraps and has cooperatively charted the course to a renewed, well-balanced neighborhood environment for future generations to enjoy.

\(^*\) A copy of the final report is available in the CURA library, 316 Walter Library.
Hidden away in the Experimental Engineering building at the University's Minneapolis campus is a library that would like to be better known. Peggy Wolfe, the librarian at the Urban Transportation Collection, offers reference service by phone as well as in person, so you may not need to make a trip to the University to have your questions in the area of transportation answered.

The Urban Transportation Collection includes 14,000 technical reports, 5,500 newspaper clippings, 200 books, and 30 periodicals and newsletters covering all types of transportation from pipelines to vans pools to airships. A special effort is made to obtain materials on the Twin Cities and Minnesota, but a great deal of information is also available on the rest of the United States as well as foreign countries. The scope of the collection has been expanded to include reports on rural areas and rural transportation in addition to urban.

The collection explores various aspects of transportation, such as the economic, environmental, and social impacts of transportation; design and engineering factors in transportation; regulation and legislation on transportation; and safety and accident prevention factors.

Housed in room 150 Experimental Engineering (208 Union Street S.E. in Minneapolis) the Urban Transportation Collection is open to both University and non-University users. Monday through Friday on a different schedule each quarter. To phone for reference information use 612/373-2509. Relevant material can be located and mailed to you as a way of saving you trip time to the University.

New CURA Publications


Little is known about jobs on the edge of the labor market, yet the use of day labor by employers is growing. A relatively high proportion of day laborers are blacks, Hispanics, or Chicanos/Latinos. This monograph takes a detailed look at the dynamics of day labor: how it fits into the labor market as a whole, who is involved, how it is used by employers, and what working conditions it offers.


These two 8½ x 11 inch black and white maps show the pre-settlement and current distribution of wetlands in Minnesota. They are an improved reprint of maps prepared for the Minnesota Energy Agency under a contract to investigate the potential for wetland biomass, including cattails and other plants, as an alternative energy source. In this printing, acreage figures are indicated for peatlands, poorly drained mineral soils, other soils, and water.


One of a series of publications about housing conversions in the Twin Cities metropolitan area, this study presents the financial aspects of three actual conversions, each representative of a particular type of conversion. Each project is described and the process of conversion presented in terms of a development time line. Actual income and expenses are detailed and the gross profit or loss presented. The financial aspects of renting versus buying housing are discussed and compared for three one-bedroom units before and after conversion. Also analyzed are the effects of conversion on real estate taxes.


One of a series of publications about housing conversions in the Twin Cities metropolitan area, this work presents the entire listing of conversions used in the study. It includes all converted condominiums in the seven county metropolitan area and all converted cooperatives and new condominiums and cooperatives in Hennepin and Ramsey counties. Maps locating these buildings were published earlier in Twin Cities Conversions of the Real Estate Kind (CURA 81-9).
1981 CURA Publications and Order Form

COMMUNITY AND URBAN DEVELOPMENT

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


ENVIRONMENT AND ENERGY

☐ Energy from Peatlands: Options and Impacts. CURA Peat Policy Project. CURA 81-2. 183 pp. $5.*

☐ Executive Summary—Energy from Peatlands: Options and Impacts. CURA Peat Policy Project. CURA 81-1. 22 pp. Free.


HUMAN AND SOCIAL SERVICES


INCOME AND EMPLOYMENT


INFORMATION MATERIALS AND SYSTEMS

☐ What is Happening to Farmland in Minnesota? William J. Craig. CURA 81-4. 11 pp. (Out of print. Duplicated copies available for $.65*)

MINORITY GROUPS AND POPULATIONS


*Minnesota residents add 5 percent sales tax.


  "From Soybeans to Split-Levels: Exurbanites in Wright and Olmsted Counties," Lizbeth A. Pyle, pp. 4-8.
  "If We Develop Peat...," Thomas R. Peek and Douglas S. Wilson, pp. 9-11.
  "Student Papers in the Public Administration Library," pp. 11-12.
  "1980 CURA Publications and Order Form," p. 15.
  "New CURA Publications," p. 16.


  "Graduate Interns Available," p. 7.
  "Local Opposition to Power Plant Siting in Minnesota," Brian C. Aldrich and Edward Muck, pp. 10-12.

  "University Students to Aid Community Agencies," p. 6.

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Hutchinson Design Project

During the Fall of 1981, CURA supported a five week exploratory design project in downtown Hutchinson, Minnesota with students from the University's School of Architecture and Landscape Architecture. Responding to a request from Gene Hippe, Director of the Region 6E Development Commission, CURA arranged for an educational effort to assess alternative approaches to downtown Hutchinson in the year 2000.

Architecture and landscape architecture students developed a number of imaginative proposals as catalysts for further community thinking. They combined new ideas for downtown circulation, plantings, street closings, and the revitalization of a central park said to be part of the second oldest parks system in America. Gar Hargens, Roger Martin, and Roger Clemence of the School of Architecture and Landscape Architecture faculty coordinated the effort. Presentations by the students in early December were enthusiastically endorsed by members of the Hutchinson Downtown Council, the Chamber of Commerce, the Mayor, and the City Council. The city has provided funds for the incidental costs of the project and hopes to publish a "merchants' workbook" to provide continuing reinforcement for action as an extension of this service-learning experience.

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