Citizen Participation In Minneapolis

by Karen M. Hult

"These changes will sound the death knell for citizen groups." The remark, made in 1982, was perhaps the only point of agreement between Minneapolis community activists and several members of a city council pushing hard to prune back what they saw as an overgrown system of government-sponsored citizen participation.

Did the resulting reforms indeed signal the end of the backyard revolution, with the defeat of community groups at the hands of local elected officials? Or, was this only one of many skirmishes? And, in either case, what insights into the future of citizen participation in other cities might the Minneapolis experience provide? At issue are the degree and nature of the institutionalization of community groups in local policy process, their incorporation into "politics as usual."

The Study

The analysis presented here examines organized citizen participation in community development politics in Minneapolis over a four-year period in the early 1980s. This has been a period of controversy and flux. Concentration on the arena of housing and economic development in part reflects the major concerns of community groups in many cities, and certainly those in Minneapolis.

The data come primarily from mailed questionnaires sent to citizen groups during the summers of 1980 and 1983 (one-hundred seventeen were sent in 1980 and eighty-three in 1982, with response rates of approximately 59 percent in both cases), and from semi-structured interviews with city officials and community leaders (fourteen in 1980 and seventeen in 1983). These sources are supplemented by materials garnered from public hearings and meetings, documents, and news reports. Since citizen organizations, officials and development structures and procedures changed over the period, the data do not permit comparison on a group-by-group or individual-by-individual basis. Still, they do allow one to get a sense of the evolution of organized citizen participation over the four years.

Changes in the Minneapolis Scene

By 1980, citizen organizations crowded the Minneapolis political terrain. An active, natural system of community organizations included groups more than a decade old. Federal requirements added to the number of groups, mandating the creation of project area committees and neighborhood strategy area committees. In 1976, the city had established eleven planning district citizen advisory committees (PDCACs) to channel input into the allocation of community development block grant monies and the formulation and implementation of various city and community plans. PDCACs also elected representatives to the city-wide Capital Long-Range Improvements Committee (CLIC) which recommended priorities for capital improvement projects to the city council.

Few found the formal advisory process completely satisfactory. The 1980 mail questionnaire revealed significant discontent. "The process is a paper ideal," replete with "double talk, red tape, and loopholes," leading to "frustration" and "disillusionment." Council members complained about the proliferating demands on their time and energy. The council president created an uproar by commenting: "Real citizen participation comes once every two years, on election day."

The growing dissatisfaction coincided with three other factors that arguably served to produce significant changes in organized citizen involvement. First, the federal Department of Housing and Urban...
Development loosened some of its requirements for citizen participation and eliminated neighborhood strategy areas. Second, like many cities, Minneapolis faced revenue shortages in the early 1980s, as federal and state aid dropped and property tax receipts dwindled. Third, after several years of debate about the performance of the city’s three economic development units (the Housing and Redevelopment Authority, the Industrial Development Commission, and the Economic Development Division of the City Coordinator’s Office), they were joined in 1981 to form the Minneapolis Community Development Agency (MCDA).

Following federal action, the city council in 1982 stopped funding neighborhood strategy area committees and the neighborhood services generalists in the MCDA who staffed the groups. Also dismantled was the formal process involving the planning district citizen advisory committees. Instead, groups desiring to be consulted by the city when a proposed project affected their neighborhood were directed to register with the new Center for Citizen Participation and Communication. Neighborhood appointments to CLIC were cut in half. Eliminated, too, were the positions of the community planners who assisted the PDCAs. And, the council slashed the budget for citizen participation activities within MCDA (which like one of its predecessors, the Housing and Redevelopment Authority, used the funds mainly to staff citizen groups) from $300,000 in fiscal 1982 to $62,000 the following year. This triggered a mayoral veto which the council promptly overrode, despite loud citizen outcry.

Moreover, council members stressed allocating funds according to the merits of proposed neighborhood projects. In effect, groups were to enter into “performance contracts” with the city, agreeing to use public monies to engage in clearly specified activities and to be held accountable for producing particular results. In general, council members justified the shift by contending that direct neighborhood funding was inequitable since all organizations did not receive money, that the monies frequently were used to mount attacks on city hall, and that revenue shortages dictated many of the cuts.

Creation of the MCDA produced still other changes. Established in 1981, the new agency undertook an internal reorganization in early 1982. Eliminated was the Neighborhood Services Division of the former Housing and Redevelopment Authority, the main source of information and staff assistance for community groups, particularly those in lower income areas. As already noted, staff help largely disappeared, while the liaison function was transferred to the Agency Relations Office. In addition, two of the Housing and Redevelopment Authority’s three neighborhood offices were closed, with a corresponding staff reduction from nineteen to four.

Throughout the period, citizen participation remained a volatile issue. By fall 1983, as city council elections approached, some council members joined with Mayor Fraser and MCDA to push for increased money for citizen groups. This time, they were successful; effective June 1, 1984, funding was boosted to $300,425. Meanwhile, the elections produced five new council members, all of whom received support from neighborhood activists in their wards. What were the implications of these changes for community involvement?

Group Survival

In Minneapolis, registration of organizations desiring information about city activities provides a rough indicator of the number of community organizations. In June 1980, the planning department listed 117 such groups. By June 1983, the list compiled by the Center for Citizen Participation and Communication contained eighty-three organizations. The differences are largely accounted for by the dissolution of government mandates for thirty groups: none of the nineteen neighborhood strategy area committees functioned after 1982. However, seven of the eleven PDCAs continued to function despite severed “official” ties to the city government. The survivors tended to be the more active of the planning district bodies, located throughout the city in areas with varying per capita income. The PDCAs that ceased operating were in communities with other, more prominent citizens.

The changes of the early 1980s had no major impact on the number or range of citizen groups. Organizations in blighted neighborhoods that had been targeted “strategy areas,” lost staff assistance and mission and faded away. In nearly all instances, though, members of the neighborhood strategy area committees had been selected from groups serving a larger area, so some organizational mechanisms remained (albeit with reduced funding). Moreover, PDCAs remained in operation when there were no alternative organizations and disappeared when there were. Overall, the citizen groups meet the de minimis test for institutionalization: survival. Yet, mere survival reveals little about the routine or character of participation.

The Formal Advisory Process: Loss or Draw?

Dismantling the PDCAs may appear to have been a major blow to organized citizen participation. Closer scrutiny reveals, however, that the formal advisory process was never viewed as particularly valuable. The 1980 mail survey asked respondents to describe the primary “benefits or advantages” of the process as well as its “main problems or disadvantages.” Most (52 percent) considered the process useful as a means of interjecting citizen opinion into city decision-making. More varied and more strongly worded were statements of the problems with the advisory process. The most frequent criticism (made by one-third of the respondents) was that few tangible results had been obtained because the PDCAs lacked real power. Participants had only the “illusion that they are making decisions.” Overall, most groups were highly critical of the formal advisory mechanism. Elected officials tended to agree, though for different reasons. They argued that PDCAs failed to adequately represent communities whose residents were officials’ “real constituents.”

Thus, while citizens have lost one channel of input into the policy-making arena, it is not clear it was ever an especially popular or useful one. Indeed, to the extent PDCAs served to siphon off activists and resources from other citizen groups, their disappearance in some areas ultimately may enhance the level and perhaps the consequences of organized activity.

Development Politics

Perhaps instead important citizen activity can be discovered where most governmental attention has been directed—the arena of housing and economic development. Minneapolis is involved in a host of “community development” activities, ranging from construction and management of public housing units to subsidization of below-market rate loans for moderate income housing to rehabilitation and resale of homes to small business assistance and neighborhood economic development to the issuance of industrial revenue bonds and provision of tax increment financing for larger scale business development. Development is a “high stakes” policy sphere, characterized by high salience and considerable controversy over priorities. Not only have citizen organizations sought doggedly to exercise influence in this arena, but many of the changes in the 1980-82 period were aimed at shaping the extent and character of such access.

Many citizen groups complain that cuts in staff and funding prevent them from taking meaningful part in discussions of particular projects. As importantly, they contend, loss of the technical assistance of community planners and neighborhood-based city staffers deprive them of the capacity to formulate feasible projects of their own. MCDA officials and board members tend to side with these groups, but members of the city council insist that possibilities for citizen involvement increased with the “streamlining” and coordination of development procedures. One can better assess these divergent claims by examining the evolution of the links between citizen groups and government actors in development politics.

The Bureaucratic Connection

MCDA’s executive director, James Heltzer, drew considerable criticism for closing MHFA’s neighborhood offices and central-
izing activities in a "shiny new downtown office building" to which neighborhood residents "are uncomfortable going." Yet, Heltzer also received favorable comment as "hardworking, honest...a vast improvement." And, he publicly advocated increasing links between the agency and community groups and supported restoration of funding for citizen participation.

Nor was there agreement on whether the 1980-82 changes led to a loosening of ties between MCDA and citizen groups. Some agency board members and community activists insisted links had attenuated. "Communication has dropped considerably. We have no MCDA representative attending our meetings and no funding..." one respondent noted. Yet, agency staffers and representatives of other groups disagreed. Responding to the mail survey, organizations reported sixteen instances of increased contact since the creation of MCDA, seventeen of decreased contact, and twenty-two of no change.

Meanwhile, the range of links expanded somewhat. Citizen participation requirements were applied for the first time to the economic development activities of the former Industrial Development Commission and the Economic Development Division of the City Coordinator's Office. And, neighborhood economic development emerged as a new focus for the agency. Yet, citizen groups did not always respond vigorously to the new opportunities.

The nature of the ties between citizen groups and the bureaucracy have changed in another way as well. In the past, community groups received funds from MCDA and then determined uses for the money. According to the notion of performance contracting, in contrast, organizations must submit specific proposals for funding. Likely involved is a move toward increased agency control, a shift from political decentralization (actually including citizens in making decisions) to administrative decentralization (merely relocating bureaucrats in neighborhoods).

The 1983 mail questionnaire asked groups whether their satisfaction with the procedures had increased, decreased, or remained the same following the merger. Among the organizations that reported links with the Minneapolis Housing and Redevelopment Authority (the only predecessor agency requiring citizen participation), most were less satisfied following consolidation. Organizations throughout Minneapolis shared this view, although those from poorer areas were slightly more likely to report dissatisfaction. Indeed, when given the opportunity to respond to an open-ended question on the disadvantages of the merger, fifteen of the forty-one responses (and half of those from inner city organizations) had to do with a decrease in citizen input. While the changes of 1980-82 have not been the unmitigated disaster many advocates of citizen participation feared, links between community groups and the city bureaucracy have been altered, and citizen organizations are less than satisfied.

The City Council Connection

In the early 1980s, the attitude of key city council members toward citizen groups changed with almost breathtaking speed, shifting from fairly supportive to hostile and combative. This not only led to the specific council responses already mentioned, but it also raised the possibility that an important channel to city government was closing.

Responses to the 1980 mail questionnaire suggested that citizen organizations were most apt to rely upon council members as access points into the governmental arena. Virtually all of the groups surveyed indicated some contact with council members. Among respondents to the 1983 questionnaire, over half of the groups involved in discussing the creation of MCDA reported contacting council members, less than one-fourth communicated with the mayor, and even fewer with state legislators or the special task force set up to study the changes.

The council members responsible for the shift in orientation tended to represent poorer, inner city areas. In more than one case, the members themselves originally entered politics by way of neighborhood activism. By 1980, however, their support for citizen participation had eroded. Council hostility triggered a spiral of deteriorating relations with citizen groups. Community organizations began to work more closely with the mayor, sought aid from sympathetic state legislators, and formed a citywide coalition of neighborhood groups.

Among the primary foci of the new Coalition for the Defense of Neighborhood Priorities was the 1983 city council elections. This strategy evidently had some impact. As the election approached, some council members joined with Mayor Fraser and the MCDA to push for increased funding for community groups, a plea to which the full council ultimately acceded. And, November 1983 saw the election of five new Democratic council members (four incumbents decided not to seek reelection and another was defeated). Each had roots in neighborhood organizations and strong citizen group backing.

Thus, while the relationships between citizen organizations and council members are not as amicable as they once were, the hostility evidently has not blocked citizen access. Indeed, the cuts and changes in structures and procedures may have broadened the scope and increased the intensity of group activity, which in turn evidently helped citizen groups reverse at least some of the setbacks.

Links with the Mayor

Community organizations found a much friendlier reception in the office of Mayor Donald Fraser. Long an advocate of citizen participation, he vetoed the funding cuts and continued to propose higher budgets for community groups, referring to the 1960-82 changes in citizen participation as
"the single biggest disaster that has occurred since I’ve been mayor."

At the same time, Mayor Fraser’s vision of citizen participation does not coincide completely with that of many groups. The mayor conceives of citizen groups as "communication vehicles, telling communities what MCDA programs are available to them." In this view, community organizations become service providers and catalysts for particular projects, rather than shapers of public debate and general policies.

**State Legislators**

Finally, links between community groups and state legislators have assumed new visibility. After the initial round of funding cuts, the Coalition in Defense of Neighborhood Priorities appealed to members of the Minneapolis delegation in the state legislature to write stronger guarantees for citizen participation into state law. Although that has not happened, in early 1983, Democratic legislators held several local bills hostage. They were released after council members agreed to require inclusion of citizen groups in all phases of MCDA’s activities. At various times, individual legislators have also intervened on behalf of citizen groups in their districts.

**Overall Changes in Channels for Participation**

In the face of rather severe environmental threat to citizen participation, one can discern in the arena of development politics evidence of institutionalization in these changes. Citizen groups were able not only to survive as organizations, but also to maintain access to the policy-making arena. And, this adjustment to externally imposed change involved expansion and elaboration of some activities as well as contraction and loss of others. Although the situation remains unsettled and by no means fully satisfactory, there appears to be little reason to sound the alarms over what some called "the virtual wipeout" of citizen participation in Minneapolis.

Still, for observers and participants alike, the bottom line in assessing citizen involvement is its effect on governmental decisions. Institutionalized participation means little if community groups regularly advise local officials who just as routinely ignore them.

The sphere of development policy is extremely fluid. Not only may findings be transitory, but conventional "objective" indicators of performance are hard to come by. With the creation of MCDA and its inclusion in the city budget process, collection and dissemination of a variety of performance measures was halted at least temporarily. The discussion, therefore, relies heavily on subjective evaluations garnered from the mail questionnaire, interviews and press reports.

**Accomplishing Policy Goals**

Governmental performance can be compared with policy benchmarks relevant to citizen groups. One important concern is housing. Yet, success in increasing the supply of affordable housing has been limited at best. Virtually no change can be detected in the proportion of family to elderly residents in public and subsidized housing from 1978 to 1983, leaving many poor, minority families unable to find suitable housing.

A second concern of many citizen groups revolves around city efforts to create and preserve jobs. However, not only is it hard to gather employment information from affected businesses but assessing which jobs city aid was instrumental in keeping or causing to be created is almost inherently problematical. All that can be advanced with confidence is that this study revealed no reports of city interference with preservation or creation of employment. MCDA began negotiating first source employment agreements (linked to sales of industrial revenue bonds), generating 338 jobs for Minneapolis residents in 1983 with as many as 1500 projected for 1984. Moreover, data from the mayor’s office shows a slight increase in the total number of new jobs created through the sale of industrial revenue bonds. Even so, representatives of inner city neighborhood organizations expressed dissatisfaction with the marginal nature of the efforts.

More easily demonstrated is the city’s increased emphasis on neighborhood economic development. There was virtually no activity in this area until mid-1981. Since then, a common bond reserve fund and the Neighborhood Small Business Revolving Loan Fund have been created to provide financing to small developers unable to get money at feasible interest rates. While neighborhood business and residents’ groups as well as MCDA board members spoke favorably of the program, its future status is unclear. MCDA requested $550,000 for the fund for fiscal 1984, but the mayor recommended only $250,000, and the council approved $245,869.

Finally, there were some efforts to link economic development and housing activities. In 1983, the city council required the developer of a large downtown office building receiving city subsidies to construct 100 units of low and moderate income housing in a nearby neighborhood. Citizen groups responded enthusiastically, but policy-makers refused to commit themselves to negotiating such linkages in the future.
Policy Direction

Raised in turn is the question of priorities. Perhaps, despite some limited responsiveness, the overall direction of development policy in Minneapolis is turning away from that desired by many citizen organizations. Certainly, that is the perception of some community activists. In their eyes, large-scale downtown development is benefiting from increased attention, while neighborhood concerns are being neglected. But not all agree.

In general, however, respondents to the mail survey noted little overall change. Agreement with MCDA’s actions tended to remain the same following merger, as did overall satisfaction with the city’s development policies. Organizations from inner city areas were only slightly more likely to express rising dissatisfaction.

In addition, concerns of citizen groups that the changes of the early 1980s would lead to a diversion of government attention from housing to economic development appear to be unfounded. MCDA officials evidently strove to balance the two in setting internal priorities. And, using allocation of community development block grant funds as a barometer of prevailing priorities, little change in the proportion flowing to housing and economic development can be discerned. A planning official cautions, though: “Economic development issues are coming to the fore...These things take time to change...But the shift has taken place in the minds of elected officials.” At least two aldermen agreed.

Within each of the spheres, some shifts in priorities can be identified. The city has paid more attention to neighborhood economic development (though emphasis is declining). However, that emphasis does not appear to be coming at the expense of large-scale, typically downtown development.

More change can be detected in the housing arena. There, low income rental, moderate income subsidized home ownership, and market rate housing programs often find themselves juxtaposed, competing for scarce resources. Increasingly, emphasis seems to be on the middle category of “shallow subsidy” programs. Certainly, that is the perception of citizen groups in poorer, inner city neighborhoods as well as some members of the city council.

Governmental Responsiveness

Overall, government responsiveness to citizen groups, then, evidently did not decline precipitously in the early 1980s. That is hardly to suggest, though, that citizen organizations exercise significant influence over policy decisions. Perceptions that big developers benefit at the expense of neighborhood interests abound. Relatively little progress has been made toward expanding the volume and improving the quality of low income housing or reducing unemployment.

Still, as noted at the outset, decision-makers labored under increasing fiscal constraints. Perhaps most critically, however, policy-makers seemed both unable and unwilling to fix priorities in the development arena and then follow them. For example, while the city’s comprehensive plan encourages homeownership and stresses increasing the supply of market-rate housing, the council has allocated the bulk of block grant funds to programs for subsidized and rental housing. The mayor vetoed a proposed policy to approve downtown development projects when the developer promises to build lower income housing elsewhere in the city, even though he supported such linkage in a particular case. Citizen organizations likely contribute to the shifting, sometimes opposing large-scale development, often disagreeing among themselves. To that extent, community groups help shape development policy. Significantly, though, elected officials continue to grasp the reins of decision making rather firmly, insisting on frequently exercising direct control in such a high stakes policy arena.

Conclusions

Despite the fears of many, citizen participation in Minneapolis has weathered potentially devastating changes introduced in the early 1980s. The survival of most groups and their evident ability to adjust to outside threat by developing new links and undertaking new activities suggests that citizen participation has become an institutionalized part of local politics. Community groups are not just the “mornin’ glories” of which George Washington Plunkitt spoke so contemptuously. And, with regularized involvement of community groups, the resulting network structure becomes a fact of social existence with which all organizations must contend.

Neither, however, have citizen organizations dramatically altered the face of local politics. The direction of development policy has changed little. Community groups have won key battles, and they have helped keep issues visible. Yet, they have for the most part reacted to proposals formulated elsewhere.

One must be wary of extending these conclusions too far. The situation remains unsettled. Moreover, only organized citizen involvement in the arena of urban development has been examined. In other spheres, groups may be more (or less) influential. Much of the recent emphasis on regulating pornography in Minneapolis, for example, came at the prodding of neighborhood groups.

Despite these cautions, the analysis evidently has implications for organized citizen participation more generally. First, it suggests that budget cuts and loss of formal mandates need not render community groups powerless. Indeed, external threat may trigger and intensify mobilization among citizen organizations. Whether such activism can be sustained, however, must remain an open question.

Underscored, too, is the importance of the level of organizational skill and infrastructure when hostility begins. A structural headstart may provide groups with important resources during crises. To that extent, the federal requirements for citizen participation in the 1960s and 1970s may have lasting impact.

Highlighted is the continuing importance to community groups of dealing with elected officials. Of course, like many council members in Minneapolis, elected officials may be less than receptive. And, there may not always be more sympathetic ears, as there were in the Minnesota state legislature and the Minneapolis mayor’s office. In addition, though community groups may heighten the visibility and increase the conflict over particular issues, they less often can sustain interest long enough to influence overall policy. Even so, Minneapolis organizations succeeded in generating enough controversy that they received some concessions.

Most important, however, examination of the Minneapolis case underlines the relevance of the electoral arena. Citizen groups can do more than threaten officials with defeat: they can seek to place their own representatives in office. Not all organizations can manage this, but as local political parties continue to fade and coalitions of citizen groups emerge, the strategy may be increasingly feasible. The Minneapolis case also suggests some of its limits. Once elected, new officials are introduced to a host of additional pressures and concerns. The steady stream of demands from community groups may produce overload and eventually alienation.

When the government structure is fluid, as it is in the arena of housing and economic development, citizen groups may discover they have increased influence if, rather than being confined to formal roles, they are able to shift between electoral, advocacy, and advisory strategies and between mayor, council, and administrators, as political climate and problems change. The existence of mandated advisory groups may divert energy from more important tasks or spheres, or make the pursuit of other activities appear less legitimate. Citizen groups strive to maintain a precarious balance, seeking to avoid slipping into formal cooption, on the one side, and becoming persona non grata, on the other.

There is tension from the vantage point of the urban political system as well. Institutionalized involvement by citizen groups may increase openness by expanding the range of interests and type of participants in the governmental arena. Yet, it also carries the risks of balkanizing cities and devaluing the inputs of residents with other interests. Council members in Minneapolis did not distance themselves from citizen groups merely out of exhaustion or because they
had sold out to others. Many spoke as well of the parochialism of community groups and the need to consider the often competing concerns of broader constituencies in their wards or in the city as a whole. Exactly where an "appropriate" balance is to be struck is perhaps inherently uncertain. But the complexities are clear. It is striking to recall that a major complaint of citizen groups in Minneapolis is that elected officials have tightened their control over city bureaucrats.

The activities and achievements of community groups in Minneapolis pale when measured against the lofty hopes and cataclysmic fears expressed by advocates and opponents of citizen participation in the 1960s. Yet, that era left an important legacy. For, though organized citizen participation by no means completely transformed the prevailing allocation of public benefits and burdens, it has become a relatively routine, legitimate part of local politics, with at least marginal influence over the dynamics of development policy. Moreover, organizations have survived a period of relatively severe environmental threat. And, they have adjusted by expanding both their range of relationships and their strategic repertoires. The death knell for citizen participation has not yet sounded.

Internships by the Group

by Barbara Lukermann

"Where two or three are gathered together, is professional practice learning enhanced?"

In 1983 CURA proposed to the Humphrey Institute a new form of professional internship for their graduate students—placement of a group rather than a single student in an internship. A joint two-year project was created with two opportunities available during the first year—one with the Minneapolis Planning Department and another with the St. Paul District Heating Development Corporation (a private nonprofit agency). Nine students were involved, seven from the Humphrey Institute and two from the Institute of Technology. A Humphrey Institute faculty member was assigned to work closely with the students and their internship supervisors in each location and to run bi-weekly seminars back at the University during the course of the six-month internship period. The sharing of costs between the agencies and the University in effect provided each agency with a low cost and high quality cadre of students ready to tackle relatively large scale projects.

In Minneapolis, students worked for the city’s Infrastructure Committee preparing an inventory of the different public infrastructure systems (transportation systems, parks systems, utility systems, cultural facilities, and public housing), and interviewing departmental managers for data on the current condition of these facilities and practices for replacing and/or maintaining them. The assignment was a precursor to developing a more rigorous and integrated information system on the city’s investments.

In St. Paul the assignment also included survey research, but in this instance it was to collect data on the marketing opportunities for expanding the district heating system, newly constructed in the downtown area, into adjacent neighborhoods. An overall feasibility study for expansion was needed including plans for an expanded piping system and an analysis of the financial implications of expanding into a totally different land use setting. From the University’s perspective, the two internships were an experiment to test whether group internships, rather than individual internships, might lead to more rigorous on-the-job learning, more relevant linkage to the core educational program, and more opportunities to learn from peers and professionals in other disciplines. The specter of a lonely student assigned “go-fer” tasks and emerging three to six months later to rediscover the academic community and claim professional competency with no one to claim otherwise, was hardly the problem. The notion that students might receive a more integrated and challenging professional-level job experience with opportunities to reflect on the nature of their professional education was exciting and well worth the try.

Some of the outcomes are worth commenting upon. Neither of the agency supervisors for the internships had fully anticipated the burden of managing an entire new staff of four or five and at the same time carrying out their other assignments. Students discovered that engineers and planners tended to have a somewhat different work view, asking different questions and getting excited over different challenges. Part of the internship experience for students was to learn how to ask colleagues in other professions the right questions so that each could contribute their part to the solution of a given problem. Learning the Minneapolis bureaucratic maze clearly fascinated Humphrey Institute students far more than learning the mechanics of water utility maintenance practices. The policy making process—the slowness with which it sometimes moves in a bureaucracy and the need for consensus building—often frustrated the Institute of Technology students who were ready to apply their solutions in a somewhat different time frame. The ingenious flow diagrams charting complex task completion time frames produced in the initial weeks of the internship tended to become distorted as in the Hall of Mirrors at a fairground. Not all assigned tasks were completed, but there were significant and tangible rewards. Students in the St. Paul project produced a sound feasibility study and learned new skills in computer-based financial forecasting and in survey research. Students at Minneapolis City Hall gained new insights into participatory management questions and the niceties of information management systems while completing the inventory report for the city.

Assessing the experience from the educator’s viewpoint, it is clear that having continued student contact with the University during the internship opens up channels for reflection on professional ethics, the cultural environment of the work place as compared with academia, and future career options. In addition, the overall quality of an internship experience can be measured more effectively when a faculty person is involved.
We present here a complete list of CURA publications that are currently available. Individual works are cross-referenced if they could be placed under more than one subject heading. Major articles that have appeared in the CURA Reporter are also included in each subject area if copies of the Reporter are still available. Publications are available free-of-charge unless otherwise noted. A large number of CURA publications are now out of print but can be photocopied at a cost of 10¢ a page. A selected backlist of out-of-print publications is included here. For a complete backlist order a copy of The Complete List of CURA Publications, included on the order form at the end of this listing.
BUSINESS, INDUSTRY, AND EMPLOYMENT

"Are You Employing Your Total Self?" See "Human Services."
Atlas of Minnesota Resources and Settlement. See "Planning and Public Affairs."

Community-Based Economic Development Organizations in Minnesota. Jeffrey D. Freeman. 1984. CURA 84-2. 37 pp. Results of a survey of fourteen community-based economic development organizations are presented detailing how they began, what they have accomplished, what needs must be met in order to create a successful economic development organization, and how they contribute to a healthy community economy. The work is also available in summary form: see "Economic Health..." in this section.

Day Labor: A Labor Market Analysis of Temporary Industrial Workers. Steve West. 1981. CURA and the Urban Coalition of Minneapolis, CURA 81-12. 93 pp. A detailed look at the dynamics of the day labor market is presented here: 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.


"Hmong in the Workplace." See "Minorities."

"Prospects for Retail Business in Duluth." Jerrold M. Peterson and John M. Charnes. October 1983. CURA Reporter 13 (4): 1-5. Using a combination of marketing and economic forecasting models, the authors predict that Duluth may be on the brink of a modest budding expansion in retail trade.


Twin Cities Conversions. The Case Studies: How the Finances Work. See "Housing."


"Working and On AFDC: The Impact of Federal Cutbacks One Year Later." See "Human Services."

"Working and On AFDC: The Impact of Recent Federal Cutbacks." See "Human Services."

COMMUNICATIONS

Atlas of Minnesota Resources and Settlement. See "Planning and Public Affairs."

"Communicating by Cable: A Sleeping Giant?" Jennifer Wilder. May 1979. CURA Reporter 9 (3): 1-7. Written as an introduction to cable television, this article discusses cable in terms of its capabilities and how it has developed in Minnesota. A step-by-step guide to franchising is included.


"Voiceless" Groups in the Twin Cities Community: Programming Needs of Some of Public Television's Non-Audiences. Orville C. Walker, Jr., Priscilla P. Goldstein, and William Rudelius. 1974. CURA and the Graduate School of Business Administration, University of Minnesota. 22 pp. Results are presented from a survey conducted among minority groups in the community as to how television can serve their needs. Those surveyed were: elderly on fixed income, hard of hearing, mental health patients, women prisoners, teenage expectant mothers, runaway teenagers, V.D. victims, American Indians, black teenage girls, Asians, disabled, and nuns.

COMMUNITY/NEIGHBORHOOD STUDIES

"Assessing Neighborhood Health and Social Needs: The People's Center Re-examines Its Constituency in Cedar-Riverside." Donald Chock. March 1983. CURA Reporter 13 (2): 7-11. Results of a survey conducted for the People's Center show what areas of health and social needs are most important to the center's clients and potential clients. The survey was used to discover how aware people are of the center and to help plan directions the center might take in the future.

Community-Based Economic Development Organizations in Minnesota. See "Business, Industry, and Employment."


Community Involvement in the Whittier Neighborhood: An Analysis of Neighborhood Conditions and Neighborhood Change. Rebecca Lou Smith and Thomas L. Anding. 1980. CURA 80-4. 82 pp. A revitalization effort in the inner city of Minneapolis is evaluated. A corporate and neighborhood partnership enabled a variety of programs to be tackled: housing, crime, business, and neighborhood image. A summary of this report is also available: see "Whittier" in this section.


Introduction to Community Interviewing. Leslie H. Brown. 1980 CURA 80-7. 31 pp. Designed as an aid for groups preparing to interview in the community, this work tells how to train people to do face-to-face interviews and offers a checklist for trainers of things they should remember to do.

“The Loring Park Development: the Design, the Development, and the Difference it Has Made.” Warner Shippee, Philip Wagner, and Dana Reed. March 1984. CURA Reporter 14 (2): 1-6. A redevelopment project on the edge of downtown Minneapolis is traced through planning stages, design, and construction. Were development goals met? Has a new type of resident been attracted to the city? CURA researchers report on their conclusions after surveys and discussions with planners, developers, and residents.

“The Minneapolis Survey: How the City Grew and What Should be Preserved.” Judith A. Martin. March 1983. CURA Reporter 13 (2): 1-6. Reports on a major survey of the City of Minneapolis that shows the development of the city, recommends which buildings and districts should be preserved, and suggests what role the preservation process can serve for the city.

Minnesota Project Rediscovery. Parks and Open Space: Mora, Minnesota. Lynn Stearns. 1977. CURA 77-4. 21 pp. A landscape architecture student describes how he developed a recreational concept plan for the community of Mora. Community involvement played an important part in formulating guidelines for his plan.

“Neighborhood Therapy for Duluth’s West End.” Rick Ball. January 1982. CURA Reporter 12(1): 11-13. An old neighborhood in Duluth has gone through a neighborhood planning process and has begun a revitalization program that involves both local business and residential areas.

Parallels: Teaching Architecture in Elementary and Secondary Schools. See “Education.”

Project Rediscovery: Lake City, A Study of Choices. Robert Friedman. 1977. CURA/Urban Education Center. Color slide/tape show. 20 minutes. Pictures of Lake City, its citizens, and the student designers who worked with them in 1976-77 document the process they went through in rediscovering their community and exploring how the growth of the recreation industry in the community might be encouraged and enhanced. Development ideas for the harbor, Hok-Si-La Park, and the downtown area are featured.


Recycling the Central City: The Development of a New Town-In Town. See “Housing.”

Staples. Richard G. Wolfram. 1977. CURA 77-5. 37 pp. Planning and design proposals were prepared by three architecture and landscape architecture students for Staples, Minnesota. Their work, presented here, was part of Project Rediscovery, a CURA Urban Education Center program. This book includes many photos and maps and a wealth of information about the community of Staples.


Windows to the Past: A Bibliography of Minnesota County Atlases. See “Land Use.”

“Windows to the Past: Minnesota County Atlases.” See “Land Use.”

EDUCATION


“Challenging Myths About Welfare.” May 1983. CURA Reporter 13 (3): 5. Course materials have been prepared, field tested, and published that present the social welfare system to high school students.

Fiscal Constraints on Minnesota—Impacts and Policies: Local Perspectives on Minnesota’s Intergovernmental System. See “Planning and Public Affairs.”

Fiscal Constraints on Minnesota—Impacts and Policies: Proposals for Fiscal Reform. See “Planning and Public Affairs.”


Parallels: Teaching Architecture in Elementary and Secondary Schools. Gar Hargens and Bev Anderson. 1979. CURA and the Minnesota Society American Institute of Architects. 12 pp. Teachers and architects can work together to teach community planning in the schools and thereby help educate the next generation of citizens. This four-color pamphlet tells how, based on the author’s experiences in Red Wing, Minnesota.


“Training in Co-op Development.” July 1984. CURA Reporter 14 (4): 6-7. Graduate students are able to learn how to develop housing opportunities for low and moderate income people through a recently created internship program.

ENVIRONMENT AND ENERGY

“The All-University Council on Environmental Quality.” February 1977. CURA Reporter 7 (1): 1-3. The history and current programs of AUCEQ are briefly described and presented along with a commentary on “the task ahead” by Dean Abrahamson.

Atlas of Minnesota Resources and Settlement. See “Planning and Public Affairs.”
Decommissioning Commercial Nuclear Power Plants. Jane Anderson, Dave Acquilina, and David Rodbourne. 1980. CURA 80-6. 108 pp. A thorough study of the different methods of decommissioning, the estimated costs, financing issues, and radiation problems, this book was designed to serve as a background work for the public discussion of the policy issues involved when we must dispose of nuclear power plants as they shut down after a normal life-span of 30 years. Also available in summary form: see "Decommissioning:"


Energy From Peatlands: Options and Impact. CURA Peat Policy Project. 1981. CURA 81-2. 183 pp. $4.00 plus $1.00 postage. This book is a major report on Minnesota's peat resources and how they might be developed. It includes a discussion of direct peat mining, using peatlands as farmland for growing energy crops, and preserving peatlands. It analyzes the economies of these various approaches; considers the impact development would have on local economies, communities, and the environment; explores the legal and regulatory options available to Minnesota; and presents the recommendations of the peat panel that prepared the report.

"Environmental Protection Versus the Right of Property Owners." Edward J. Druy. May 1979. CURA Reporter 9 (3): 9-11. A study by David Bryden on the origins and effects of a 1972 Wisconsin Supreme Court decision is summarized here. That decision upheld conservancy zoning as part of the comprehensive shoreland zoning statutes in Wisconsin.

Fiscal Constraints on Minnesota—Impacts and Policies: Budget Cuts and Environmental Programs. See "Planning and Public Affairs:"


Growing Energy Crops on Minnesota's Wetlands: The Land Use Perspective. Jeffrey P. Anderson and William J. Craig. 1984. CURA 84-3. 95 pp. A major report that analyzes the land use issues that will control development of bioenergy in Minnesota. The report includes an inventory of Minnesota's wetlands, analysis of possible land use conflicts and economic limitations, case studies of three Minnesota counties, and projections as to how much land will be available for growing energy crops.

Homeowners That Use Solar Energy: A Study of the Social Aspects of Diffusion of Solar Technology. Edward J. Mack, Ronald E. Anderson, and Brian Aldrich. CURA 83-6. 32 pp. People who use solar energy in their homes were surveyed to find out who they are, what their experiences have been with the new technology, and what role various government agencies played in their choosing solar. The work is also available in summary form: see "Who Uses Solar Energy?" in this section.

"If We Develop Peat..." Thomas R. Peek and Douglas S. Wilson. March 1981. CURA Reporter 11 (1): 9-11. The creation of the CURA Peat Policy Project and the different areas it is studying are outlined here. These include: the development options and the problems surrounding the economic, social, and environmental effects of peatland development.


"Minnesota's Peat: A Waiting Resource in Our Northern Wastelands." Jeffrey P. Anderson. March 1980. CURA Reporter 10 (1): 11-14. A background piece on Minnesota's peatlands, this article discusses the extent of the peatlands, their energy content, and past uses. Minnesota's experimental program in peat gasification is noted as are the state of Minnesota's Peat Program, and past CURA mapping studies of the peatlands.

Peatland Energy Options: Systems Analysis. Roger Aiken and Douglas S. Wilson. 1982. CURA 82-2. 32 pp. A technical supplement to the CURA Peat Policy Project's major report Energy from Peatlands, this work presents calculations that compare the amount of energy that could be extracted from Minnesota peatlands using three different mining techniques as well as a renewable approach. Cattails are used as the renewable crop to be grown on the peatlands, harvested, and converted to usable energy.

Presettlement Wetlands of Minnesota. See "Land Use:"

Public Control of Privately-Owned Lands: Approaching Land Use from the Legal Perspective. See "Land Use:"

Residential Heating Fuel Type, 1970. CURA and Minnesota State Planning Agency. March 1978. SPA/CURA Wall Map Series #5. Color 25 x 33 inches. Based on the 1970 Census of Housing, seven maps show the distribution of the various kinds of fuel used for home heating in Minnesota. Supply systems for the fuels are also shown where it is appropriate.

See the Sun Again. May 1978. CURA, All University Council on Environmental Quality, and University of Minnesota Graduate School Research Development Center. CURA 78-2. 20 pp. This pamphlet, prepared for Sun Day (May 3, 1978), presents a summary of current solar research at the University of Minnesota.


Uranium in Minnesota: An Introduction to Exploration, Mining, and Milling. Dean Abrahamson and Edward Zabinsky. 1980. Revised March 1981. CURA 80-2. 67 pp. Prepared as a primer on uranium and how it is mined, this work gives particular attention to current explorations for uranium in Minnesota, the radiation hazards involved in mining and milling, and the means available to the state for controlling the development of uranium mining in Minnesota.


HOUSING

Atlas of Minnesota Resources and Settlement. See "Planning and Public Affairs:"


"The Costs of Regulation: Home Builders, Developers and the Maze of Government Review." B. Warner Shippee. January 1982. CURA Reporter 12 (1): 2-8. A year-long study of the regulatory processes that local, regional, state, and federal governments have created as controls on residential development is presented here. The article discusses the regulatory picture in Minnesota and details the additional costs that accrue to the home buyer as a result of local fees, delays, and uncertainties in the home building process.
"From Soybeans to Split-levels: Exurbanites in Wright and Olmsted Counties." See "Land Use."


Housing Rehabilitation Loan Programs in Minnesota. James D. Fitzsimmons, Julia A. Nutter, and Kathleen A. Gilder. May 1975. 82 pp. Three programs created in 1974 to assist mainly low and moderate income people in maintaining and rehabilitating their homes are described: the Minneapolis Housing Rehabilitation Loan and Grant Program, the St. Paul Housing Rehabilitation Loan and Grant Program, and the Minnesota Housing Finance Agency Rehabilitation Loan Program.


Municipal Housing Policy in Minnesota. 1977. CURA: the School of Public Affairs, University of Minnesota; and the Office of Local and Urban Affairs, Minnesota State Planning Agency. CURA 77-3. 143 pp. This work presents an inventory of programs and grants of authority that can be used in creating local housing programs and local housing policies. A series of case studies shows how the elements listed in the inventory have actually been combined to design local housing programs in three suburban Twin Cities communities.

"New Homes in the Countryside: Prime Farmland for Residential Development." See "Land Use."

New Homes, Vacancy Chains, and Housing Submarkets in the Twin City Area. John S. Adams. August 1973. 56 pp. The results of a University of Minnesota class project are presented here. The impact of new housing in the Twin Cities area was studied by following the "vacancy chains" created when one family moves into a new housing unit, thus leaving their old housing unit vacant for another family to move in, vacating a third unit and so on.

Parallels: Teaching Architecture in Elementary and Secondary Schools. See "Education."

Postwar Housing in National and Local Perspective: A Twin Cities Case Study. Rebecca Lou Smith. 1978. CURA 78-4. 63 pp. After World War II a housing boom swept the nation. This study reviews the major features of that boom and its Twin Cities component. Changes in some typical Twin Cities postwar suburbs are analyzed in depth.

Recycling the Central City: The Development of a New Town-In Town. Judith A. Martin. 1978. CURA 78-1. 161 pp. Author Martin presents a detailed examination of the planning and development of Minneapolis' Cedar-Riverside project, the first federally sponsored urban new town. Her study includes the origins of the project through the first phase of development, along with a survey conducted after the first year of occupancy. Illustrated with many maps and photographs.


"Training in Co-op Development." See "Education."

Twin City Conversions of the Real Estate Kind. Barbara Lukermann and others. 1981. CURA 81-5. 96 pp. A major study of condominium and cooperative conversions in the Twin Cities metropolitan area was completed in 1981. The results, presented here, include maps locating all the conversions; surveys of condominium developers, of buyers, and of those displaced when the buildings were converted; an analysis of cooperative housing; financial case studies; an evaluation of the Minneapolis Homeownership Program; and a discussion of the study results in terms of housing policy for the metropolitan area. More detailed reports of parts of this study are also printed separately under the general title: Twin City Conversions.

Twin City Conversions. The Case Studies: How the Finances Work. Milo Pinkerton. 1981. CURA 81-8. 17 pp. The financial aspects of three actual conversions are described here, each representative of a particular type of conversion. Time lines for development, income and expenses, and profit and loss are recorded for each project. A comparison of three apartments is made in terms of costs to the renter or owner before and after conversion. The effects of conversion on real estate taxes are analyzed.

Twin City Conversions. The Complete Inventory: 1970-1980. Milo Pinkerton. 1981. CURA 81-9. 36 pp. This is a complete listing of the addresses of all the conversions studied in Twin City Conversions of the Real Estate Kind. All converted condominiums in the seven-county metro area and all converted cooperatives are included along with the new condos and new co-ops in Hennepin and Ramsey counties.

"Who Uses Solar Energy?" See "Environment and Energy."

HUMAN SERVICES

American Indian Alcoholism in St. Paul. See "Minorities."


Atlas of Minnesota Resources and Settlement. See "Planning and Public Affairs."

Caring for Children. 1974-75. CURA/Office of Career Development. Ramsey County Day Care Training Project Slide Tapes. 5E 934

Ages and Stages. the developmental relationship. 5E 934

Are You Listening? parent, child, caregiver relationship. 5E 933

Because I Said So. guiding behavior. 7E 935

Childhood at Risk. helping young children handle harsh realities. 5D 461

Hurray for Me! self-esteem in young children. 5E 932

Imagine That! an introduction to creativity in children. 5E 936

Through Our Eyes. cultural identity in child care. 5E 931


"Competitive Tension in Delivering Social Services and Programs: The Role of CAPS in Rural Minnesota." Esther Wattenberg. January 1983. CURA Reporter 13 (1): 1-7. Summarizes a study of rural Community Action Programs in Minnesota. The study explores CAPS' origins, how they have evolved, the function they serve in delivering social services, their funding, and how they interact with local county governments.

The Course List of Current Courses in Aging at the University of Minnesota 1984-85. All-University Council on Aging. 1984. 3 pp. Classes and programs in which aging is a primary component are presented here with course numbers and teachers' names. Class scheduling details are not available. All campuses of the University of Minnesota are included.


* Available from University of Minnesota Audiovisual Library Service, 3330 University Ave. S.E., Minneapolis, MN 55414 (612/373-3810). AV Library Service numbers indicated in parentheses.

Goodbye Again, separation issues in child placement. (3E 982)
If the Bough Breaks, developmental needs in the first year of life. (5E 994)
Like a Motherless Child, toward understanding neglecting parents. (5S 1441)
The Theft of Childhood, toward understanding abusive parents. (5E 991)


"Maps for the Fingers." Judith H. Weir. October 1983. CURA Reporter 13 (4): 5-7. Reports on a project to create maps of the Twin Cities that can be used by the blind. A research project in the use of tactile maps is progressing at the same time.

"New Homes in the Countryside: Prime Farmland for Residential Development?" Lizbeth. Pyle, September 1982. CURA Reporter 12 (3): 9-14. The third in a series of papers reporting on urbanization process in rural areas. This paper discusses patterns of residential development in Olmsted County, how development is affecting prime farmland, and what the county's response has been. See also "From Soybeans to Split-Levels" in this section. "Selling the Land," the second paper, is now out-of-print but available through photocopies.

Public Control of Privately-Owned Land: Approaching Land Use from the Legal Perspective. All University Council on Environmental Quality. December 1975. 28 pp. A brief history of the development of public restrictions on the use of private land is presented along with descriptions of five acts passed by the Minnesota State Legislature in the early 1970s that extended the state's role in regulating private land use.


duction to the bibliography, a brief history of the county atlas and how it developed in Minnesota is presented along with a number of illustrations from Minnesota atlases. Excerpts from the introduction are available in "Windows to the Past...."

"Windows to the Past: Minnesota County Atlases." Mai Treude. June 1980. CURA Reporter 10 (2): 4-10. A brief history of the county atlas and how it developed in Minnesota is presented along with a number of illustrations from Minnesota atlases. Excerpted from Windows to the Past, listed earlier in this section.

MINORITIES

American Indian Alcoholism in St. Paul. Michael Miller and Laura Waterman-Wittstock. 1981. CURA 81-11. 60 pp. The findings of a survey designed and conducted largely by Indians are reported here. Data are presented on who is alcoholic, how widespread the problem is, and how programs and services for the alcoholic Indian are working. Recommendations and an extensive annotated bibliography are included.

American Indians and the Criminal Justice System in Minnesota. Roger Benjamin and Choong Nam Kim. 1979. CURA 79-6. 61 pp. A statistical comparison is made of how the Minnesota Criminal Justice System treats American Indians as compared with blacks and whites. Treatment by police, prosecutors, and courts is examined as well as treatment within the corrections system. How Indians are treated in different areas of Minnesota is explored. Data originated in the computerized data base of the state's Bureau of Criminal Apprehension.

Annotated Bibliography of Recent Research on Chicanos and Latinos in Minnesota. Greg Stark, Kathryn Guthrie, and Cheryl Selinsky. 1980. CURA/Minnesota Spanish-Speaking Research and Data Collection Task Force. CURA 80-1. 56 pp. The bibliography includes both published and unpublished works of merit. Research is presented in four categories: policy and issue oriented studies, immigrant affairs, data sources and descriptive studies, and specific program studies. At least one verified location of where to obtain each study is given.

Atlas of Minnesota Resources and Settlement. See "Planning and Public Affairs."

Bibliography of Social Science Research and Writings on American Indians. Russell Thornton and Mary K. Grasmick. 1979. CURA 79-1. 160 pp. Thornton and Grasmick have compiled a listing of social science knowledge on American Indians as it has appeared in scholarly journals in the fields of history, sociology, geography, political science, economics, and American and ethnic studies. Entries date from the late 19th century to 1976.


"Hmong Resettlement." Bruce T. Downing, Glenn Hendricks, Sara Mason, and Douglas Olney. May 1984. CURA Reporter 14 (3): 1-8. A major study of the Hmong resettlement experience in the United States has been completed for the federal government. This article highlights the Twin Cities component of that study, looking at employment, welfare dependency, English proficiency, education, and community relations.

Indochinese Refugee Settlement Patterns in Minnesota. Glenn Hendricks. 1981. CURA 81-3. 7 pp. and 3 maps. How many refugees live where? Indochinese settlements are roughly located on maps of Minnesota and the Twin Cities area and presented along with a discussion of some of the factors involved in refugee decisions about where to live.


"Voiceless" Groups in the Twin Cities Community: Programming Needs of Some of Public Television's Non-Audiences. See "Communications."

White Hmong Language Lessons. Doris Whitelock. CURA/Southeast Asian Refugee Studies Project. Occasional Papers Number Two. 1982. CURA 82-6. 131 pp. $5.00 plus $1.00 postage. This book presents a series of structured lessons in one of the major Hmong dialects. The lessons should be studied with the help of a native Hmong speaker.

PLANNING AND PUBLIC AFFAIRS

American Indians and the Criminal Justice System in Minnesota. See "Minorities."

Atlas of Minnesota Resources and Settlement. John R. Borchart and Neil C. Gustafson. 3rd edition. 1980. CURA and the Minnesota State Planning Agency. CURA 80-5. 309 pp. 350 two-color maps. 24 tables. $4.00 plus $1.50 postage. The atlas brings together in a single source a vast amount of information on Minnesota's basic resources and current trends and development. Examples of topics included are bedrock geology, farm-size changes, export manufactures, weekly newspaper circulation, changes in housing construction, and local government taxes. Designed as an aid for local and state government officials and a data source for students learning about Minnesota's development, it is also a fasci-
nating reference work for the general public seeking to learn more about the state.

Building Permits Monitor Development and Land Use Change in Wright County. See "Land Use."

"Changing Populations in an Urban Renewal Area." See "Housing."

Community-Based Economic Development Organizations in Minnesota. See "Business, Industry, and Employment."

Competitive Tension in Delivering Social Services and Programs: The Role of CAPs in Rural Minnesota. See "Human Services."


"Expert Advice: Can Computers Help Government Find and Use It?" See "Communications."

"Financing Performing Arts in the Twin Cities." See "Communications."


Fiscal Constraints on Minnesota—Impacts and Policies: Local Perspectives on Minnesota’s Intergovernmental System. Thomas R. Peek and Douglas S. Wilson. 1984. CURA 84-1. 41 pp. Perspectives of local officials on Minnesota’s intergovernmental system are summarized and proposals for its reform suggested. Also available in summary form: see "Minnesota’s Intergovernmental System" in this section.


"Hmong Resettlement." See "Minorities."

Institutionalizing Organized Citizen Participation: Challenges and Opportunities. Karen M. Hult. 1984. CURA 84-5. Changes in citizen participation in Minneapolis were studied and analyzed over a four-year period: 1980-84.


Municipal Housing Policy in Minnesota. See "Housing."

"Neighborhood Therapy for Duluth’s West End." See "Community Studies."


Public Control of Privately-Owned Land: Approaching Land Use From the Legal Perspective. See "Land Use."

Recent Population Change in the United States. David J. Borchert and James D. Fitzsimmons. 1978. CURA 70-5. 30 pp. Twenty-six computer-generated maps document changes in the U.S. population growth rate from 1950 to 1975. Data on population change, net migration, natural increase, and per capita income are presented on a county-by-county basis.

Recycling the Central City: The Development of a New Town-In-Town. See "Housing."


"Response: Protecting Agriculture vs. Preserving Prime Farmland." See "Land Use."

"Services for Indian Children: How Local Government Responds." See "Minorities."

"Working and On AFDC: The Impact of Federal Cutbacks One Year Later." See "Human Services."

"Working and on AFDC: The Impact of Recent Federal Cutbacks." See "Human Services."

CURA NEWSLETTERS, PROGRAMS, AND PUBLICATIONS

Aging News. This bi-monthly newsletter from the All-University Council on Aging includes news on seminars, classes, and programs in aging at the University of Minnesota as well as announcements of meetings in Minnesota and nationally, research opportunities, short reports, and book reviews.

AUCA Brochure. An explanation of the structure, programs, and functions of the All-University Council on Aging is presented in succinct form.

The Complete List of CURA Publications. A listing of virtually every CURA publication (both in and out-of-print) is kept on computer and may be ordered at any time. Out-of-print publications may be ordered from this list at a cost of 10c per page for photocopying.

CURA Brochure. This small brochure offers an explanation of what CURA is, what kinds of projects CURA undertakes, and how CURA operates.
CURA Reporter. Research reports, articles about current CURA projects, and announcements of new CURA publications are published five times a year in the Reporter.

Southeast Asian Refugee Studies Newsletter. Information about research and publications that relate to the Indochinese refugees and particularly the Hmong people of Laos is reported in this quarterly newsletter.


CURA PUBLICATIONS ORDER FORM

BUSINESS, INDUSTRY, AND EMPLOYMENT

☐ Community-Based Economic Development Organizations in Minnesota. Freeman.
☐ Day Labor. West.

COMMUNICATIONS

☐ “Voiceless” Groups in the Twin Cities Community. Walker, Jr., Goldstein, and Rudelius.

COMMUNITY/NEIGHBORHOOD STUDIES

☐ Community Involvement in the Whittier Neighborhood. Smith and Anding.
☐ Parks and Open Space: Mora, Minnesota. Steams.
☐ Staples. Wolfgamm.

EDUCATION

☐ The Berman, Weiler Study. Duren, Jr. and Peel.
☐ Parallels. Hargens and Anderson.

ENVIRONMENT AND ENERGY

☐ Energy from Peatlands. $4.00* plus $1.00 postage.
☐ See the Sun Again.
☐ Uranium in Minnesota. Abrahamson and Zabinsky.

HOUSING

☐ Housing Rehabilitation Loan Programs. Fitzsimmons, Nutter, and Gilder.
☐ Municipal Housing Policy.
☐ New Homes, Vacancy Chains, and Housing Submarkets. Adams.
☐ Postwar Housing in National and Local Perspective. Smith.
☐ Recycling the Central City. Martin.
☐ Twin City Conversions of the Real Estate Kind. Lukermann and others.

☐ The Case Studies. Pinkerton.
☐ The Complete Inventory. Pinkerton.

HUMAN SERVICES

☐ Room at the Top. Wattenberg, ed.

LAND USE

☐ Building Permits. Craig.
☐ Public Control of Privately-Owned Land.
☐ What’s Happening to Farmland in Minnesota? Craig.
☐ Windows to the Past. Treude.

MINORITIES

☐ American Indian Alcoholism. Miller and Waterman-Wittstock.
☐ American Indians and the Criminal Justice System. Benjamin and Kim.
☐ Annotated Bibliography of Recent Research on Chicanos and Latinos. Stark, Guthrie, and Selinsky.
☐ Bibliography of Social Science Research and Writings on American Indians. Thornton and Grasmick.
☐ Indochinese Refugee Settlement Patterns. Hendricks.
☐ White Hmong Language Lessons. Whitelock. $5.00* plus $1.00 postage.

PLANNING AND PUBLIC AFFAIRS

☐ Atlas of Minnesota Resources and Settlement. Borchert and Gustafson. $4.00* plus $1.50 postage.
☐ Fiscal Constraints... Budget Cuts and Environmental Programs. Walters.
☐ Fiscal Constraints... Local Perspectives On Minnesota’s Intergovernmental System. Peek and Wilson.
☐ Fiscal Constraints... Proposals for Fiscal Reform. Peek and Wilson.
☐ Institutionalizing Organized Citizen Participation. Hull.
☐ Public College Enrollment. Mortensen, Alalen, and Borchert.
☐ Recent Population Change. Borchert and Fitzsimmons.

* Minnesota residents add 6 percent sales tax.
A SELECTED BACKLIST OF OUT-OF-PRINT * CURA PUBLICATIONS

BUSINESS, INDUSTRY, AND EMPLOYMENT


COMMUNITY AND NEIGHBORHOOD STUDIES

- A Process for Rediscovery 74-75. CURA, Urban Education Center. 1975: 8 pp. $2.00.

ENVIRONMENT AND ENERGY

- Update on State Management of Peat Development. Deborah Karasov. 1982. CURA 82-5: 16 pp. $2.00.

HOUSING


HUMAN SERVICES

- Family Day Care: A Self-Portrait. CURA, Minnesota Family Day Care Training Project. 1975. 36 pp. $3.60.

*Costs indicated are for preparing and mailing a photocopy.

LAND USE
□ A Landfill Site Selection Study for Washington County and Ramsey County, Minnesota. Alan Robinette and Dennis Asmussen. MLMIS #5015. 1975. 56 pp. $5.60.
□ Wildlife Habitat Change and Seasonal Cultivation. Dwight Brown et al. MLMIS #5012. 1975. 22 pp. $2.20.
□ MLMIS Geocoding Procedures. William J. Craig. MLMIS #4005. 1976. 27 pp. $2.70.

MINORITY STUDIES
□ The Hmong in the West: Observations and Reports. Bruce T. Downing and Douglas P. Olney, eds. CURA, Southeast Asian Refugee Study Project. 1982. CURA 82-1. 360 pp. $20.00.

PLANNING AND PUBLIC AFFAIRS
□ Managed Growth. Proceedings From Five Community Workshops on the Issue of Managed Growth for the Twin Cities Metropolitan Area. CURA; School of Public Affairs; and Continuing Education and Extension. October-November 1974. 206 pp. $20.00.

TRANSPORTATION

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University of Minnesota
1927 S. Fifth St.
Minneapolis, MN 55454
In its second year now, the group internship program is supporting two new projects. One is a major assignment with the state’s Department of Finance and Housing Finance Agency to develop policies for more cost-effective state support of strategies for meeting the needs of the rapidly growing population of the elderly. Students are modeling costs for elderly care in different home settings and examining public costs tied to the Minnesota Supplemental Aid program and the pre-screening program. The other internship, with the Community Development Agency in Minneapolis, is using students to help staff the Task Force on Neighborhoods. They offer administrative support to various committees and research that will assist the task force in establishing a position vis-a-vis neighborhood economic development, neighborhood resource centers, and linkages between taxes generated in the downtown area and neighborhood needs.

CURA maintains primary responsibility for project development and ongoing administration of the group internships. CURA’s offices are also the locus for the regular seminar sessions. Many of the outside consultants who participate with the students at these sessions are brought in through CURA’s extensive contacts in government and community circles.

The Humphrey Institute provides faculty oversight and recruits the students.

Students receive a salary and also have the opportunity to arrange for some credit. The pooling of resources between CURA and various instructional units of the University continues to be innovative and this latest foray into a new educational model appears to be fruitful. We are likely to run out of students long before we run out of pressing community issues which need the talents the University can provide.

Barbara Lukermann, a Senior Fellow in the Humphrey Institute, is serving as faculty supervisor for this joint CURA-Humphrey Institute project.

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Minnesota’s Shorelands

by Joseph Stinchfield, Jeffrey Stitt, and Glenn Radde

In recent years, Minnesotans have expressed growing concern about the quality of our precious lakes and rivers. A new survey of shoreland residents throughout Minnesota shows that:

- The shoreland resident is not your average Minnesotan, but is older, better educated, earns more, and is more likely to be retired.
- Most shore homes bear little resemblance to the image of the little cabin at the lake.
- Seasonal residents contribute a significant cash flow to local economies.
- Fishing remains an important activity for Minnesotans, with three-fourths of shoreland residents owning fishing boats.
- Despite thousands of lakes and miles of undeveloped shoreline in Minnesota, lake and river crowding remains a serious concern.
- Shoreland residents are more concerned about pollution than any other problem in their shoreland area.

The survey, a cooperative project of CURA and the Minnesota Department of Natural Resources is one of several research components being used to create an extensive data bank on Minnesota’s shoreland development—a data bank that will be available to state and local governments as an aid in developing policies and managing Minnesota’s shorelands and water resources.

In essence, this project of the DNR’s Division of Waters, involves creating a comprehensive update of the Minnesota Lakeshore Development Study, a study that was conducted in the late 1960s for the Minnesota legislature by CURA and the Department of Geography at the University of Minnesota. Results of that study were published in 1970 and provided guidelines for establishing a lake and shoreland management system in Minnesota and led to the Minnesota Shoreland Management Act. Updating the lakeshore development data bank for the 1980s was carried out with a two-part thrust: new data were collected, including a count of seasonal and permanent homes on Minnesota’s lakeshores and riverfronts, and the effectiveness of Minnesota’s shoreland management program has been evaluated. A series of reports will be issued by the DNR on key issues in the shorelands project. The survey of Minnesota shoreland residents is one part of this large research and evaluation effort.

The Sample

The survey of shoreland residents was conducted in September of 1982. A systematic sample of lakes was chosen representing half of those used for the residents survey conducted in the late 1960s. In addition, river segments and “small” lakes (10% of a basin acreage of less than 150 acres) were included in the total sample. Efforts were made to balance the sampling of lakes so that valid comparisons could be made within lake-types and between regions of the state.

As in the earlier study, this questionnaire survey did not include Lake Superior, the seven-county Twin Cities metropolitan area, Indian reservations, the Boundary Waters Canoe Area, or lakes which are completely within government ownership. At least sixty questionnaires were sent to residents on each sample lake, except where there were fewer than sixty residents on the lake. In that case, all residents were sampled. On heavily developed lakes at least 20 percent of the residents were sent questionnaires; along river segments, at least 50 percent. In all, 3,200 questionnaires were mailed to residents on seventy-nine lakes and twenty-three river sections in thirty-five counties. Forty-seven percent of the questionnaires were returned. A total of 1,167 responses from residents with shoreland homes formed the sample for this study; 1,167 were on lakes and 135 on rivers.

In examining the results of the survey, regional variations were explored as well as variations in types of shoreland. The DNR’s administrative units were used to distinguish regions of the state (see map) and shoreland zoning classifications were used.
to distinguish between lake types. Three zones are distinguished: General Development, Recreation Development, and Natural Environment. The General Development classification designates lakes and streams that are at present highly developed or that, due to location, may be needed for high density development in the future. These tend to be large lakes. They have the least restrictive development standards. The Recreational Development classification is for those waters capable of absorbing additional development and recreational use. They are usually lightly to moderately developed at present and have an intermediate set of development standards. The Natural Environment classification is for waters that need a significant degree of protection because of their unique natural characteristics or their ecological sensitivity to development and sustained recreational use. These tend to be small lakes where only light development exists at present. They have the most restrictive development standards.

The Residents

The shoreland resident is not your average Minnesotan, but is older, better educated, earns more, and is more likely to be retired. Almost a third (35 percent) of shoreland respondents are retired. The median age of shoreland residents is thirty-six years compared to a statewide average of twenty-nine. Almost half (47 percent) of shoreland residents have family incomes in excess of $30,000 while only 20 percent of families statewide earn as much. Shoreland residents are also much more likely to be in professional or technical occupations. While 41 percent of shoreland residents list professional or technical categories as their occupations, only 13 percent do statewide. High income is usually related to education. Almost half (44 percent) of shoreland residents have one or more years of college.

These differences in education and income are none too surprising. With undeveloped lots selling for as much as $60,000 in some parts of the state, the dream of the cabin at the lake will remain just a dream for most Minnesotans. Lake homes, even on lower cost shorelands, are out of the reach of most Minnesota wage earners.

The Shore Home

Most shoreland homes bear little resemblance to the image of the little cabin at the lake. Close to 40 percent are used year-round as a primary residence. As such, many have all the conveniences common to a suburban home. Even seasonal homes are well equipped with household facilities and increasingly seem to assume the characteristics of permanent residences. A comparison of this current survey (1982) with the earlier lakeshore development survey (1969) is of interest. Seasonal homes now are more likely to have a clothes washer (16 vs. 9 percent), indoor plumbing (82 vs. 64 percent), and a shower or bath (74 vs. 50 percent).

This upgrading has potentially troublesome implications for water quality in Minnesota lakes. Clothes washers and indoor plumbing often discharge into septic systems. When those systems function improperly, nutrients are added to the lake. These can cause the weed growths and algae blooms which have been the bane of shoreland residents for years.

Shoreline Frontage. Shoreline frontage averages 241 feet, but varies both with zone and region. On Natural Environment lakes the average is 584 feet; on Recreational Development lakes, 247 feet; and on General Development lakes, 174 feet of shoreline frontage. River frontages average 387 feet. More surprising is the variation by region of the state: while DNR Regions 1, 2, and 5 are about average in shoreline frontage, Region 4, the southwest, is high, averaging 410 feet of frontage and Region 3, central Minnesota, is low, averaging 190 feet.

Minnesota's Shoreland Management Act designates a minimum lot width for each shoreland zone. Actual property frontages often fall below minimum statewide standards. On Natural Environment lakes (where the minimum lot width is 200 feet) just over half (51 percent) are below standard. On Recreational Development lakes (minimum standard of 150 feet) even more (57 percent) are below standard. But on General Development lakes (100 feet standard) only about a third (37 percent) are below standard.

Resident Status

With more than 15,000 lakes in Minnesota, there is a lake to fit every taste. Results from the questionnaire indicate that people in different parts of the state make use of their lakes differently. A major difference lies in the permanent or seasonal use status of shore homes (Table 1). In southern Minnesota, and particularly region 5, a higher share of shoreland homes are used on a year round basis as permanent homes. In northern Minnesota (regions 1 and 2), only about a third of shore homes are used year round. Overall 38 percent of shoreland homes are permanent residences and 62 percent are seasonal.

Patterns of Use

Conversion from Seasonal to Permanent Use. About one-fourth of all seasonal residents plan to convert their shore home into a permanent residence. Plans vary significantly by region. While only about one-fifth of the seasonal residents from Region 2 plan to convert, over one-third from Region 5 plan to do so. Although plans for conversion did not vary significantly by zone, residents on rivers and Natural Environment lakes appear more likely to convert than do residents on Recreational Development and General Development lakes.

For those planning to convert, over 46 percent plan to do so within five years and another 35 percent within ten years. The average length of time until conversion was seven and three-quarters years.

Travel between Primary and Seasonal Home. Seasonal residents travel an average of just over 200 miles from their primary residence to their shoreland home. The average is inflated by some who travel great distances. Over 50 percent of seasonal residents travel 100 miles or less between their primary and seasonal homes. Distance traveled varies by region. Region 1 listed the highest percentage traveling farther than 150 miles (48 percent) followed by Region 2 where 35 percent travel 150 miles or more. Residents from Region 5 were closest to their seasonal homes, almost 80 percent traveling fifty miles or less.

Seasonal residents take an average of thirty trips to their shoreland home each year. As expected, the frequency of trips is highest between June and September (averaging about five trips per month). Regional differences were significant. The frequency of trips appears to be inversely related to the distance traveled; twice as many residents in Region 5 reported taking more than thirty-seven trips than did residents from the other regions. Residents in Region 1 take the fewest number of trips, 46 percent taking twelve or less trips per year.

Local Expenditures. Seasonal residents contribute a significant cash flow to local economies. Each on the average spends about $2,500 in the area near their shoreland home. The largest single expenditure is for maintenance ($651), with real estate taxes coming in a distant second ($373). These expenditures (see Table 2) represent a substantial contribution to the local economy. According to some estimates each $25,000 in expenditures generates one additional job in the local economy, even without considering multiplier effects as cash "turns over" within the economy. This suggests that one new job is created for each ten seasonal homes added in an area. Since seasonal home-owners create a relatively small demand on local tax supported services (such as schools), their existence represents a solid
economic bonus to the local community.

Unfortunately, seasonal homeowners do not always view the situation favorably. Many have observed that tax laws discriminate against seasonal homeowners. Since seasonal homes do not qualify for homestead tax credits, seasonal homeowners pay taxes at a much higher rate than their permanent neighbors.

Table 2. AVERAGE LOCAL EXPENDITURES BY SEASONAL RESIDENTS

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residence maintenance</td>
<td>$851.00</td>
</tr>
<tr>
<td>Real estate taxes</td>
<td>$373.00</td>
</tr>
<tr>
<td>Food and beverage</td>
<td>$355.00</td>
</tr>
<tr>
<td>Transportation</td>
<td>$231.00</td>
</tr>
<tr>
<td>Utilities</td>
<td>$230.00</td>
</tr>
<tr>
<td>Major equipment</td>
<td>$186.00</td>
</tr>
<tr>
<td>Household supplies</td>
<td>$92.00</td>
</tr>
<tr>
<td>Minor equipment</td>
<td>$78.00</td>
</tr>
<tr>
<td>Other retail goods</td>
<td>$69.00</td>
</tr>
<tr>
<td>Recreation</td>
<td>$55.00</td>
</tr>
<tr>
<td>Other</td>
<td>$35.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$2,555.00</strong></td>
</tr>
</tbody>
</table>

**Recreational Uses**

**Watercraft.** Fishing remains an important activity for Minnesotans with three-fourths of shoreland residents owning fishing boats. Runabouts and canoes are the next most popular type of boat, but at less than half the rate of fishing boats (34 and 30 percent respectively). Pontoons are owned by 16 percent, sailboats by 12 percent and paddleboats by 5 percent of the residents. There is some regional variation in boat ownership. Fishing boats are less common in Regions 4 and 5, where fewer lakes support permanent game fish populations. Canoe ownership is higher on rivers than on lakes.

**Fishing.** Fishing quality has been a growing concern in Minnesota. Many maintain that fishing quality has declined significantly in recent years. While some data may dispute that conclusion, the concern certainly is evident among shoreland residents. For example, more than half of the residents from Regions 1 and 3 conclude that fishing quality is important in their selection of a lake for their shoreland residence. Yet, overall, shoreland residents indicate that the fishing quality on their lake or river is less than average in quality. This may indicate some gap between hopes and realities.

The size and type of fish caught are the most important elements for fishing success among shoreland residents. Eighty-seven percent indicated that catching a specific type of fish was important. Fifty-two percent fish for walleye. Almost half (48 percent) also indicated that size was important. A third (35 percent) indicated that the number of fish caught or variety of fish caught was important.

Despite their concern with what they see as declining fishing quality, shoreland residents are reluctant to tamper with current fishing regulations. An overwhelming 92 percent indicated no change needed in current daily limits on fish caught. And fewer than a fourth would be interested in reserving certain water bodies for trophy fishing only.

**Use of Other Lakes and Rivers.** Shoreland residents do not find that their lake or river serves all their recreation needs. Almost a third indicated that they use other lakes or rivers. This is not surprising since few lakes provide superior facilities for all purposes. The lake which is excellent for swimming may be poor for fishing. Of those who use other lake resources, almost all (94 percent) launch their watercraft from a public access.

**Management Concerns**

**Crowding.** Despite thousands of lakes and miles of undeveloped shoreline in Minnesota, lake and river crowding remains a serious concern. Many management decisions, including subdivision design and public access location are affected by water surface and shoreland crowding. Shoreland residents were asked about their perceptions of lake and river crowding. Many
see their lakes or rivers as more crowded than desirable. Almost one-fourth (22 percent) of all shoreland residents surveyed, indicated that the surface of their lake or river is packed.

Perceptions varied by region and zone. In Region 5 where lakes are a less common resource, almost 40 percent of the residents indicated crowded conditions. In lake-rich Region 2, however, only 12 percent indicated crowding. Crowding perception also varied by shoreland densities. Rivers and General Development lakes—those with the smallest lot sizes and the highest shoreland densities—were rated the most packed. Natural Environment lakes were rated the least crowded.

Shoreland residents overwhelmingly indicated that afternoon hours—especially between 2:00 and 4:00 p.m.—are the most crowded, sometimes preventing residents from using their lake or river. Eleven percent had refrained from using their lake or river once a month because of crowded conditions.

Despite controversy over public access siting, shoreland residents did not choose public access limitations as the most effective approach to combating water surface crowding. In fact, of the five choices presented to them, limitations on public access was ranked least effective (Table 3). The residents chose better enforcement as the most effective approach. Also popular were restrictions on boat speed limits and limits on motor size.

Shoreland Project Reports

The Department of Natural Resources (Division of Waters) will be publishing the following reports this fall under the general title of shoreland update project:

- Shoreland management effectiveness: a questionnaire survey of shoreland management
- Evaluation of shoreland management based on sample counties and townships
- Local official recommendations for shoreland program improvements
- Shoreland development trends
- A river classification system
- Shoreland residents: a questionnaire survey

Copies may be ordered from the DNR, phone 612/296-9296. Copies of report number 8 may also be ordered through CUSD, 612/373-7833.

Overcrowding of Minnesota’s shorelands remains a key management concern because it can lead to environmental deterioration.

Table 3. METHODS SHORELINE RESIDENTS RATED AS EFFECTIVE FOR CONTROLLING WATER-SURFACE CROWDING (IN PERCENTS)

<table>
<thead>
<tr>
<th>Method</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enforcement</td>
<td>54.4</td>
</tr>
<tr>
<td>Speed limits</td>
<td>46.2</td>
</tr>
<tr>
<td>Limits on motor size</td>
<td>41.1</td>
</tr>
<tr>
<td>Banning certain activities during peak use periods</td>
<td>37.7</td>
</tr>
<tr>
<td>Zoning areas for activities</td>
<td>37.1</td>
</tr>
<tr>
<td>Limits on public access</td>
<td>36.5</td>
</tr>
</tbody>
</table>

*The percents of shoreland residents rating the method 5, 6, or 7 on a scale of 0—least effective to 7—most effective.

Satisfaction with Zoning. Closely related to issues of water-surface and shoreland crowding is resident satisfaction with the way shoreland zoning regulations have maintained their lake or river. In spite of significant concern for crowded conditions, it appears that residents are overall satisfied with zoning regulations—over 50 percent indicated a high level of satisfaction, though slightly more than 18 percent indicated low satisfaction.

Zoning regulations received a higher level of support from residents on Natural Environment lakes than on those in other zones and those on small lakes were more satisfied than those on large lakes.

Residents from Region 3 emerged as somewhat less pleased than average with shoreland standards. This region has experienced more than its share of controversy on public accesses, townhouse development, and other lake management concerns. The controversy may have gen-
erated public displeasure with shoreland management. Despite that, only one in five persons in Region 3 indicated a low satisfaction with the program.

Public Services. Most residents seemed pleased with the quality of services available at their shoreland homes. When posed with the dilemma of selecting needed public service improvements while recognizing increased service cost, the most common reply was that no services needed improvement (42 percent of respondents). Road maintenance ranked well above all other categories as a service that needed extension or improvement. It was chosen by 29 percent. Extended police and fire protection and municipal sewers came next at 16, 11, and 12 percent respectively. All other services were chosen by less than 5 percent of the residents. These included rubbish collection, municipal water, natural gas, electricity, telephone, ambulance, hospital, schools, library, parks, public water access, and public fishing dock.

Problems. Residents were asked to rank a variety of water and shoreland situations as to how much of a problem they posed on their lake or river (Table 4). The three conditions rated as most serious are all pollution related problems: algae blooms, surface water contamination, and environmental degradation. Shoreland crowding and drainage were ranked as the next most serious problems.

Residents also rated a variety of shoreland activities as to whether they had caused problems on their lake or river. Residential sewer systems were rated highest (by 33 percent of residents) followed by agricultural activities (31 percent) and public accesses (27 percent). Apparent there is a high awareness of problems posed by soil erosion and chemical fertilizer run-off. Residents rated such other concerns as winter fish houses (16 percent), camp grounds (12 percent), resorts (12 percent), public parks (6 percent), and bars and restaurants (4 percent) much lower in terms of causing problems.

Asked about what types of development they felt were inappropriate, residents gave a slightly different picture. Though 27 percent had found a public access to be a source of problems, only 14 percent rated it as inappropriate. Bars and restaurants, however, were rated as inappropriate by 18 percent; commercial development by 21 percent; and resorts by 15 percent. Eleven percent found farms inappropriate and 11 percent felt the same way about parks.

What characteristics of shoreland developments did the residents find inappropriate? Top rated was nuisance by users (60 percent) followed by crowding (50 percent)—both related not to the structure itself, but to the behavior of its users. Other characteristics rated included contrast to environment (38 percent), closeness to shore (30 percent), density (30 percent), and upkeep (24 percent).

Table 4. RESIDENTS' ASSESSMENT OF PROBLEMS ON THEIR LAKE OR RIVER (mean scores*)

<table>
<thead>
<tr>
<th>Conditions</th>
<th>Mean Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Algae blooms, aquatic weeds</td>
<td>3.86</td>
</tr>
<tr>
<td>Surface water contamination</td>
<td>2.29</td>
</tr>
<tr>
<td>Environmental degradation</td>
<td>2.14</td>
</tr>
<tr>
<td>Shoreland crowding</td>
<td>1.80</td>
</tr>
<tr>
<td>Unsightly development</td>
<td>1.72</td>
</tr>
<tr>
<td>Water surface crowding</td>
<td>1.70</td>
</tr>
<tr>
<td>Acid rain</td>
<td>1.45</td>
</tr>
<tr>
<td>Well contamination</td>
<td>1.32</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Alterations</th>
<th>Mean Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drainage</td>
<td>1.80</td>
</tr>
<tr>
<td>Tree cutting</td>
<td>1.14</td>
</tr>
<tr>
<td>Dredging</td>
<td>1.07</td>
</tr>
<tr>
<td>Filling</td>
<td>1.01</td>
</tr>
<tr>
<td>Sand blanketing</td>
<td>0.91</td>
</tr>
</tbody>
</table>

based on a scale from 0 = no problem to 7 = an immediate problem.

In Conclusion

The survey of shoreland residents has provided valuable insights into a number of difficult policy areas. It also provides a data base with which to better manage Minnesota's lake and river resources. This summary of its results is based on the full report, forthcoming later this fall. It will present a much more complete analysis of the management implications of the findings. Over the years, questionnaire data will be applied to a wide ranging series of lake policy and management efforts. In the process a whole series of cross tabulations of questionnaire data combined with other information will be generated. Over the long term, the greatest benefit from this study will be an improved understanding by policy-makers of residents' needs, desires, and perspectives. It is through understanding these elements that the state is best able to manage and protect Minnesota's lakes and rivers while continuing to serve the public interests.

Joseph Stinchfield, from the state's Department of Natural Resources staff, is currently manager of the Public Lands Suitability Project. He worked on the original Minnesota Lakeshore Development Study in the late 1960s as well as the current update study. He holds a masters degree in geography from the University of Minnesota. Jeffrey Stitt, a student in the doctoral program in sociology at the University of Minnesota, is working as a research analyst with Control Data's Business Advisers. He worked on the shorelands project as a CURA research assistant. Glenn Radde, recently a CURA research assistant, received his masters degree in geography from the University of Minnesota this year and is now working with the DNR on the Lands Suitability Project.

Photos by Kenneth Greer, courtesy of the University of Minnesota Graduate School Research Development Center.

New CURA Publications

AUCA Brochure: Aging at the University of Minnesota. 1984.
An explanation of the All-University Council on Aging—its structure, programs, and functions—is presented in succinct form.
An assessment of performance by Minnesota students in grades K-12 was prepared for the Minnesota Business Partnership by Berman, Wellar Associates of Berkeley, California. This report offers a summary and critique of their assessment.

A summary of this study is presented in this CURA Reporter, pp. 1-6.

CURA publications may be ordered by phone (612/373-7833) or on the CURA Publications Order Form included with the insert in this CURA Reporter.

This book is the final result of the "Minneapolis Survey," a project of the city of Minneapolis and the Minnesota Historical Society, coordinated through CURA. The project, written up in the CURA Reporter in March 1983, completed a block by block survey of Minneapolis to determine which buildings and which sections of the many city districts are worthy of preservation. The study in its entirety has created a valuable framework for understanding the city's history and growth. This book, the fruit of the project, describes Minneapolis' development and the role that architectural heritage and historic preservation can play in that process. Copies are available at local bookstores for $14.95 each.

The Hmong Resettlement Study: Site Report, Minneapolis-St. Paul, Minnesota
The Hmong Resettlement Study: Site Report, Fort Smith, Arkansas
The Hmong Resettlement Study: Site Report, Orange County, California
The Hmong Resettlement Study: Site Report, Dallas-Fort Worth, Texas
The Hmong Resettlement Study, Site Report, Portland, Oregon

Hmong Resettlement Study, Volume II: Economic Development and Employment Projects

These publications of the Hmong Resettlement Study were referred to in articles about the Hmong in the May and July issues of the CURA Reporter (1984). They have now been published by the federal Office of Refugee Resettlement and are available free-of-charge from Dr. Allan Gall; Office of Refugee Resettlement; 330 C Street SW; Switzer Building, Room 1229; Washington, D.C. 20201 (phone 202/245-1966) or Mr. Bud Tumy; Refugee Materials Center; U.S. Department of Education; 324 E. 11th Street—9th Floor; Kansas City, MO 64104.

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