Integrating Stakeholder Values in Collaborative Land-Use Planning

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Photo on Cover: Development in Carver County encroaches on farmland and natural areas that have potentially high natural resource value. Photo © The Regents of the University of Minnesota, 2011. Used with permission.
Integrating Stakeholder Values in Collaborative Land-Use Planning for Metropolitan-Area Edge Communities

by Carissa Schively Slotterback, David G. Pitt, and Julie Quinn

Planning at the urban fringe or “edge” of metropolitan areas presents unique and interesting challenges. As rural small towns and agricultural areas transition from exurban to suburban landscapes, they face important decisions about the character and location of future development. Working often within a fragmented decision-making structure, they seek to balance numerous competing values, including preserving a rural lifestyle, providing opportunities for recreation, conserving sensitive natural areas, and providing economic opportunity through development. Creating enduring policies to guide orderly and sustainable development requires the engagement of multiple stakeholders holding legitimate interests in the future of edge communities. This article presents an innovative collaborative approach to land-use planning that is both resource based and stakeholder driven. In this article, we highlight a recent application of this new approach in an area that encompasses Lake-town Township in Carver County, a community in the exurban fringe of the southwestern portion of the Twin Cities metropolitan region.

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Planning Assistance Center, or CGPAC), with funding from the McKnight Foundation.

**Fragmented Governance Means Diverse Stakeholders at the Exurban Fringe**

Poised to experience significant growth in the next several decades, communities at the edge of large urban regions are often challenged by the fragmented decision-making structures that guide land-use and environmental decision making in their jurisdictions. Laketown Township exemplifies the fragmented decision-making structure that characterizes communities at the edge of large metropolitan areas. Although the township has a town board with some responsibility for local decision making, as an unincorporated entity it does not have planning and zoning authority, a situation common in most Minnesota townships. Consequently, Carver County exercises this authority in the township, in consultation with the town board.

Organization of the 23,566-acre Laketown Township occurred in the late 1860s. The City of Victoria was incorporated in the northeast corner of the township in 1915. In addition to Victoria, the township is surrounded by the southwestern corner of Hennepin County and the cities of Chaska and Waconia, as well as Waconia Township and Dahlgren Township in Carver County. Of the 23,566 acres included in the original township, 4,803 (or approximately 20%) are now part of Victoria (Table 1 and Figure 1). Approximately 11% of the township’s original acreage is contained within the Carver Park Reserve. Land-use planning in this portion of the township is under the jurisdiction of the Three Rivers Park District.

In 1976, Laketown Township entered into an agreement of orderly annexation with the adjacent cities of Waconia, Victoria, and Chaska. Under terms of this agreement, the township will cease to exist by 2030. Victoria is planning to annex an additional 4,221 acres of the township, and Waconia and Chaska will annex an additional 3,406 and 982 acres, respectively. The 2030 comprehensive plan updates for each of these municipalities include plans relating to land use and natural-resource conservation for the areas of the township that will be annexed. After these annexations occur, the remaining 10,154 acres of the original township (approximately 32%) will revert to Carver County. This acreage—known as the “rural transition area”—became the focus of an intense land-use planning effort as part of the Laketown Township project that we led and describe here.

In addition to the planning and zoning authority exercised by Three Rivers Park District, Carver County, Victoria, Waconia, and Chaska, the Minnesota Department of Natural Resources (DNR), the Minnesota Pollution Control Agency (MPCA), and two watershed districts exercise jurisdiction over water-resource and water-quality issues. The Minnehaha Creek Watershed District’s jurisdiction extends over 43% of the land area in the northeastern portion of the original township. The Lower Minnesota River Watershed District exercises this authority in the remainder (Table 1). The Metropolitan Council also coordinates land-use planning and zoning among the 189 local units of government in the seven-county Twin Cities metropolitan area. Additional significant public or quasi-public lands in or adjacent to Laketown Township include the Minnesota Valley National Wildlife Refuge, the Marsh Lake Hunting Club, the University of Minnesota Landscape Arboretum, and Crown College.

**A Collaborative Process for Integrating Diverse Stakeholder Interests, Nature, and Community Values in Land-Use Planning**

Fragmentation among these federal, state, local, and nongovernmental organizations with land-use planning and zoning authority within the township necessitated inclusion of a broad base of stakeholders beyond the Laketown Township Board (see sidebar, p. 5). We developed and evaluated a new collaborative planning approach that actively engages these diverse stakeholders to define priorities and uses environmental and natural-resource information to guide decisions about future land use. The approach is explicitly intended to foster planning as if both nature and community values matter, and to create a venue wherein connections across this range of values and among multiple stakeholders might be identified.

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**Table 1. Fragmentation of Political Jurisdiction for Land-Use Planning in Laketown Township, Minnesota**

<table>
<thead>
<tr>
<th>Ownership Status</th>
<th>Total Acres</th>
<th>Pct. of Total Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural Transition Area: Private</td>
<td>7,283</td>
<td>31%</td>
</tr>
<tr>
<td>Rural Transition Area: Crown College</td>
<td>212</td>
<td>1%</td>
</tr>
<tr>
<td>Rural Transition Area: Carver Park Reserve</td>
<td>2,659</td>
<td>11%</td>
</tr>
<tr>
<td>City of Chaska 2030 Annexation Area</td>
<td>982</td>
<td>4%</td>
</tr>
<tr>
<td>City of Waconia 2030 Annexation Area</td>
<td>3,406</td>
<td>14%</td>
</tr>
<tr>
<td>City of Victoria 2030 Annexation Area</td>
<td>4,221</td>
<td>18%</td>
</tr>
<tr>
<td>City of Victoria (existing)</td>
<td>4,803</td>
<td>20%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>23,566</strong></td>
<td><strong>99%</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Watershed District</th>
<th>Total Acres</th>
<th>Pct. of Total Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minnehaha Creek</td>
<td>13,369</td>
<td>43%</td>
</tr>
<tr>
<td>Lower Minnesota River</td>
<td>10,197</td>
<td>57%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>23,566</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Note: Total acres of original township. Columns may not add to 100% due to rounding.
In our application of this approach in Carver County, we engaged stakeholders in a 10-month collaborative planning process, during which participants gathered approximately monthly and used environmental and natural-resource information to construct future protection and development scenarios for the rural transition area. The project focused on identifying collaborative methods that engage stakeholders in using a comprehensive range of landscape factors for constructing land-use planning policies in developing areas on the edge of the Twin Cities metropolitan area. Recruitment of stakeholder groups used a “snowball” technique in which we asked participants to identify other potential groups that might have an interest in participating in the process, and informed participants of the conceptual and experimental nature of the planning effort.

As part of the process, our research team presented to stakeholders a series of natural and cultural resource maps of the Laketown Township area. The research team used various types of maps, digital simulations and aerial photographs of the landscape, graphs, PowerPoint presentations, and survey instruments to engage stakeholders in conversation about the derivation and relevance of the mapped information to land-use planning (Table 2).
### Table 2. Landscape Values Considered in the Stakeholder Process

<table>
<thead>
<tr>
<th>Planning Framework</th>
<th>Ecosystem Service</th>
<th>Landscape Components</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Environmental Protection</strong></td>
<td><strong>Sustaining</strong></td>
<td>Forest and wetland habitat quality and diversity as defined by:</td>
<td>Minnesota Land Cover Classification System (MLCCS), Minnesota Dept. of Natural Resources (MnDNR)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Patch interior core area (measured as 100 meters from the outside edge of the patch in an inward direction)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Habitat patch shape (wherein regularly shaped—e.g., circular and square—patches offer more interior core area than irregularly shaped patches)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Proximity of patch to urban and agricultural disturbance factors</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Percentage of patch containing altered or nonnative plant species as opposed to native species</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Proximity to other forest- or wetland-habitat patches</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Mix of bottomland and upland areas within patch (measured only for forest patches)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Percentage of patch containing regionally significant ecological areas as defined by MnDNR for the central portion of the state</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Surface water and groundwater contamination susceptibility from surface land uses as defined by:</td>
<td>MLCCS Division of Waters (MnDNR) USDA Natural Resources Conservation Service Minnesota Geological Survey County Well Index Database</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Existing land cover</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Surface drainage network</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Drainage subbasins within study area</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Soil characteristics</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Surficial geologic formations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Bedrock geologic formations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Depth to bedrock</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Location of wells providing public drinking-water supply</td>
<td></td>
</tr>
<tr>
<td><strong>Environmental-Use Management</strong></td>
<td><strong>Provisioning</strong></td>
<td>Significant agricultural landscapes as defined by soils and land cover</td>
<td>USDA Natural Resources Conservation Service</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Steep slope hazards as defined by slope and land cover</td>
<td>MLCCS Digital elevation data, MnDNR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Soil suitability for septic-tank drain fields and dwellings with basements</td>
<td>USDA Natural Resources Conservation Service</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Solar access suitability as defined by slope steepness and aspect as well as land cover</td>
<td>MLCCS Digital elevation data, MnDNR</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Access to transportation and other civic infrastructure</td>
<td>MLCCS Minnesota Dept. of Transportation Metropolitan Urban Services Area</td>
</tr>
<tr>
<td><strong>Cultural</strong></td>
<td><strong>Historically and archaeologically significant landscapes</strong></td>
<td></td>
<td>Minnesota Historical Society</td>
</tr>
<tr>
<td></td>
<td><strong>Significant recreational landscapes</strong></td>
<td></td>
<td>Carver County Parks Department Three Rivers Park District Carver County parcel data MnDNR</td>
</tr>
<tr>
<td></td>
<td><strong>Significant scenic values as defined by land cover and slope</strong></td>
<td></td>
<td>MLCCS Digital elevation data, MnDNR</td>
</tr>
</tbody>
</table>
With facilitation from our research team, multiple stakeholder groups used this information to identify and map areas with resource values that needed some form of protection in future land-use planning for the rural transition area. Our research team assisted the groups in negotiating a “consensus protection priority” map (Figure 2). Using this map as a basis for guiding growth in the rural transition area, stakeholder groups also participated in a planning simulation exercise in which they constructed four alternative development scenarios for the rural transition area. Using graphic information about potential impacts (for example, taxes, number of school-aged children) associated with the scenarios (Figure 3), and digital simulations of the scenarios’ appearance in the rural transition area (Figure 4), our research team facilitated a comparative evaluation of the scenarios by the stakeholders. Finally, our research team led stakeholders through a process designed to construct a land-use planning framework containing policies that could be used to implement the protection and development strategies crafted by workshop participants.

In this approach, three elements intersect: a comprehensive and cross-scalar understanding of information pertaining to natural-resource systems present in a particular landscape setting; communication of this information to individuals and groups holding legitimate stakes in the setting’s future in terms that are understandable to stakeholders; and a decision-making process to engage multiple sets of stakeholders in the construction and evaluation of alternative planning scenarios for the setting.

**Understanding Natural Resource Information.** Stakeholders need to have a comprehensive understanding of the functioning of and multiple values associated with the biophysical systems in the landscape that they are planning. In this process, ecosystems in the landscape are examined in terms of the material and immaterial “goods” and “services” they offer to satisfy multiple societal needs.1 Some of these goods and services, termed *sustaining services*, are related to supporting critical landscape ecosystems (e.g., protecting and enhancing biodiversity, as well as water quantity and quality). The continued existence of these sustaining services makes it possible for *provisioning services* in the environment to equip humans with essential material resources (e.g., productive agricultural soil and various forms of energy resources). Other *regulating ecosystem services* moderate conditions in the environment such as air and water quality and extremes of temperature and humidity, making it possible for humans to survive. Finally, *cultural services* enhance human health, satisfaction, enjoyment, and development by affording humans the enjoyment of scenic vistas and offering opportunities for outdoor recreation, learning, and scientific advancement.

The study focused primarily on information pertaining to sustaining, provisioning, and cultural ecosystem services. Our research team’s presentation of environmental and natural-resource information focused initially on identifying an

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environmental-protection framework geared toward sustaining ecosystem services, in order to protect and enhance critical environmental systems in the landscape related to wildlife-habitat quality, and surface water and groundwater contamination susceptibility. Subsequently, the team identified natural systems important to defining an environmental-use management framework consisting of provisioning and cultural ecosystem services related to how humans use the landscape directly. This framework considered areas containing high natural-resource values (e.g., prime agricultural land, as well as landscapes containing historical, archeological, recreational, and scenic value). Other factors that were considered included potentially hazardous conditions (e.g., steep slopes) and areas well suited for urban development (e.g., suitable soil characteristics, access to existing infrastructure, and appropriate solar orientation) (Table 2).

We conducted our study at two geographic scales relative to Laketown Township. First, we inventoried and evaluated an array of environmental and natural resources in an approximately 78,000-acre area. The extended study area included hydrologic sub-basins that reached north of the township into southwestern Hennepin County, east into the adjacent communities of Chanhassen and Chaska, west into the City of Waconia and Waconia Township, and south to the Minnesota River. Working at this scale allowed us to understand the biological, physical, and cultural relationship of the township to its surrounding context. In thinking about future land-use planning strategies, we also zeroed in on the 10,154-acre area rural transition area (Figure 1). This cross-scalar approach to information gathering allowed stakeholders to understand how future land-use decisions in the rural transition area affected and were affected by regional landscape systems in the larger study area.

Rather than a typical approach of simply presenting the information to stakeholders as given, the team spent considerable time explaining the underlying methodologies used to create the maps, as well as the sources from which the data were drawn. For example, with respect to habitat quality, we worked together with the stakeholders to build an understanding of seven technical components of forest and wetland...
habitat quality, including extent of core habitat area, shape, proximity to urban and agricultural disturbance factors, mix of native versus altered or non-native vegetation, proximity to other habitat patches, mix of upland and bottomland conditions (calculated only for forest patches), and habitat score calculated by the Minnesota DNR in its survey of regionally significant ecological areas (Table 2). In addition to viewing multiple maps containing relevant information, stakeholders had the opportunity to weight the importance of each component of forest/wetland quality based on their own priorities by allocating 100 points across the seven categories. Those ratings were then aggregated across stakeholders and presented at the next meeting as part of an overall forest- and wetland-habitat assessment. This active engagement of stakeholders with the resource information facilitated the integration of their values into the resulting assessment of habitat value (Figure 5).

The interactive process of vetting the environmental and natural-resource information with stakeholders provided valuable insights on the accuracy and utility of the information. For example, participating stakeholders identified errors in our population projections and inaccuracies in the base data used in calculating forest-habitat quality and recreational-resource values. Correction of the base data enabled production of more accurate habitat-quality and recreational-resource value assessments. The vetting process also enabled stakeholders to better understand the nuances of the data and use this information in a meaningful way in the process of developing land-use planning policies.

**Communication of Information.** To be useful in land-use planning, information about ecosystem services must be communicated in a way that is relevant to the needs of stakeholder decision makers, understandable, and credible.
from their perspectives. Presenting this information through multiple modes (e.g., two-dimensional maps, charts, and tables as well as three-dimensional visualizations depicting actual experience of the landscape resulting from implementation of planning policies) often enhances stakeholders’ understanding of complex sets of data, increases their use in decision making, facilitates interaction among stakeholders, and promotes the development of shared understandings among decision makers. Information about environmental impacts and risks is most effectively integrated into decision making when recipients can interact with and manipulate the information being presented and deliberate and talk with colleagues about its content.

In communicating the information about ecosystem services in the rural transition area, we used maps as the primary means of presenting data. These maps were presented at multiple geographic scales, always identified features (e.g., roads, lakes) to orient participants, and contained simple color schemes and legends. We used PowerPoint presentations, in addition to large-scale paper and clear-acetate overlays, frequently at meetings to facilitate participant involvement in interactive exercises. As evident in identifying consensus priority-protection areas, these exercises included overlay-mapping techniques wherein participants worked in small groups to identify areas for protection. Groups worked with 10 table-size (36-inch by 48-inch) clear overlay maps representing the various resource factors highlighted in Table 2. The clear maps contained different colors to display resource information so that each resource value could be clearly seen when laid on top of one another. Groups could use any or all of the maps to inform recommendations for defining areas that should be afforded some level of policy protection as development occurred in the rural transition area. Stakeholders worked with these maps in groups across multiple meetings in a process involving interaction within groups, across groups, and between stakeholders and our research team.

After each meeting, our research team converted the maps produced by each group to digital form and examined them in terms of patterns emerging across groups. The digitized maps and their analysis served as the first order of business in subsequent meetings, allowing stakeholders to engage in iterative and reflective conversation about their own work and its relationship to that of their peers. Over the course of three meetings, the entire stakeholder group constructed a Consensus Resource-Protection Framework (Figure 2). Using a similar overlay technique that involved iterative, reflective, and communicative interaction.

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among participants, the stakeholders constructed four alternative development scenarios framed around the areas with high resource value as depicted in the Consensus Resource-Protection Framework.

Using CommunityViz™ software, our research team calculated and presented to the stakeholders an evaluation of the multiple scenarios using 10 sets of development impact indicators, such as taxes, water consumption, vehicle miles traveled, auto emissions, etc. (Table 3 and Figure 3). Combining CommunityViz™ and GoogleEarth™, our research team presented static and dynamic fly-through three-dimensional computer simulations of the experiential

<table>
<thead>
<tr>
<th>Criterion Category</th>
<th>Criterion Definition</th>
</tr>
</thead>
</table>
| Population         | Number of new residents  
Number of school-aged children |
| Land use           | Number of residential dwelling units  
Proportion of dwelling units at net density exceeding eight dwelling units per acre  
Total commercial floor area |
| Employment         | Number of jobs created  
Ratio of jobs created to dwelling units |
| Open space         | Percent total land area in open space  
Acres of open space per new resident  
Mean distance from residential development to open space  
Mean distance from commercial development to open space |
| Tax base           | Annual property tax generated per dwelling unit  
Total annual residential property tax generated  
Annual commercial tax generated per 1000 square feet of commercial floor area  
Total annual commercial property tax generated  
Total annual taxes generated |
| Water consumption  | Annual water consumption per household  
Total annual water consumption by residential land uses  
Annual water consumption per 1,000 square feet of commercial floor area  
Total annual water consumption by commercial land uses |
| Wastewater usage   | Annual wastewater consumption per household  
Total annual wastewater consumption by residential land uses  
Annual wastewater consumption per 1,000 square feet of commercial floor area  
Total annual wastewater consumption by commercial land uses |
| Energy consumption | Annual energy consumption per household  
Total annual energy consumption by residential land uses  
Annual mean commercial energy consumption per employee  
Total annual energy consumption by commercial land uses |
| Transportation     | Total vehicle trips per day (VTD) generated by residential land uses  
Total VTD generated by employees in commercial land uses  
Total daily vehicle miles traveled (VMT) per household  
Total daily VMT per 1000 square feet of commercial floor area  
Total daily VMT generated by residential and commercial land uses  
Total daily VMT generated per capita by residents and employees |
| Daily auto emissions | Total daily carbon monoxide (CO) auto emissions per household  
Total daily CO auto emissions per 1000 square feet of commercial floor area  
Total daily CO auto emissions by residential and commercial land uses  
Total daily carbon dioxide (CO₂) auto emissions per household  
Total daily CO₂ auto emissions per 1000 square feet of commercial floor area  
Total daily CO₂ auto emissions by residential and commercial land uses  
Total daily hydrocarbon (HC) auto emissions per household  
Total daily HC auto emissions per 1000 square feet of commercial floor area  
Total daily HC auto emissions by residential and commercial land uses  
Total daily nitrogen oxide (NOx) auto emissions per household  
Total daily NOx auto emissions per 1000 square feet of commercial floor area  
Total daily NOx auto emissions by residential and commercial land uses |
qualities of the landscape patterns created in the alternative development scenarios (Figure 4). The simulations showed existing and proposed landscape features and identified potential development configurations consistent with the scenarios produced by the stakeholder groups. Workshop participants were intrigued with the prospect of being able to see life-like images of their various development scenarios. As noted earlier, the multimodal presentation of development impact information in two- and three-dimensional media facilitates stakeholder understanding of development impacts, enhances engagement and interaction of participants, and promotes the development of shared understandings among decision makers. When the development impact parameters illustrated in Figure 3 were presented to workshop participants, stakeholder groups began “rooting” for their individual scenarios to receive highest evaluations, suggesting enhanced engagement and bonding among participants.

Integration of Information in Stakeholder Decision Making. The quality and sustainability of land-use decisions depends upon the nature of the process used in constructing this policy. Decision-making processes that are more collaborative and inclusive (both among stakeholders and academic disciplines, and between experts and lay people) facilitate convergence of stakeholder perspectives on land-use issues. The ability of decision makers to engage one another also facilitates sustained communicative learning that promotes convergence of stakeholder perspective and construction of more enduring planning policies that are more representative of diverse values.

Central to the stakeholder process, as it intersects with the information and communication elements discussed above, was a focus on collaboration and deliberation. Each stakeholder meeting included an interactive element, allowing participants to share information with our research team and with each other. They shared personal experiences and knowledge, agency and organizational perspectives, and insights relative to the data being presented by our research team. This sharing of information promoted a phenomenon commonly known as social learning, wherein participants’ perspectives change and converge over time as a result of their interaction. This convergence of thinking facilitates the construction of consensus-based land-use planning policies. In addition to the consensus protection-area overlay mapping exercise and prioritization of forest-habitat components described above, participants learned from each other through collaborative exercises. These included identifying key visual and environmental resources, prioritizing resource factors to be used in informing conservation and development, developing conservation and development scenarios, and evaluating the effectiveness of implementation tools (e.g., conservation development ordinances, transfer of development rights).

Facilitation was also central to the stakeholder process. As facilitators, our research team emphasized the collaborative nature of the stakeholder process, eliciting feedback on all aspects of the information, communication, and planning decision making. We also emphasized engaging all participants in large- or small-group settings, as well as through targeted outreach to participants who were unable to attend some meetings. Participants received full sets of meeting materials at the conclusion of each session. Each stakeholder meeting commenced with a summary of outcomes from the previous meeting, a summary of additional analyses performed by our research team in the interim, and stakeholder reaction to newly presented information, as well as stakeholder reflection on the progress of the overall collaborative process.

Outcomes
We conducted follow-up interviews with stakeholder participants immediately preceding the last stakeholder meeting. The interview protocol was based on a series of 16 questions, each of which contained multiple parts. Interviewers asked all 16 of the questions as scripted, but adapted the order in which they asked the questions to follow the diverse narratives presented by interviewees. Results of the interviews suggested that various outcomes resulted from the 10-month process. They included development of the consensus resource-protection framework, expansion of stakeholder perspectives on land-use planning in edge communities, and development of social capacity to continue similar planning activities across political jurisdictional boundaries and agency mandates. Subsequent to completion of the project, the data generated by the process have been used for other purposes, and products emanating from the project have been used in the education of professional environmental and landscape planners at the University of Minnesota.

Developing a Consensus Resource-Protection Framework. Stakeholders participating in the process prepared three products: the consensus resource-protection framework described earlier, four alternative scenarios for development in the rural transition area, and a series of implementation strategies that might be used to implement both the protection framework and the development scenarios. Nearly all participants in the projects volunteered that they felt the legacy of the project was the development of the consensus resource-protection framework. Participants felt this work brought the multiple jurisdictions and agencies responsible for managing growth of the Laketown Township area into a common arena, provided them with information and tools for identifying and evaluating landscape resources from various perspectives, and walked them through a process for defining areas needing some measure of future protection. They also saw the framework as being compatible with the comprehensive plans of surrounding jurisdictions. Participants felt as though they fully understood the purpose of the protection framework and that it would be a useful and lasting structure for guiding growth in the area.

Expanding Stakeholder Capacity for Land-Use Planning in Edge Communities. Stakeholders engaged in the process came from many walks of life. Some were city, county, or environmental planners. Other public-agency representatives included recreation resource planners and managers, watershed managers, and wildlife biologists. Private-sector representatives included a facilities manager for a local college, a developer, and multiple land owners. Thus, familiarity with planning concepts and methods varied. Nearly all participants, however, felt they had been exposed to new ideas about planning in developing areas, were able to think about planning implementation in unique ways, and appreciated having the capacity to use cutting-edge technology in landscape evaluation and visualization. Most also believed the exercise of formulating a plan through interaction and conversation with other stakeholders was a valuable experience.

Expanding Social Capacity for Land-Use Planning in Edge Communities. One of the other lasting outcomes of the 10-month process was a product of regular interaction among 18
individuals engaged in various phases of landscape planning and management. The opportunity for local, county, and regional planners to work collaboratively with state and federal land management agency personnel as well as with the private sector and nongovernmental organizations on land-use planning was unique. All involved felt they had, indeed, engaged in social learning and that the collective understandings gained through the process permitted construction of viable strategies for developing and implementing land-use plans in edge communities as if both nature and community values mattered. If nothing else, they at least now know who to contact on specific issues, and this newly created professional network will allow them to pursue their individual planning interests from a more knowledgeable and socially connected perspective.

Using Compiled Data to Facilitate Local Planning. The geographic information database compiled to complete this project now has a life of its own. One of the municipalities involved in the 10-month process is using the database to support area-wide planning for a portion of its jurisdiction that is experiencing pressure for land-use change. The Marsh Lake Hunt Club owns more than 350 acres of land in the southeastern portion of Laketown Township that will be annexed into the City of Victoria. This land is currently managed exclusively to enhance the bird-hunting experiences of club members. Victoria’s 2030 Comprehensive Plan update suggests that much of the annexed area surrounding the club will be developed in the next 20 years. The club views future development of land surrounding its current holding as a potential liability for its continued existence in its present location. It is reportedly exploring possible relocation alternatives.

Recognizing the prospect of this potential land transfer, the City of Victoria is exploring a development planning and zoning strategy for the current Marsh Lake Hunt Club that envisions the land being developed as a conservation subdivision in an effort to retain many of the natural assets of the site while also realizing the land’s development potential. Data generated from this collaborative planning process were transferred to the city’s planning consultant for land-use planning for club property.

Expanding Opportunities for Professional Education of Environmental and Landscape Planners as well as Faculty Research. The first two authors are involved in the professional education of environmental and landscape planners at the graduate and undergraduate level. To date, approximately 115 students in the University of Minnesota Hubert H. Humphrey School of Public Affairs and the Department of Landscape Architecture have received hands-on instruction in the landscape assessment and collaborative planning processes advanced by pursuit of this project. Students have used the database developed for this project and mimicked the environmental planning process presented in this article to develop land-use plans for the rural transition area. Many of these students have graduated and are pursuing professional careers informed, in part, by their experiences in these classes.

Finally, the first two authors are engaged in similar collaborative planning research with faculty from multiple disciplines at the University of Minnesota. They are part of interdisciplinary teams that have received grants to develop a protocol for collaborative stakeholder design of rural landscapes that produce biofuel resources, food commodities, and other ecosystem services in the Minnesota River valley.

Conclusion
Faculty at the University of Minnesota have a tripartite mission that involves generating new knowledge and understanding through research and scholarship, teaching these newly gained insights to both undergraduate and graduate students in a variety of disciplines, and applying that knowledge to the pressing problems of the state of Minnesota to improve social well-being, economic prosperity, and environmental quality. The authors are grateful for the opportunity to participate in the project described in this article, which represents a relatively unique opportunity wherein all three of the University’s missions can be furthered in the same effort.

Carissa Schively Slotterback is associate professor of urban and regional planning in the Humphrey School of Public Affairs at the University of Minnesota. Her research interests include participation and decision-making in environmental,
land use, and transportation planning processes. David G. Pitt is professor of landscape architecture in the College of Design at the University of Minnesota. His research interests include integrating information about landscape performance on multiple ecosystem services into landscape planning. Julie Quinn was a graduate student in the Humphrey School’s Master of Urban and Regional Planning program at the time this research was conducted. She is currently employed at Metro Transit.

The research upon which this article is based was supported by a grant from CURA’s Community Growth Options (U-CGO) program (subsequently renamed the Community Growth Planning Assistance Center, or CGPAC), with funding from the McKnight Foundation. The program provides applied research and technical assistance to help growing communities on the edge of the Twin Cities metropolitan area manage growth and development effectively.

The authors are grateful for the assistance provided by numerous individuals in completing this project. Richard S. Bolan, professor emeritus of urban and regional planning in the Humphrey School, provided guidance in the use of CommunityViz™ software and was helpful in the development of the database used in this project. Greg Schweser was a graduate research assistant for the project and contributed to the development of the visualizations in CommunityViz™. Paul Moline and Kristen Larson in the Carver County Public Health and Environment Division were helpful in developing the project database, and were also stakeholder participants in the process.

2011–2012 Faculty Research Awards

The Center for Urban and Regional Affairs is pleased to announce the recipients of faculty research awards for 2011–2012 provided through the Faculty Interactive Research Program and Fesler-Lampert Chair in Urban and Regional Affairs. FIRP was created to encourage University faculty to carry out research projects that involve significant issues of public policy for the state and that include interaction with community groups, agencies, or organizations in Minnesota. Grants are available to regular faculty members at the University of Minnesota and are awarded annually on a competitive basis. The Fesler-Lampert Chair is one of four endowed chairs made possible through the generosity and vision of David and Elizabeth Fesler to honor Mr. Fesler’s grandfathers, Bert Fesler and Jacob Lampert. The endowment is intended to stimulate interdisciplinary research and teaching through the appointment of distinguished, broadly learned scholars to endowed faculty positions at the University of Minnesota. The endowment supports the research activities of a University of Minnesota faculty member for work on a project related to urban and regional affairs in Minnesota for one year.

Institutional Racism and Early Childhood Education. The evidence for the long-term benefits of high-quality early childhood education is unequivocal. However, little research has examined how institutional racism—the combination of policies and practices inherent in social structures that create, perpetuate, and amplify race-based inequalities—operates in the context of early childhood education. In collaboration with the YWCA of Minneapolis, Moin Syed (Psychology) and colleagues will collect data from parents and staff of early childhood education facilities using a narrative approach. By analyzing participants’ stories, the investigators will have an opportunity to understand the cultural, contextual, and psychological aspects of individuals’ experiences with the educational system. The results of the research will be used to support advocacy efforts to increase and reprioritize funding for early childhood education programs that serve communities of color in Minnesota.

Program: Faculty Interactive Research Program

The Impact of Alternative Teacher Licensure in Minnesota. Governor Mark Dayton recently signed into law an amendment to the Minnesota statute governing teacher licensure that authorizes the State Board of Teaching to approve alternative teacher-licensure programs and the State Department of Education to approve temporary, two-year teaching licenses for individuals who are college graduates and admitted to one of these programs. Steven R. Yussen (Institute of Child Development) and colleagues will study the impact of this alternative teacher-licensure provision during the first 18 months it is implemented in relation to several key intended outcomes: whether new alternative licensure programs are developed, whether prospective teachers with diverse backgrounds are attracted through the initiative, whether the teacher shortage is addressed, and whether highly qualified teachers are produced.

Program: Faculty Interactive Research Program

Ready? Set. Go! Building Capacity to Assess and Promote Executive-Function Skills. For the last several decades, Ann Masten (Distinguished McKnight University Professor at the Institute of Child Development) has focused her research on risk and resilience among homeless and highly mobile children, particularly as they relate to educational achievement and developmental outcomes important for long-term health and well-being. With her appointment as the 2011–2012 Fesler-Lampert Chair in Urban and Regional Affairs, Masten and her colleagues will initiate a new phase of community-based collaborative work focused on promoting school readiness and success among homeless and highly mobile children through interventions to build executive-function skills—such as planning, organizing, strategizing, remembering details, and exercising emotional control—which are increasingly recognized as critical to educational success. The overall goal of this work is to build capacity and strategies for addressing the striking achievement and development disparities that Masten and her colleagues have documented in the Minneapolis Public Schools related to poverty, homelessness, and highly mobile status.

Program: Fesler-Lampert Chair in Urban and Regional Affairs
In 1982, the U.S. Supreme Court ruled in *Plyler v. Doe* that undocumented children must be granted access to public schools at the K–12 level. However, undocumented students’ access to higher education, as well as their ability to qualify for in-state tuition, continues to be the subject of legislation at both the state and federal levels. In 2001, Texas became the first state to pass legislation making undocumented students eligible for in-state tuition.1 Since then, 10 states have passed similar laws, whereas three others have passed legislation denying eligibility.2 At least 15 other states are considering legislation on the issue.

1 This legislation is commonly referred to as the “Dream Act,” a term generally used to describe state-level legislation. The state-level Dream Act is related to the federal “DREAM Act,” where DREAM is an acronym for Development, Relief and Education for Alien Minors.

Despite significant literature on state and federal laws and policies regarding undocumented students, we are unaware of research on the specific experiences of undocumented students who attempt to apply for college admission. This article describes the key findings of a project that examined policies and practices related to the admissions process, as well as in-state tuition eligibility, for undocumented students at Big Ten universities, and concludes with a set of recommendations for changes in state and school policies and further research.

**Methodology**

We reviewed publicly available information on university websites, application documents, and statements on the official websites of each Big Ten university regarding the application process and eligibility for in-state tuition. We also examined state laws for the eight states in which the Big Ten universities are located to ascertain whether legislation had been passed that considered undocumented students to be state residents, and therefore eligible for in-state tuition.

Between October 2009 and March 2010, our team of graduate students made phone calls to university admissions offices to record responses to questions on the admission of undocumented students. The students called each of the schools on three separate occasions to avoid drawing conclusions on the basis of one conversation with a particular staff or student admissions counselor; they called different schools on their first, second, and third attempts to reduce interviewer bias. We spoke with admissions staff or volunteers each of the three times we called the 11 schools, for a total of 33 interviews. The interviewers used the same general script for each call, asking how to apply for admission as a student who had lived in the state his/her whole life, but who did not have a social security number. In the first call, our team made general inquiries about admissions procedures and policies, and opportunities for financial aid for undocumented students. In the second and third calls, we asked more specifically how to complete the online admissions application without a Social Security number without being considered an “international student” (and therefore ineligible for in-state tuition). During the calls, the interviewers kept detailed notes, which were subsequently transcribed and coded for analysis.

**Findings**

Our findings from the research are summarized in this section and in Table 1.

**State Laws.** The term “Big Ten” universities is misleading because the category actually includes 11 universities in eight states. As of this writing, only two of the eight states (Illinois and Wisconsin) had passed legislation allowing undocumented students to qualify for in-state resident tuition. The legislation in the two states varies, but both laws require students to have graduated from a high school in the state, to have lived in the state for a specified period of time, and to agree to apply for U.S. citizenship or residency, when possible, to be eligible for in-state tuition.

**University Admissions and Residency Policies.** Only two of the eight states in the study had passed legislation permitting undocumented students to be eligible for in-state (resident) tuition rates, and implicitly permitting them to apply without a Social Security number (SSN). In terms of information available on university websites, the residency requirements were often vague, exclusionary, and difficult to interpret. For example, on 10 of the schools’ websites, policies regarding what constitutes “residency” did not specify whether undocumented individuals might qualify for in-state tuition rates if they met general residence requirements.

We also found many instances in which a discrepancy existed between “official” residency policies stated on a school’s website and the information we gathered through phone calls. The majority of schools’ official policies stated that only citizens, permanent residents, and—at some schools—other types of immigrants were eligible for in-state resident tuition rates; however, as noted earlier, phone representatives at all the schools stated that students without Social Security numbers could be eligible for resident tuition. For at least three of the schools, the residency policies articulated by the phone representatives directly contradicted official policies on the schools’ websites, and in one case they contradicted state law that made undocumented students eligible for in-state tuition levels.

In addition, four of the phone representatives did not understand the meaning of “undocumented status,” or why an applicant might not have a SSN. Several admissions counselors seemed to assume that we were inquiring about international students or about students who did not want to reveal their number due to privacy concerns. For at least two of the schools, students without SSNs who tried to apply for admission online were immediately redirected to an application for international students (who are charged non-resident tuition levels).

**Table 1. Summary of Barriers to Admission to Big Ten Universities**

<table>
<thead>
<tr>
<th>Barriers</th>
<th>Number of instances</th>
</tr>
</thead>
<tbody>
<tr>
<td>Online residency policies do not specify status for undocumented students</td>
<td>10</td>
</tr>
<tr>
<td>Financial aid application requires Social Security number</td>
<td>8</td>
</tr>
<tr>
<td>Admissions representative was not able to reference additional financial aid opportunities beyond generalities</td>
<td>6</td>
</tr>
<tr>
<td>Admissions representative did not understand undocumented status or why a student would not have a Social Security number</td>
<td>4</td>
</tr>
<tr>
<td>Admissions representative referenced additional residency policy or policies that were not stated online</td>
<td>4</td>
</tr>
<tr>
<td>Online application automatically filters applications without SSNs to an international application, or requires residency status</td>
<td>2</td>
</tr>
</tbody>
</table>

Note: These data represent conservative estimates because not all categories were discussed during each phone call.

3 Indiana University, University of Illinois at Urbana-Champaign, University of Iowa, Michigan State University, University of Michigan, University of Minnesota, Northwestern University, Ohio State University, Penn State University, Purdue University, and University of Wisconsin at Madison.
Tuition and Financial Aid. A major barrier to college attendance on the part of undocumented students is cost. At the time of our study nonresident tuition rates at the Big Ten schools range from $15,000 to more than $35,000 per year. Because students without Social Security numbers are ineligible for federal financial aid, even resident tuition rates of $6,000 per year or more can be prohibitive.

Recommendations
We found contradictions between official policies and practices regarding the acceptance of applications for admission, residency, tuition, and financial aid on the part of undocumented students in all of the Big Ten schools, including those in Wisconsin and Illinois, two states that have passed legislation making undocumented students eligible for in-state tuition. Although many of the schools we contacted have official (or unofficial) policies designed to remove barriers for undocumented students to apply for admission, we found that these policies have not been communicated to the telephone advisers who are “gatekeepers” for entry to the schools. To remedy this situation, we recommend the following:

- Universities should have at least one trained staff person or admissions counselor who is equipped to deal with the needs of undocumented students, and to whom all relevant inquiries are referred.
- Universities should explicitly state on their websites their policies regarding admission, residency, and financial aid for students without Social Security numbers, as well as information on how to contact a knowledgeable staff person.
- States considering legislation that would make undocumented students eligible for in-state tuition should add a provision that requires all higher education institutions in the state to report back to the legislature regarding implementation of the act and the removal of administrative, website, and counseling hurdles for potential applicants who do not have Social Security numbers. Those states that have already passed such legislation should be asked to report on its implementation and impact.

Finally, our work suggests the need for future research on barriers to financial aid and potential sources of funding for higher education for undocumented students, as well as follow-up with each of the Big Ten schools to assess whether they have made changes to their application processes.

Marina Aleixo is a Ph.D. candidate in curriculum and instruction at the University of Minnesota. Jacob Chin and Allison Shurilla are Masters of Public Policy graduates of the Hubert H. Humphrey School of Public Affairs at the University of Minnesota. Katherine Fennelly is professor of public affairs at the Humphrey School of Public Affairs. Her research interests include attitudes toward immigrants and refugees, and the public policy implications of demographic changes in the United States.

CURA previously supported research on violations of the civil rights of immigrants detained in Minnesota conducted by Fennelly, Chin, and colleagues. A summary of the project that was published in the Spring/Summer 2010 CURA Reporter is available at www.cura.umn.edu/publications/catalog/reporter-40-1-2-6, and a related policy brief is available at www.cura.umn.edu/publications/policy-briefs.

A full-length version of this article is scheduled to appear in the Winter 2012 (Vol. 30, No. 1) issue of Law and Inequality, online at www.law.umn.edu/lawineq/index.html.
The 27th Annual Conference on Policy Analysis will be held October 12, 2011, at the Continuing Education and Conference Center on the University of Minnesota’s St. Paul campus. The theme of this year’s conference is “Defining the Public Good: What is the Role of Government in Minnesota?”

Debates about the public good or general well-being of the public, as well as government’s role in providing for it, have been part of the social and political landscape since the founding of the United States. As Minnesota faces budget challenges, changing demographics, and an evolving national and international landscape, it must consider the meaning of the public good, as well as the roles and responsibilities the public, private, and nonprofit sectors have in delivering the services that help provide for the public good. This conference is designed to facilitate discussion and debate about these issues, as well as provide an opportunity for analysts and policy makers to consider the importance of analysis in creating partnerships and formulating public-policy decisions in government.

The conference begins with a plenary session and four concurrent sessions in the morning. The concurrent topics sessions are: emerging trends in public, private, and philanthropic investment; the state tax system; housing needs in the 21st century; and demographic shifts in the state. After lunch, attendees can choose from eight concurrent sessions. These sessions address: current policy issues and processes, including employment disparities; energy policy; public-sector employment; the state budget process; healthcare; the workforce skills gap; the gas tax; and creating innovation. Following these sessions, attendees are invited to a reception that will provide further opportunity to network with peers, meet and converse with session presenters, receive information from cosponsoring organizations, and enjoy complimentary hors d’oeuvres, beer, and wine.

The conference is sponsored by the College of Continuing Education at the University of Minnesota and the Economic Resource Group. Cosponsors of the event include CURA, the Hamline University School of Business, and the Hubert H. Humphrey School of Public Affairs at the University of Minnesota.

The registration fee is $150 if postmarked by September 28 ($75 for students), or $175 if postmarked after September 28 ($100 for students). Student registrations must include a current college or university fees statement. For more information, visit www.cce.umn.edu/policyanalysis or contact Nicole Freese at cceconf5@umn.edu or 612-624-3708.

Subscribe to the CURA Reporter and the CURA Policy Brief

The CURA Reporter, our regular report of research, contains feature-length articles on recently completed projects at the Center for Urban and Regional Affairs, as well as updates on our latest publications, projects in progress, and new programs and initiatives. The Reporter is issued three times per year, and has been in continuous publication since 1970. Subscriptions are free upon request. Subscribers can choose whether to receive a hardcopy of each issue by U.S. mail, an e-mail notification with a link to an online PDF version of each issue, or both a hardcopy and an e-mail notification. To change your subscription preferences, or to begin receiving the Reporter if you are not a current subscriber, visit www.cura.umn.edu/publications/reporter/subscribe.

This spring, CURA introduced the CURA Policy Brief, which is published regularly to report the policy and practice implications of selected CURA-supported projects. Each brief begins with an assessment of a current issue, reports the findings from the research project, and concludes with specific recommendations for policy or practice. Although the briefs are written with policy makers and practitioners in mind, journalists, educators, and students may also find the briefs helpful to become informed about the latest research at CURA on a range of topics. Two policy briefs are currently available: “Why Homeless Individuals ‘Get Stuck’: A Closer Look at Shelter Use and Intervention Points in Hennepin County” (Volume 1, Number 1, January 2011) and “Protecting the Civil Rights of Detained Immigrants in Minnesota” (Volume 1, Number 2, June 2011). To download these policy briefs as PDFs, or to request an e-mail notification when a new policy brief is published, visit www.cura.umn.edu/publications/policy-briefs.
Arts and culture-based revitalization strategies have been widely heralded as relatively easy fixes that can provide cities with a competitive economic edge. However, recent research has also shown that when cultural strategies are not socially rooted in the local communities they inhabit, economic disparities can be exacerbated. The Twin Cities metropolitan region has some of the worst racial disparities in employment, housing, and education in the nation. ¹ Despite the region’s overall historical prosperity and a national reputation for a thriving arts scene, it continues to struggle with how to extend to everyone the strengths and benefits the region enjoys. North Minneapolis is a community that suffers disproportionately from seeming unequal access to opportunities and uneven life outcomes. Its burgeoning arts and cultural community are central to discussions about how to close the gaps in health, education, and employment that exist between various racial/ethnic groups, and to support communities that have experienced disinvestment and have been left out of the regional affluence of the past several decades.

The 2011 Bruner/Loeb Forum in Minneapolis, titled “Putting Creativity to Work: Stronger Communities through Locally Rooted Art and Design” demonstrated how cross-sector leaders from around the country are working to lessen inequalities and build thriving cities and localities using arts and cultural engagement as the spark, the catalyst, and the foundation. Through the lens of the Bruner/Loeb Forum, which was cosponsored by CURA, this article makes a case for neighborhood-scale participatory arts and culture as an effective metropolitan community-development strategy, especially in areas stratified by class and race.

Stronger Communities through Locally Rooted Art and Design

In recent years, creativity has gained recognition as an economic-development strategy. Cities have embraced the theories of author Richard Florida, who proposes that a “creative class” is a central element to bolstering regional comparative economic advantage. However, Florida himself acknowledges in his 2005 book, Cities and the Creative Class, that the growth of the creative class can also increase economic inequality. Professors Mark Stern and Susan Seifert from the University of Pennsylvania have studied the economic and social impact of the arts in cities. In “From Creative Economy to Creative Society,” they conclude, “Public policy promoting the creative economy has two serious flaws: one, a misperception of culture and creativity as a product of individual genius rather than collective activity; and, two, a willingness to tolerate social dislocation in exchange for urban vitality or competitive advantage” (p. 1). They also state that, “By building social networks within and between neighborhoods, cultural engagement fosters collective capacity, especially in low-wealth communities” (p. 5). They propose that revitalization efforts that support a neighborhood-based creative economy have the potential to create “shared prosperity and social integration” (p. 1).²

It was within this context that organizers convened the 2011 Bruner/Loeb Forum in Minneapolis (see sidebar, p. 20). The purpose of the forum was to explore the central role that the arts, culture, and the creative sector play in revitalizing neighborhoods, growing economies, and bringing together diverse groups of people in meaningful ways. North Minneapolis was examined

¹ In Minneapolis, for example, Blacks are 3.1 times as likely as Whites to be without jobs, regardless of income and education. See A. Austin, “Uneven Pain: Unemployment by Metropolitan Area and Race,” Economic Policy Institute Issue Brief 278 (2010) 1–11, www.epi.org/publications/entry/ib278.

Building and linking the social, human, and cultural assets of a community with the development of its physical and economic capital is necessary to achieve equitable neighborhood revitalization outcomes. Project Row House, based in Houston’s Third Ward, was founded on the principle that art and the community it creates can be the foundation for revitalizing inner-city neighborhoods where capital investment has waned. In 1993, local artists came together to establish a positive creative presence in this historically Black neighborhood. Starting with 20 abandoned row houses that were restored to provide 12 exhibition and residency spaces for Black artists, Project Row House now spans five city blocks, includes 30 units of affordable housing, and has spawned a community development corporation. Founder Rick Lowe described seeing the abandoned houses as an opportunity to bridge a community need. He stated that intimate listening and active engagement of community members (often over a game of dominoes) was critical for this transformative process to be successful. Project Row House partnered with other community institutions—including nearby K–12 schools, universities, and a hospital—to understand the broader role the iconic houses could serve in the city. The work of Project Row House demonstrates the power of the arts to engage community members and local institutions where they are to link social, human, and cultural capital with neighborhood revitalization efforts.

The vision, creativity, and voices of youth are central to building strong communities. Inner-City Arts (ICA) is an oasis of learning, achievement, and creativity in Los Angeles’s Skid Row neighborhood. Skid Row, with its concentration of social-service organizations, is the epicenter for the more than 100,000 homeless people living in the city. More than 30,000 children live in dire conditions within 2.5 miles of ICA. Cynthia Harnisch, ICA president and CEO, described how the organization takes a stand for kids in the midst of these conditions. It serves as the after-school program for 10,000 Los Angeles public school children every year. Schools bus children to ICA for art classes taught by professional artists in well-equipped studios in a range of subject areas within visual, performing, and media arts. Children who attend ICA classes have higher achievement on statewide standardized tests, reduced dropout rates, and are better able to manage their lives and participate in their education. The creative skills they master equip them to participate in the 21st century creative workforce and help make their communities stronger.

Art has the power to catalyze change, activate space, and engage and organize community. Art builds wealth. Theaster Gates is an artist, musician, and director of arts program development at the University of Chicago. His work is focused on the South Side of Chicago, a Black community that has seen tremendous population declines due to deindustrialization and foreclosures. Gates’s goal is to help build a community where people choose to stay, rather than flee to “better” neighborhoods, when their lives improve. His projects include art installations in forgotten vacant spaces, pop-up venues in the neighborhood where his musical group Black Monks of Mississippi performs, and converting an abandoned building into a library to give the public access to a collection from an out-of-business
architectural bookstore. Using reused materials and vacant buildings, he creates spaces for workshops, exhibitions, and other public events. He is currently pursuing a project with the Chicago Housing Authority to convert some public housing on the South Side into an artist community for residents. Gates’s work demonstrates the potential for cross-interest collaboration across multiple scales to stem disinvestment in low-income communities.

- **Rooting the work in communities through authentic engagement with residents and place-based efforts is the foundation for sustainable neighborhood revitalization efforts.** The Native American Community Development Institute (NACDI) is an American Indian community-development organization—the first of its kind—created by and for American Indians. It is an alliance of the major American Indian nonprofits and several Indian businesses in the Twin Cities metropolitan area. Executive director Justin Huenemann has integrated the arts into NACDI’s work to build consensus in the East Phillips neighborhood, brand this historic American Indian community as the American Indian cultural corridor, and achieve broader community and economic-development goals to develop and promote the corridor as a regional asset and destination. Based on the belief that community transformation must be led by the people most affected by change, NACDI has used a community-organizing process to increase youth leadership, intergenerational interaction, and collaboration between American Indian and non-American Indian neighborhood groups that have historically been fractured. NACDI’s work is centered on culture as a community asset, organizing tool, and economic-development strategy.

- **Silos do not work. New, diverse, cross-sector collaborations are necessary to address the complex, interconnected issues facing communities.** The successful passage of the Minnesota Clean Water, Land, and Legacy Amendment in 2008 demonstrates the value of cross-sector collaborations. Sheila Smith, executive director of Minnesota Citizens for the Arts, was instrumental in this initiative, which mandated a three-eighths-percent increase in the Minnesota sales tax dedicated to fund land and water conservation, parks, and the arts for the next 25 years. A coalition of more than 300 advocacy groups came together and organized to pass the historic initiative. As Smith explained, she learned that when working to make systemic changes, organizing across silos is more powerful than trying to go it alone. Despite the philosophical differences among the coalition members—which included artists, hunters, and environmentalists—all shared a common commitment to preserve Minnesota’s quality of life. By focusing on this shared goal, coalition groups pooled their resources and activated their diverse constituencies, and were able to garner a record 56% approval for the amendment, which is the first of its kind in the nation.

**Creativity Is at Work in North Minneapolis**

At the heart of West Broadway Avenue, the main commercial corridor in north Minneapolis, sits Juxtaposition Arts (Juxtaposition). Juxtaposition develops community by engaging and employing young urban artists in hands-on education initiatives that create pathways to self-sufficiency while actualizing creative power. Through design education, youth employment, cross-disciplinary collaboration, relevant engagement with the local community, and an arts-based social-enterprise business model, Juxtaposition is catalyzing the energy and talent of Minneapolis youth for individual and community impact. Recognized nationally as one of the top out-of-school-time arts programs for young people, Juxtaposition has had an important leadership role in the Northside’s developing...
revitalization efforts. Throughout the Bruner/Loeb Forum, participants had the opportunity to see, hear, and feel Juxtaposition’s 15 years of experience using arts and culture to enrich the lives of young people and build the strength of their community. In addition, north Minneapolis was used as a case study for conference participants and presenters to apply their collective experience and new ideas sparked by the forum to brainstorm strategies for more viable, equitable community-development efforts.

Although Minneapolis as a whole is still predominantly White (64%), data from the 2010 U.S. Census shows that more than two-thirds of north Minneapolis residents are people of color. The majority of residents are Black (44%), with a significant and growing Asian (13%) and Latino (8%) population. According to the American Community Survey, 2005–2009, the Northside community poverty rate is 31%, compared with 11% for Hennepin County. Nearly one-third of the community is under the age of 18, and young people on the Northside represent more than 25% of Minneapolis youth. At the forum, Ed Goetz, director of CURA, sketched the history and present socioeconomic outcomes for Twin Citians, which are graphically unequal for White residents and racial minorities (many of whom are concentrated in north Minneapolis). Goetz stated that north Minneapolis residents suffer disproportionately from the seeming inability of the Twin Cities to “diversify gracefully” (see sidebar, page 23).

Juxtaposition Arts artistic director and cofounder Roger Cummings described how the organization is engaging the community’s greatest assets—an abundant youth population—as creative problem solvers who use arts and culture as an avenue to build a vibrant and more equitable community. Juxtaposition has had great success in convening cross-disciplinary individuals and groups who engage in trust-building creative endeavors that accomplish significant shared goals. For example, since 2008 the West Broadway Business Association and the City of Minneapolis have employed Juxtaposition youth and artists to design and build two “pocket” sculpture parks on previously underutilized lots in north Minneapolis. Juxtaposition has an ongoing partnership with Kwanzaa Church, and in 2007 the organizations received a CURA grant to partner with youth and artists from the community to create sidewalk art with public health messages about preventing the spread of HIV/AIDS to be displayed during a day-long festival. In addition, Juxtaposition worked with Minneapolis Artist-in-Residence Seitu Ken Jones on a design and research process that informed the public art component of the West Broadway Alive master plan, which proposes art as a focal point for development in the area during the next 20 years.

Much of this work has been undergirded by a synergistic working relationship with the University of Minnesota’s Department of Landscape Architecture and CURA that has been ongoing since 2005. Three courses are at the center of this work: a Juxtaposition after-school program for students ages 13–18 on art and design, urban spaces, and hip hop; a University of Minnesota Department of Landscape Architecture graduate design studio; and a University of Minnesota College of Design undergraduate seminar on urbanism. More than 200 University students and 60 middle- and high-school students have participated. They have explored the ways physical environments shape people’s daily lives and imagined new, vibrant, people-focused futures for West Broadway and the people who live and work in the community. This work has contributed to the City of Minneapolis West Broadway Alive master plan, which the West Broadway Business Area Coalition is helping to implement through an arts-façade grant program.

The Twin Cities is widely recognized for its vibrant arts and cultural economy; however, there is a growing concern that the industry is losing its competitive edge. Governor Mark Dayton’s office recently convened a conversation of art and design leaders to discuss strategies for maintaining tourism and the other economic advantages of a thriving creative economy. One significant challenge to the industry is its lack of diversity. The major arts institutions, art schools, and advertising, design, and architecture firms in the Twin Cities have not kept pace with the changing demographics of the population, and their staff are overwhelmingly White.

North Minneapolis is underrepresented in terms of formal arts venues, businesses, and creative services available in the area. Recognizing that an abundant population of youth of color is the Northside’s greatest asset and a wellspring of untapped creative genius, Juxtaposition leaders, artists, and youth are working with neighborhood and city stakeholders to build consensus around two premises: locally rooted arts can be the engine for social and economic development in north Minneapolis; and developing and engaging the natural creative genius in north Minneapolis is key to the growth and sustainability of the creative industries in the Twin Cities.
Since the 1890s, north Minneapolis has been identified as the working man’s neighborhood and a gateway for new immigrants. It has been a transitional community that provides affordable housing, as well as social, education, and economic services. Beginning in the 1920s, strict housing covenants forced Blacks and Jews—who were legally prevented from living in other areas of the city—into north Minneapolis. Black migration from Chicago and other nearby Midwest cities in the 1980s and 1990s resulted in White flight, and Black residents become the majority.

The Twin Cities’ Black population has its cultural roots in north Minneapolis. The Phyllis Wheatley Community center opened its doors there in 1924 as a settlement house founded by a group of local women who were concerned about the living conditions of the area’s Black population. The Grammy-award winning musician Prince performed his first show in 1979 at the Capri Theater on West Broadway in north Minneapolis. It is also home to the Center for Communication and Development/KMOJ Radio, which was created in 1976 to provide broadcast communications training for people of color living in the Twin Cities. The station call letters were inspired by the Swahili word umoja, which means “unity.”

Two-thirds of north Minneapolis residents are people of color, compared to one-third of the population in the rest of the city, and one-fourth of the Twin Cities regional population.

A 2010 study found that Blacks in the Twin Cities are more than three times as likely as Whites to be unemployed, the worst disparity in the nation.a Economic, crime, health, education, and housing disparities in Minnesota, which are amongst the worst in the entire nation, are acutely concentrated in north Minneapolis neighborhoods.

Rates of mortgage denials to Blacks in Minnesota—even after controlling for income, credit history, and employment history—is among the worst in the nation.b

As in most cities across the country, predatory lending was concentrated in communities of color in the Twin Cities. Almost half of the foreclosed properties in Minneapolis are on the Northside. As of September 2010, there were 3,500 vacant properties in north Minneapolis.c

In 2008, Minneapolis’s four-year high school graduation rate for White students was 69.5%; it was just 33.5% for African American students.d

Teen pregnancy rates are more than twice as high in north Minneapolis as they are in the rest of the city, and babies on the Northside are also more likely to be born with a low birth weight.e

The Fourth Precinct, encompassing the entire Northside, contained only 18% of the city’s population in 2006, but 48% of its homicides.f


Lenders were substantially more likely to deny loans to people of color, regardless of their income. The denial rate for Blacks with incomes above $157,000 was 25%, whereas it was just 11% for Whites making $39,250. Institute on Race and Poverty, “Communities in Crisis: Race and Mortgage Lending in the Twin Cities,” February 2009. www.irpumn.org/als/resources/projects/IRP_mortgage_study_Feb._11th.pdf.


e  Northside Achievement Zone, 2011.

f  Northside Achievement Zone, 2011.

**Art matters.** According to an eight-year study in Philadelphia, neighborhoods with a high arts presence were nearly three times more likely to see their poverty rates decrease and their populations increase. This trend holds across all kinds of neighborhoods, and the stabilizing effect of culture in low-income communities seems to be counter to the overstated maxim that when artists move in, neighborhoods automatically gentrify. Arts and culture are a means through which communities can articulate a positive identity, which can be vitally important in inner-city neighborhoods. The increased cohesion and confidence fostered through participation in a creative experience are often a precursor for residents to become involved in other community activities.

**Diversity matters.** Society’s toughest human problems will be better solved if a diverse group of thinkers work together to come up with solutions. Scott Page, a professor of complex systems, has researched the power of diversity as a competitive advantage, and concludes in his book *The Difference (2007)* that diverse groups of creative problem solvers outperform homogenous groups—or, as law professor Lani Guinier puts it,

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**Participation in the Arts Project**

**SUMMER 2011** 23
“Diversity in problem solving groups trumps individual ability.”5 In cities with neighborhoods where populations of color are concentrated and economically distressed, diversity is often viewed through a lens of lack and social need. Engaging the diversity of communities from an asset position strengthens society’s ability to solve tough problems creatively and collectively.

- **Youth matter.** Youth provide a unique perspective on their community and offer important insights and creative ideas for transformation. Youth are arguably the wellspring of culture and cultural exports in the United States, and have untapped potential to make significant contributions to transforming communities. The prominent role of youth in the movements for civil and human rights in the 1960s demonstrates their ability to bring about societal change. In the Twin Cities today, youth are playing an important role in assessing the needs of and implementing improvements for West Broadway and the broader north Minneapolis community. Although a large number of youth programs serve this community, these services must be more coordinated to maximize the potential of these resources and youth constituencies on the Northside.

- **Community engagement matters.** Listening carefully to residents and including a wide range of perspectives and experience is critical to draw on the cultural capital of the community. Involving residents in the development of plans and projects, and incorporating their ideas into the implementation of development efforts, can lead to successful revitalization efforts where residents feel they have the means to influence their communities’ future. Communities need to do a better job of looking at the “local” to solve urban problems. Rather than focusing on solutions that come from outside a neighborhood, energy and resources should be shifted to solutions that come from inside the community.

- **Collaboration matters.** Developing vibrant inner-city neighborhoods where residents are civically engaged, connected to financial and political power, and work together to bring about their vision for the future of the community can only be accomplished if significant proportions of the populace recognize and wield their collective power across the differences that tend to keep people separated. Participation in the arts can contribute to cohesion in troubled neighborhoods by bringing people together in ways that facilitate trust building and collaboration. It also can provide a reason for people to connect across culture, generation, and class differences, as well as promote understanding of each other, recognition of shared human experience, and acknowledgement of the value that everyone brings to the community.6 Forming collaborations between community

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6 Matarasso, *Use or Ornament?* 1997.
members and other institutions and organizations takes time and creative energy, but can leverage resources, skills, and talents to address complex urban problems.

**Conclusion**

Speakers and participants from the 2011 Bruner/Loeb Forum illuminated examples of how social, cultural, and human capital are being rebuilt through increased attention and resources to local arts in cities across the nation. They elevated the importance of engaging youth as innovators and shapers of community change efforts. Their personal stories of triumph and failure displayed the role participatory-arts engagement can have on strengthening community-development efforts. They demonstrated how fostering and developing a new creative class and economy can equitably revitalize urban neighborhoods. They provided fresh ideas for community engagement by sharing innovative models that build the capacity, connections, and power of neighborhood residents. They encouraged participants to push toward developing multidisciplinary, cross-sector approaches to neighborhood revitalization that grow new ideas and strategies among diverse partners. They challenged participants to take risks and to not be afraid of failure, reminded them that more can be done together than alone, and urged them to never forget the love they have for the community and the important driver that it is for such work.

Kris Nelson was director of neighborhood programs at CURA. He passed away in June while this article was being written (see tribute on back cover). DeAnna Cummings is the executive director and co-founder of Juxtaposition Arts, which supports young artists in north Minneapolis to develop their creative talents to improve their life outcomes and make positive contributions to their neighborhood.

CURA was a cosponsor of the 2011 Bruner/Loeb Forum. In addition to providing financial support, CURA staff members Kris Nelson and Sara Bielawski were members of the planning team for the event.

This article is dedicated in loving memory of Kris Nelson (1951–2011), a friend, mentor, leader, and advocate for neighborhoods. A very special thanks to Neeraj Mehta, program officer from Nexus Community Partners and Bruner/Loeb Forum planning committee member, who contributed significantly to this piece.
Project Updates

To keep our readers up-to-date about recent CURA projects, each issue of the CURA Reporter features capsule descriptions of several newly completed projects. The projects highlighted in this issue were made possible through the University of Minnesota at Duluth (UMD)’s Sustainable Development Research Opportunity Program (SDROP), which was created in spring 2010 to provide students an opportunity to work closely with community partners in northeast Minnesota on sustainable development projects. In the program’s first year, 10 students were awarded SDROP stipends for community service projects. The program receives financial support from UMD’s College of Liberal Arts, the University of Minnesota’s Northeast Minnesota Sustainable Development Partnership, and CURA.

■ Kevin Pexa worked with Stark Enterprises, a small, locally owned company that develops and installs sustainable energy and water conservation systems. Pexa worked on the design, permitting, and installation of rainwater-capture systems that have the potential to replace conventional wells in portions of northeast Minnesota.

■ Allison Dallum worked with Duluth’s SHARE Program, a nonprofit, volunteer-run food-buying club and distribution network that delivers meat and fresh produce at 30 to 50% savings to anyone in the community, regardless of income, age, or residency. Dallum’s project involved preparing and freezing complete meals for network clients, and producing a cooking show video designed to teach families how to make healthy, home-cooked “fast food.”

■ Stacey Gerths worked with UMD’s Office of Sustainable Development on the creation of a revolving fund designed to capture a portion of energy-efficiency/conservation project savings for reinvestment in future energy-savings projects on campus. Her project included establishing and promoting the fund, as well as quantifying and tracking project savings.

■ Adriane Norgaard worked with Chelsea Morning Farm, an organic community-supported agriculture farm. These farms provide farmers with a fixed income from local family shareholders to cover their operational costs throughout the growing season. Norgaard worked on all aspects of the farm operation, from marketing shares to growing and distributing food.

■ Justin Gramenz worked with the Institute for a Sustainable Future, a Duluth-based nonprofit, researching the City of Duluth’s zoning and planning regulations to identify barriers to urban farming. Gramenz also prepared and presented a proposal to the Duluth City Council outlining how the city could use zoning and planning to promote food security and urban farming.

■ Jessica Welch worked with the Legal Aid Service of Northeastern Minnesota, a nonprofit law firm that provides low-income residents with civil legal services. Welch helped individuals and families obtain or retain safe and affordable housing. She handled cases from start to finish, from initial meetings with clients to representing clients at informal hearings with local-property management firms that had denied access to affordable housing.

■ Tristin Hafner worked with the Duluth Grill Restaurant, which has a local reputation as a supporter and server of healthy and regionally grown foods. Hafner assisted with the construction and upkeep of several raised-bed gardens around the restaurant and parking lot. These gardens provide a unique and beautiful landscaping service, as well as locally grown produce that is harvested and served at the restaurant.

■ John Beaton worked with Duluth’s Seeds of Success program, which is dedicated to promoting urban gardens within the city of Duluth. Beaton built and maintained numerous gardens around town, and assisted with program administrative and promotional work.

■ Linea Smith worked with UMD’s Sustainable Agriculture Project (SAP), which was developed to institute education, research, and community engagement around local food systems and food security in the western Lake Superior region. Smith helped to develop SAP’s volunteer base and planned a one-acre market garden, the harvest from which will be distributed to UMD facilities and made available to student and staff directly.

■ Brian Downing worked with the Northeast Minnesota Sustainable Development Partnership, a University of Minnesota program that provides seed money and University expertise to help regional communities achieve their sustainable development goals. Downing researched energy-efficiency options for the renovation and expansion of Moose Lake’s ice arena to serve as a community center.

CURA REPORTER
Minorities in the Twin Cities: What the 2010 U.S. Census Tells Us

by William J. Craig

According to the latest Census figures, the Twin Cities suburbs have more minorities of every race and ethnicity than the central cities of Minneapolis and St. Paul combined. Here, a Latino couple prepares lunch for their children in their new Woodbury home.

Minnesota continues to be a predominantly White state, but is adding people of color each decade. According to the 2010 U.S. Census, the state’s population is 85% White, but this figure is down from 89% White in 2000. The state grew by 384,446 people during the first decade of the millennium. Many midwestern states (Wisconsin, Illinois, Michigan, Indiana, and Ohio) lost a congressional seat as a result of population loss or slow gains relative to other states. Minnesota was able to retain its eight Congressional seats thanks in large part to growth in its minority population. Approximately two-thirds of Minnesota’s growth was in people of color (Table 1). This article focuses on the location of that growing minority population.

For many minority groups, the majority of the population lives in the Twin Cities. Only 54% of the state’s population lives in the seven-county Twin Cities metropolitan area, but 87% of the Black population, 86% of the Asian population, and 67% of the Latino population lives there (Table 2).

1 Approximately 98% of Minnesotans identify themselves as being of a single race. Starting in 2000, the U.S. Census allowed people to identify themselves by multiple races. All of the numbers in this report are based on single-race responses. A small percentage of the White population has a Latino ethnic background, but accounting for them as Latino would only lower the 2010 non-Latino White population from 85% to 83%.

2 This article uses shorthand labels for racial and ethnic groups based on U.S. Census form designations:
Black includes people identifying themselves as “Black, African American, or Negro” on the Census form.
Asian includes people identifying themselves as one of six Asian categories on the Census form; e.g., Chinese. In addition, people could check “Other Asian” and write in their race—Hmong, Laotian, Thai, Cambodian, etc.
American Indian includes people identifying themselves as “American Indian or Alaska Native” on the Census form.
Latino includes people identifying themselves as of “Hispanic, Latino, or Spanish origin” on the Census form. According to the federal government, this is an ethnic, not a racial, category; Latinos may be of any race.
A racial or ethnic group represents more than 8% of the metro area population.

The Black population in Minnesota has its historic roots in the Twin Cities. It has grown 50% or more each decade for the past 50 years as people moved to Minnesota for economic opportunity and other reasons. Although more recent African immigrants are included in this category and account for some new outposts around the state in counties with food-processing jobs, the vast majority of Black Minnesotans live in the Twin Cities.

For the first time, more metro area Black residents live in the suburbs rather than in the central cities (Table 3). Historically, 90% of the metro area Black population has lived in the central cities of Minneapolis and St. Paul, but that proportion has been dropping. Both Minneapolis and St. Paul had larger Black populations in 2010 than in 2000, but that growth has been outstripped by growth in the suburbs (Figure 1). The Black population is widely distributed throughout the inner-ring and outer-ring suburbs. The population is growing in middle-class communities, reflecting a growing Black middle class in the Twin Cities. The population is declining in some of the poorest parts of the central cities, but this may be due more to housing foreclosure than to upward mobility.

The Asian population shows many of the same patterns of change as the Black population, but its spatial dispersion is more extreme (Figure 1). It has abandoned the central cities in greater numbers and dispersed more widely across the metro area. Minneapolis has fewer Asians in 2010 than in 2000, in part because of the closing of large public-housing sites. St. Paul added Asians north and east of downtown, but lost many from its historic core in Frogtown. Asian populations now represent significant portions of all parts of the developed metro area. Minnesota Asians are a heterogeneous mix that includes both Asian Indians with college degrees and new immigrants from refugee camps with limited English skills, so the stories behind these new patterns could illustrate a mix of triumphs and struggles.

This short article does not discuss the American Indian population for a number of reasons. This population’s growth in numbers has been smaller than other racial groups. In addition, most American Indians do not live in the metropolitan area, but in counties with reservations. Most importantly, a substantial number of American Indians have mixed racial backgrounds and may not identify their American Indian race at all, may identify it as one of several races, or may identify it as their sole race on the Census form, making meaningful analysis difficult.

I close with a look at the Latino ethnic group. A Latino person can be of any race, which is why their numbers are reported separately from the racial

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**Table 1. Minnesota Race* and Ethnicity, 2000–2010**

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<tbody>
<tr>
<td>White</td>
<td>4,400,282</td>
<td>4,524,062</td>
<td>123,780</td>
<td>+3%</td>
</tr>
<tr>
<td>Black</td>
<td>171,731</td>
<td>274,412</td>
<td>102,681</td>
<td>+60%</td>
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<tr>
<td>Asian</td>
<td>141,968</td>
<td>214,234</td>
<td>72,266</td>
<td>+51%</td>
</tr>
<tr>
<td>American Indian</td>
<td>54,967</td>
<td>60,916</td>
<td>5,949</td>
<td>+11%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4,919,479</td>
<td>5,303,925</td>
<td>384,446</td>
<td>+8%</td>
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* Rows do not add up to the figures shown for total population because only single-race responses are reported for each racial group. People who identified themselves as multiracial are included in the total.

† Latino is an ethnic category, not a racial category; Latinos may be of any race.

**Table 2. Twin Cities Seven-County Metropolitan Area Population by Race*/Ethnicity, 2000–2010**

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<tbody>
<tr>
<td>White</td>
<td>2,246,356</td>
<td>50%</td>
<td>79%</td>
<td>0%</td>
</tr>
<tr>
<td>Black</td>
<td>238,723</td>
<td>87%</td>
<td>8%</td>
<td>+52%</td>
</tr>
<tr>
<td>Asian</td>
<td>183,421</td>
<td>86%</td>
<td>6%</td>
<td>+52%</td>
</tr>
<tr>
<td>American Indian</td>
<td>20,906</td>
<td>34%</td>
<td>1%</td>
<td>+2%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>2,849,567</td>
<td>54%</td>
<td>100%</td>
<td>+8%</td>
</tr>
</tbody>
</table>

|                  | 143,382         | 67%                                      | 6%                                            | +75%                |

* Rows do not add up to the figures shown for total population because only single-race responses are reported for each racial group. People who identified themselves as multiracial are included in the total.

† Latino is an ethnic category, not a racial category; Latinos may be of any race.

**Table 3. Central Cities’ Percentage of the Twin Cities Metropolitan Area Population, by Race/Ethnicity, 1990–2010**

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</thead>
<tbody>
<tr>
<td>White</td>
<td>24%</td>
<td>20%</td>
<td>18%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Black</td>
<td>76%</td>
<td>65%</td>
<td>49%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asian</td>
<td>54%</td>
<td>49%</td>
<td>35%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>28%</td>
<td>25%</td>
<td>23%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Latino†</td>
<td>53%</td>
<td>54%</td>
<td>40%</td>
<td>1990</td>
<td>2000</td>
<td>2010</td>
</tr>
</tbody>
</table>

* In 1990 individuals were required to select a single race. Therefore the data reported in this column are not entirely consistent with 2000 and 2010 data.

† Latino is an ethnic category, not a racial category; Latinos may be of any race.
Figure 1. Black, Asian, and Latino Population in the Twin Cities Metropolitan Area, 2000–2010

Source: 2010 U.S. Census

Note: MCD stands for minor civil division, the term the U.S. Census Bureau uses to designate the primary governmental or administrative divisions of a county (in Minnesota, these include cities, townships, and unorganized territories).
groups in the tables accompanying this article. In both Minnesota and the Twin Cities metro area, Latinos have grown faster than any other minority group over the past decade (Tables 1 and 2). Many of the first Latinos to Minnesota came as migrant agricultural workers, especially to northwestern Minnesota where manual labor was needed to weed sugar beets. Some of these workers dropped out of the annual migration stream to settle in that area. Since then, many of the newer migrants have settled in areas around the state with food-processing facilities.

Many Latino migrants also settled across the metropolitan region. The West Side of St. Paul, south of the Mississippi River, became a major Latino settlement during the last century. By 2000, Minneapolis had, for the first time, more Latinos than St. Paul. By 2010, the suburbs had more than the two central cities combined (Figure 1). Within Minneapolis, Latinos moved into areas vacated by Black and Asian residents, but also moved into the middle-class areas of south Minneapolis. In St. Paul, Latinos moved out of the central core and into all other parts of the city, but continued their concentration on the West Side and the nearby city of West St. Paul. They also distributed into the suburbs, but their pattern is unique compared with that of Black and Asian residents. Fewer Latinos have moved into the affluent western suburbs, but they represent significant portions of some more distant communities that have affordable housing, including manufactured homes—for example, Shakopee, Chaska, and Dayton.

Conclusion

These patterns of change show the dynamics and vitality of the Twin Cities minority population. By 2010, all groups were predominantly suburbanites. In this they follow the White population by nearly half a century; the 1960 Census shows 51% of the White population living in the central cities of Minneapolis and St. Paul, a figure that had dropped to 38% by 1970. This migration to the suburbs provides better access to schools for children and jobs for adults, and increases the cultural diversity and richness of suburban communities. In turn, The metropolitan area as a whole benefits from a skilled workforce, a full range of cultural activities, and an outlook that encourages all residents to lead full lives that benefit their families and contribute to their community.

William J. Craig is associate director of CURA, and an adjunct faculty member in the Department of Geography and the Humphrey School of Public Affairs at the University of Minnesota.
Project Assistance Available from CURA

The Center for Urban and Regional Affairs supports research and technical assistance through a number of individual programs, each with their own deadlines and application procedures. If you represent a community organization or government agency and are unsure which program listed below is most suitable for your project proposal, simply complete a general Community-Based Research Programs Application Form at www.cura.umn.edu/cbr and we will route your request to the appropriate program.

■ The Community Assistantship Program (CAP) matches community-based nonprofit organizations, citizen groups, and government agencies in greater Minnesota with students who can provide research assistance. Eligible organizations define a research project, submit an application, and if accepted, are matched with a qualified student to carry out the research. The application deadline for spring semester 2012 assistantships (mid-January to May) is October 30, 2011. For more information, contact CURA community programs assistant Jeff Corn at 612-625-0744 or curacb@umn.edu, or visit www.cura.umn.edu/npacr.

■ The Community University Program funds quarter-time graduate-student assistantships for one semester to help community-based nonprofit organizations or government agencies with a specific project. The application deadline for spring semester 2012 assistantships (mid-January to May) is October 30, 2011. For more information, contact CURA community programs assistant Jeff Corn at 612-625-0744 or curacb@umn.edu, or visit www.cura.umn.edu/communiversity.

■ Neighborhood Partnerships for Community Research (NPCR) provides student research assistance to community organizations in Minneapolis, St. Paul, and Twin Cities metropolitan-area suburbs that are involved in community-based revitalization. Projects may include any issue relevant to a neighborhood’s or community’s needs and interests, including planning, program development, or program evaluation. Priority is given to projects that support and involve residents of color. Applications from organizations collaborating on a project are encouraged. The application deadline for spring semester 2012 assistantships (mid-January to May) is October 30, 2011. For more information, contact CURA community programs assistant Jeff Corn at 612-625-0744 or curacb@umn.edu, or visit www.cura.umn.edu/npacr.

■ The Community Geographic Information Systems (CGIS) program provides technical assistance in mapping, data analysis, and GIS to community-based organizations and nonprofits in the Twin Cities metropolitan area. Staff at the CGIS program specialize in parcel-level mapping, demographic analysis, and Internet-based GIS technologies. The CGIS program has no formal application process or deadline to apply. Project requests can be made by phone or e-mail, and generally can be turned around within two weeks. For more information, to discuss potential projects, or for assistance with data needs, contact CGIS program coordinator Jeff Matson at 612-625-0081 or jmatson@umn.edu, or visit www.cura.umn.edu/cgis.

■ The Minnesota Center for Neighborhood Organizing trains people to work effectively in organizing and staffing neighborhood organizations. It trains new organizers and increases the skills of existing neighborhood staff through internships, workshops, and other programs. For more information about the program and the training opportunities available, contact Jay Clark at 612-625-2513 or clark037@umn.edu, or Margaret Kaplan at 612-624-2300 or mkaplan@umn.edu, or visit www.cura.umn.edu/mcno.

2010 State and Twin Cities Population Distribution Maps Available

CURA has partnered with the Cartography Lab in the University of Minnesota’s Department of Geography to produce four-color, poster-sized (17.5 by 20 inches) wall maps showing population distribution in the state of Minnesota and the seven-county Twin Cities metropolitan area, using data from the 2010 U.S. Census. The statewide map shows population distribution at the county level. The Twin Cities metro area map shows population distribution at the minor civil division level, which includes cities, townships, and unorganized territory. Both maps include major water features and selected major roads and highways. The maps are available for download as PDFs at www.cura.umn.edu/node/7251 (statewide map) and www.cura.umn.edu/node/7250 (Twin Cities metro area map). For those wishing to print the maps, both Kinkos and the University of Minnesota’s John R. Borchert Map Library (map.lib.umn.edu) offer reasonable prices for printing from these files at full size.
In Memoriam: Kris Nelson

We are deeply saddened to report the loss of our dear colleague and friend Kris Nelson, who passed away in his sleep on the morning of Friday, June 17, 2011. A native of Indianapolis, Kris came to the Twin Cities in 1975 for an internship with the City of Minneapolis, working to create live-work spaces for artists in the Warehouse District. He continued this work as founding director of Artspace Projects, a nonprofit developer of arts space, and later served as director of the Whittier Alliance neighborhood group, where he helped to pioneer many now-common neighborhood revitalization strategies. Kris came to CURA in 1993 to serve as director of neighborhood programs. He worked tirelessly to ensure that faculty and students at the University of Minnesota and other Twin Cities colleges and universities responded to the research needs of neighborhoods, rather than merely using neighborhoods as research laboratories.

A memorial program for Kris will be held at the University of Minnesota’s Humphrey School of Public Affairs on October 11, 2011, from 3–5 pm, with a reception to follow. Details about the memorial will be posted soon on the CURA events calendar at www.cura.umn.edu.

Kris touched the lives of many people in the Twin Cities metro area, and he will be deeply missed.