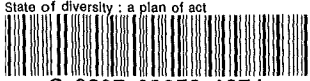


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PLAN OF ACTION FOR MINNESOTA

STATE OF DIVERSITY



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MINNESOTA PLANNING is charged with developing a long-range plan for the state, stimulating public participation in Minnesota's future and coordinating public policy with state agencies, the Legislature and other units of government.

State of Diversity was prepared by the staff team of Mark Larson, Dianne Marsh and Deborah Pile, with assistance from Dale Mott, J. H. Fonkert and Amy McKenney-Maki, staff members of Minnesota Planning.

Upon request, *State of Diversity* will be made available in an alternate format such as Braille, large print or audio tape. For TDD, contact Minnesota Relay Service at 612-297-5353 or 1-800-627-3529 and ask for Minnesota Planning.



658 Cedar
Saint Paul, MN 55155
612-296-3985

November 1993

Working papers were prepared under the guidance of project subcommittees and are available from Minnesota Planning:

- Government Inclusiveness and Jobs Working Paper
- Diversity and Human Rights Working Paper
- Wealth and Economic Development Working Paper
- Steering Group Interim Report; January 1993
- Responses to the Survey of Cultural Diversity and State and Metro Government
- Databook: Minnesota Government Customers and Employment by Race and Ethnicity
- State of Diversity: A Resource Guide

A Changing Population: The Next 30 Years, by the Demographer's Office at Minnesota Planning, also is available from Minnesota's Bookstore at 117 University Avenue, St. Paul, Minnesota 55155, 612-297-3000 or 1-800-657-3757.

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DEFINITIONS AND USAGE OF TERMS

Throughout this report, various terms are used to refer to portions of Minnesota's racial and ethnic mosaic. The report uses terms that are commonly used by the U.S. government in compiling statistics and some additional terms used by people themselves in referring to their ethnic or racial group. In the census, people define their own ethnicity. Generally accepted terms and usage are changing, and sometimes multiple terms with similar meaning are used by communities of color, such as American Indian and Native American.

AFRICAN AMERICAN: A person having origins in any of the black racial groups of Africa.

AMERICAN INDIAN: A person having origins in any of the original peoples of the Americas. The principal American Indian tribes in Minnesota are the Ojibway in the north, also called the Anishinabe or Chippewa, and the Dakota in the south, also called the Sioux.

ASIAN: A person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands. The three largest Asian groups in Minnesota are the Hmong (23 percent), Korean (16 percent) and Vietnamese (12.4 percent).

COMMUNITIES OF COLOR: People of color who share a common racial and ethnic background and often a common culture.

DIVERSITY: The term may be used narrowly to refer to difference in race and ethnicity, but in the context of

training and action by groups, it often refers to a full range of differences in people, including race, ethnicity, gender, age, religion, disability, family status, sexual preference, place of origin, and other individual characteristics defined by birth, culture or personal choice. **Cultural diversity** usually but not always refers to differences in race, ethnicity or national origin.

HISPANIC: A person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race. In the census, more than 65 percent of Minnesota Hispanics are of Mexican, Chicano or Mexican American origin. More than 54 percent classify themselves as white, while more than 36 percent list their race as other, suggesting that they do not feel they fit any of the four racial categories. While Hispanic is used in the census and in equal opportunity statutes, Latino or Chicano/Latino are gaining ground. They refer to persons coming from the Americas, excluding those immigrating from Spain or other places outside the Americas.

MINORITY, RACIAL AND ETHNIC MINORITY: Individuals who are African American, American Indian, Asian or Hispanic. In this report *minority* and *racial and ethnic minority* are interchangeable with the term *people of color*.

PEOPLE OF COLOR: Individuals who are African American, American Indian, Asian or Hispanic.

WHITE: A person having origins in any of the original peoples of Europe, North Africa or the Middle East.

minnesota is entering a new era of racial and ethnic diversity. Communities large and small across Minnesota are changing, making the state a richer mosaic of races and nationalities. Its population of African Americans, American Indians, Asians and Hispanics grew by 72 percent during the 1980s. From 6.3 percent of the total population in 1990, the population of color is projected to grow to 15 percent of the total population in the year 2020. Based on projections of the State Demographer, more than 24 percent of the state's children will be racial and ethnic minorities by the year 2020 — more than double the current level.

SUMMARY

STATE OF DIVERSITY

Minnesotans of all backgrounds share in the American dream of achieving a good education, a well-paying job, a home of their own and economic security. They seek to be full contributors to their community and full participants in Minnesota's growing economy. However, today, not all citizens are sharing in the benefits of prosperity.

How diversity meshes with Minnesota's economy will affect the future quality of life. Will Minnesota be unified and prosperous or will it be divided by race and income?

Minnesota's economy increasingly relies on a racially diverse work force. Expanding Minnesota's economy can mean expanding opportunities for all to achieve the dream of prosperity. People of color already are a cornerstone of the work force in food processing and other industries. An increasing number of people of color are business owners and business leaders. Tribal gaming is a major employer and engine of economic development in rural communities.

While many of Minnesota's quarter million people of color are prospering economically, a disproportionate share are not. Gaps in income and education between whites and people of color are large and often growing. An increasing proportion of the state's children are poor children of color, meaning that if trends continue, economic and social gaps among the state's racial and ethnic groups could grow wider. Racism, exclusion, poor education and poverty prevent many Minnesotans from achieving their dreams for their families. Key trends in Minnesota:

- The income gap increased between whites and all communities of color from 1980 to 1990.

■ In 1990, 84 percent of white adults had a high school diploma, compared to 76 percent of African Americans, 71 percent of Hispanics, 70 percent of Asians and 68 percent of American Indians.

■ School dropout rates tripled for Asian youth and nearly doubled for Hispanics from 1981 to 1991. Only about half of African American and American Indian youth graduate.

■ Whites own businesses at more than four times the rate of people of color.

■ Percentages of people of color who own their own homes are far below that of whites.

Minnesotans of all backgrounds also share the dream of democracy and representative public institutions. Yet people of color are not yet fully involved in making public policies, running local governments and teaching children. Our public institutions do not yet mirror the state's population:

■ Four of 201 state legislators are people of color, a 2 percent share of the total.

■ Only two of 311 school superintendents and less than 3 percent of all school principals are people of color.

■ Less than 2 percent of all public school teachers are racial and ethnic minorities, compared to over 10 percent of public school students.

■ Seventeen major county governments surveyed all have minority employment levels below their minority population levels.

This report shows evidence of disturbing trends toward racial division throughout the state. To ignore these trends is to invite a serious decline in the state's quality of life and position in a diverse and interdependent world economy.

If the state continues this course, it will not arrive at the future envisioned by Minnesotans. *Minnesota Milestones*, the state's 30-year plan, created in 1992 with the help of

thousands of citizens, calls for a future with safe, friendly and caring communities; a future where people of all cultures, races and ethnic backgrounds are valued and respected; and a future where all citizens will have the economic means to maintain a reasonable standard of living.

To help bring Minnesota closer to this vision of the future, *State of Diversity* examines racial bias and inequality and offers a multiyear action plan to combat racism and enable all Minnesotans to participate fully in the future. To develop the plan, Minnesota Planning brought together the ideas of diverse Minnesotans from communities, business and government. They formulated the policy goals outlined in this summary and recommended strategies to advance toward these goals.

State of Diversity calls on all of Minnesota's leaders, public and private, to join in the action plan and help rid our schools, workplaces, streets and neighborhoods of bias. The emergence of new community diversity coalitions across the state demonstrates that Minnesotans are ready to join the commitment to change. Many of these groups are listed in a separate publication available from Minnesota Planning, *State of Diversity: A Resource Guide*.

State of Diversity is organized in three parts. The first part presents an overview of Minnesota's changing population and demonstrates why issues of diversity are important to Minnesota. The second part contains nine broad recommendations and 37 specific strategies. These recommendations and strategies are summarized below. The final part offers a set of measures to chart Minnesota's progress toward racial equality in the future.

POLICY GOALS FOR THE 1990S

1. Minnesotans of all racial, ethnic and religious backgrounds will have free access to all parts of society without fear of discrimination or harassment.
2. Communities of all racial, ethnic and religious backgrounds will be respected. All Minnesotans will be free to cultivate their heritage and to participate fully in mainstream society.
3. Communities of color will have genuine representation and be respected as equals in all areas of public decision-making. People of color will be able to guide programs and policies that specifically and uniquely affect their communities.
4. Government will commit its resources to building an environment in which diverse people can thrive and contribute to Minnesota's future. The state will fully include and retain people of color in its work force.
5. People of all racial and ethnic communities will build wealth and financial security through business growth, property ownership and well-paying jobs.
6. People of color will have education, skills and credentials and quality employment on a par with other Minnesotans.
7. Children of color will be fully included and equally treated in all school classrooms and programs and will achieve academic success comparable to that of other children. Schools will value diverse cultures, reduce biased behaviors and nurture all children.
8. No Minnesotans will be denied their choice of housing because of their race or ethnicity.

RECOMMENDATIONS AND STRATEGIES

GROWING BUSINESSES

Recommendation: *Support and nurture minority investment and businesses.* Investment and business ownership create wealth and stability for individuals and communities. They are a key path to equality. Yet minority households have low levels of accumulated wealth and relatively few people of color own businesses. Getting the funds and assistance to start, expand and run a business can be particularly difficult for people of color.

Strategies:

1. Expand capital and technical assistance to minority-owned businesses.
2. Develop a comprehensive electronic directory of minority-owned businesses and technical and financial assistance sources.
3. Increase corporate buying from minority suppliers.
4. Form a Minnesota chapter of the Minority Business Brain Trust and develop a mentor network.
5. Encourage local governments to seek bids and make purchases from minority-owned businesses.
6. Document disparities in government purchasing and continue the state targeted-group purchasing program.
7. Strengthen and market the state targeted-group purchasing program.

OWNING HOMES

Recommendation: *Government and the private sector should do more to increase access to home ownership.* Home ownership is an important element of personal wealth and community stability. However, home-ownership rates for minorities in Minnesota were significantly lower than rates for whites in 1990 and have declined or stalled while white home-ownership rates have increased. Lack of money for down payments, incomes too low to qualify for conventional financing, and lack of information on home-ownership contribute to this disparity.

Strategies:

8. Expand public and private home loan and rehabilitation programs across the state.
9. Expand home-ownership information and training programs.
10. Create a directory of home-ownership assistance providers.

PREPARING YOUTH

Recommendation: *Prepare and motivate youth for careers and for business and community leadership.* Many Minnesota youth are ill prepared for today's high-skilled,

ever-changing workplace. In test scores, dropout rates and college enrollment, youth of color come up short. Many lack exposure and connections to the world of work, business and higher education. Preparing youth must be viewed as everyone's business — communities, schools, businesses, unions, government agencies and individuals.

Strategies:

11. Expand youth jobs and internship programs in state government.
12. Expand private-sector partnerships with schools to link young people with careers.
13. Provide more opportunities for youths to learn about and develop business enterprises.
14. Enact the recommendations of state task forces on the education of youth of color.

DIVERSIFYING THE WORKFORCE

Recommendation: *Remove barriers and expand opportunities for employment in both government and the private sector.* People of color continue to be underrepresented in the better-paying occupations in Minnesota's public and private sectors. Differences in education, mismatches between the location of new jobs and unemployed people of color, outdated civil service systems and continuing discrimination all contribute to this problem. Some employers have demonstrated aggressive solutions that can be more widely adopted.

Strategies:

15. Increase the recruitment and training of young people of color into stable and growing high-skill, high-wage occupations in the private sector.
16. Develop and link transportation, housing and job development strategies to improve geographic access to jobs.
17. Educate more professionals of color in key fields of public service.
18. Reinstate requirements for local government and school district affirmative action plans.
19. Develop an aggressive recruitment system to attract top employees of all backgrounds to state government.
20. Use new approaches to invest in and retain employees of all backgrounds in government.
21. Change civil service job qualifications to ensure that public employees are respectful of diversity.
22. Simplify and open up civil service hiring and promotion procedures.

PREPARING MINNESOTA INSTITUTIONS

Recommendation: *Public and private organizations should institute zero-tolerance-for-bias policies and help train Minnesotans to live and work with diverse cultures.*

The climate of a community flows from all of its institutions. When discrimination occurs in our government and institutions, it permeates the whole society and affects those institutions and the people they serve.

Strategies:

23. Institute zero-tolerance-for-bias policies throughout state and local government.
24. Ensure a bias-free environment in the public schools.
25. Require anti-bias and diversity training for key professionals who serve the public.
26. All state employees participate in diversity and anti-bias training.

BUILDING GOVERNMENT COMMITMENT

Recommendation: State and local government leaders should adopt action plans to incorporate diversity throughout their activities and regularly measure progress toward goals. Minnesota's growing racial and ethnic diversity affects state and local governments in many areas, including employment, representation in decision-making, delivery of services and the work environment. If government is to be efficient and effective, it must change along with its clientele and work force.

Strategies:

27. Designate a high-level council and an Office of Diversity to guide action on diversity within state agencies.
28. Adopt a multiyear action plan involving all state agencies, with measurable goals and annual reporting on progress.
29. Make a demonstrated commitment to diversity part of the selection and performance criteria for agency managers and supervisors.
30. Organize a collaborative campaign to increase the employment and representation of people of color in local government.

MAKING DECISIONS

Recommendation: Improve participation of Minnesotans of color in state and local government and school decision-making. Effective democracy depends on all citizens being included in public decision-making, yet people of color tend to be underrepresented where many key policies are formed and programs operated.

Strategies:

31. Take action to ensure diversity on state, local and school district citizen boards and advisory committees.
32. Set standards to ensure inclusiveness in all phases of grant-making and state aid allocation.

33. Expand opportunities for communities of color to direct or control programs targeted to them.

ENFORCING RIGHTS

Recommendation: Give the human rights system the resources and tools it needs to reduce racial incidents through education and make enforcement timely and effective throughout the state. Laws cannot be effective if enforcement resources are not adequate and enforcement processes are not swift. Yet access to human rights enforcement personnel is limited in many parts of the state, proceedings are lengthy and some enforcement duties go unmet.

Strategies:

34. Increase access to human rights enforcement and education outside the Twin Cities.
35. Develop innovative approaches that resolve discrimination complaints more quickly.

BUILDING COMMUNITY COMMITMENT

Recommendation: Minnesota leaders and citizens statewide should make a commitment to improve the racial climate. Laws and policies have limited effect if they are not backed by the commitment and vigilance of Minnesota's leaders. The Governor, the Legislature, and community and private-sector leaders must work together to implement the strategies in this report and discourage racism.

Strategies:

36. Form a Unity in Diversity coalition to lead implementation.
37. Initiate a community-based statewide campaign to promote agreed-upon "best practices" and create a clearinghouse to support local efforts.

While the strategies and goals offered in *State of Diversity* are aimed at public and private institutions, every Minnesotan must take responsibility for making Minnesota free of racial discrimination and harassment. Minnesota must choose whether it will gain from diversity or suffer from division. All Minnesotans must have the opportunity to be vital contributors to the state's future.

Today and throughout history Americans have been driven by the dream of freedom and opportunity. In the 1980s a large new generation of immigrants arrived seeking economic opportunity. While many earlier generations of European immigrants worked their way to success, many Native Americans, African Americans and other people of color were held back by exploitation and discrimination. Despite decades of economic growth that benefited most Americans, many people of color have been left behind. While the civil rights laws of the 1960s broke down many barriers, disparities are still growing. New commitments and new approaches must now be

INTRODUCTION

STATE OF DIVERSITY

considered to make the dream a reality for all, regardless of race or ethnicity.

Since its founding as a territory in 1849, Minnesota has been challenged to meet the ideals of freedom and equality put forth in the Constitution and the Bill of Rights. While sometimes a leader, Minnesota continues to face conflicts over race. Today, an increasingly diverse population heightens the challenge. Children born and entering school in the 1990s, more than any other generation, must be prepared to live and work together in a multiracial society. Preparing current and future generations to live together in a state of diversity is critical to Minnesota's economy, sense of community, natural resources and quality of life.

Minnesota's racial and ethnic mosaic has been diverse from the state's beginning, made up of Ojibway and Dakota peoples, African Americans and European immigrant peoples. Lakes, rivers and counties were given Indian and French names, and small groups of African Americans fleeing the South by riverboat established homes, churches, businesses and newspapers in St. Paul and other river towns. Gradually treaties isolated Indian tribes on reservations and African Americans left such towns as Winona and Red Wing and concentrated their homes in the Twin Cities. Outside of the Twin Cities, Indian reservations and a few towns employing Mexican Americans, communities of color in Minnesota historically were small and isolated. Many people came to see Minnesota as a homogeneous, white society, and racial issues were seen as urban issues.

Minnesota now is more racially and culturally diverse than ever. Population changes were dramatic in the last decade. Dozens of Minnesota cities, towns and suburbs

MINNESOTA'S CHANGING POPULATION

			PROJECTED	
	1900-40	1970	1990	2020
WHITE	99.2%	98.2%	93.7%	85.0%
AFRICAN AMERICAN	NA	0.9	2.2	5.9
AMERICAN INDIAN	NA	0.6	1.1	1.8
ASIAN	NA	0.3	1.8	4.3
HISPANIC	NA	NA	1.2	3.0

Note: The percentage of whites in 1990 and 2020 include only non-Hispanic whites.

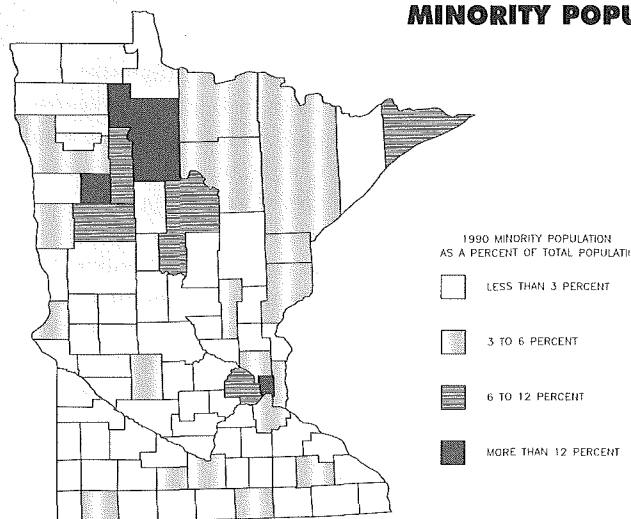
Source: U.S. Census and *A Changing Population - The Next 30 Years*, MN Planning

■ In 1990, Minnesota's population was 6.3 percent people of color, up from 3.9 percent in 1980. By 2020, 15 percent of all Minnesotans are expected to be people of color.

■ Ten percent of public school students today are African American, American Indian, Asian or Hispanic. Children are six times more racially diverse than the population over age 65.

■ By 2020, 24 percent of children under 15 are projected to be African American, American Indian, Asian or Hispanic.

MINORITY POPULATION GROWING



Source: U.S. Census

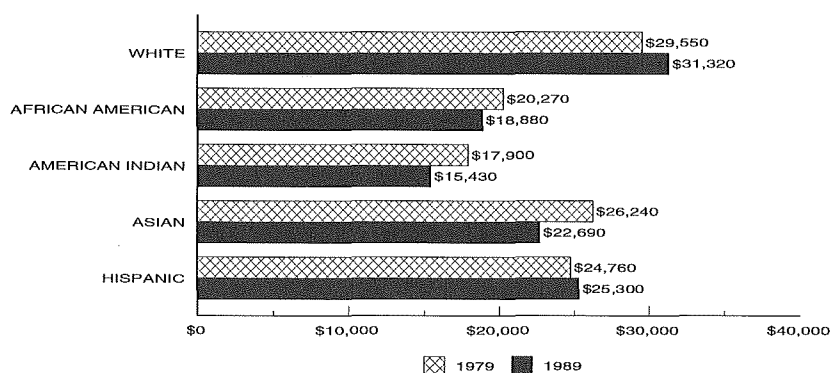
■ Racial and ethnic minority population grew in many counties in the 1980s but remains concentrated.

■ Kandiyohi and Jackson counties had the greatest increases in minority population from 1980 to 1990 — with 257 percent and 233 percent, respectively — largely due to growth in their Hispanic communities.

■ The nonmetropolitan counties with the largest proportion of minorities are in northern Minnesota, where American Indian communities are concentrated.

ECONOMIC GAP WIDENS

MINNESOTA MEDIAN HOUSEHOLD INCOME IN 1989 DOLLARS - 1979 & 1989



■ Median income of African American, American Indian and Asian households in the state dropped in the 1980s, while that of white households increased.

■ Poverty rates for Hispanics and all other minorities rose, while that of whites fell.

■ American Indians were nearly five times as likely as whites to have incomes below the poverty level.

across the state have growing Mexican American, Latino, Laotian, Hmong, Cambodian, Vietnamese, American Indian and African American populations. From 1980 to 1990, the racial and ethnic minority population outside the Twin Cities metropolitan area grew by 50 percent. School enrollment data shows this growth continuing. This change is forcing all areas of the state to address race relations.

Still, people of color remain concentrated in the metropolitan area. In 1990, 92 percent of all African Americans, the state's largest racial minority, lived in Anoka, Dakota, Hennepin and Ramsey counties, with about 72 percent of them in Minneapolis and St. Paul. In both 1980 and 1990, about half of the state's people of color lived in Minneapolis and St. Paul. Yet, the minority population of the Twin Cities suburban areas more than doubled in the 1980s.

With this growth in the number of people of color, housing patterns in Minneapolis and St. Paul have become less segregated since 1960. More census tracts contain more minority residents than ever before. However, areas with large numbers of minorities have become more homogeneous and therefore more isolated from whites. As a result, whites in Minneapolis, St. Paul and surrounding suburbs are more likely than before to encounter people of color in their daily activities.

ECONOMIC FUTURE

By nearly all measures, the gap in economic well-being between whites and minorities in Minnesota is large and, in most cases, getting larger. Though many people of color have risen to prominent positions in government, industry, sports and the arts since the 1950s, racial and ethnic minorities on average have lower incomes and are more likely to be living in poverty than whites. If this continues, given the rapid growth rates of minority populations, racial inequality and polarization threaten to increase.

Major economic disparities exist between Minnesota's children of color and white children. Poverty rates are five times higher than that of white children for African Americans and American Indians and three times higher for Asians and Hispanics. Children in female-headed households are particularly at risk. Female-headed households account for more than 75 percent of all African American and more than 60 percent of all American Indian families in poverty.

African Americans, American Indians and Asians are less likely than whites to be in the labor force, and all people of color are more likely than whites to be in service and semiskilled manufacturing jobs or unemployed. From 1980 to 1990, the percentage of people age 16 and older

participating in the labor force increased for Hispanics and whites but stayed the same or fell for African Americans, Asians and American Indians. Unemployment rates for all minorities were higher than for whites in 1990, with African American unemployment more than three times as high and American Indian unemployment more than four times as high.

Minority workers tend to be underrepresented in higher-paid, higher-skilled jobs and overrepresented in lower-paid, semiskilled occupations. They also are less likely to be employed full time and, in most cases, lag behind whites in educational achievement. These persistent differences all contribute to lower income levels for people of color.

Children of all races must be prepared to be contributing citizens and productive workers. Today's young people will be the workers and taxpayers who support the baby-boom generation during retirement. If African American, Asian, Hispanic and American Indian populations continue to polarize between an educated middle class and a large, underemployed poverty class, the tax burden of public assistance and medical programs only will grow.

Discrimination has been found to play a role in these differences and may be rising as layoffs and tight economic times increase competition for jobs. University of Minnesota professor Samuel L. Meyers Jr. examined income differences for a sample of white and minority workers in Minnesota and found that "only about 25 percent of the racial gap in earnings in Minnesota can be attributed to racial differences in education, age, occupation, location, industry or migration patterns."

Institutional racism and exclusion from jobs and business can hinder Minnesota's economic growth and potential in international trade. Cosmopolitan cities with climates supportive of diversity and thriving, well-educated communities of color may have an advantage in expanding business and cultural links with Africa, the Pacific Rim and Latin America.

The dependence on workers of color by rural manufacturers and urban service industries is growing. Meatpacking and other food processing companies in such towns as Worthington, Madelia, Marshall and Pelican Rapids increasingly are dealing with labor shortages and wage pressures by recruiting Hispanic and Southeast Asian workers from the Twin Cities, Texas, California and Mexico. Like earlier generations of migrants and immigrants, these workers are new customers for small-town businesses, and their children help keep schools open in these communities.

COMMUNITY AND QUALITY OF LIFE

Community harmony has been identified by Minnesotans through *Minnesota Milestones* as a vital part of quality of life. Unfortunately, racial incidents have scarred dozens of communities in recent years, undermining the quality of life for all Minnesotans. Racial conflict is likely to increase unless more Minnesotans reduce their isolation and increase their understanding of each other. History shows that when some racial groups are disproportionately poor and excluded, when they are pitted against each other or whites for limited jobs, housing and political representation, racial conflict eventually grows.

Many cities, towns and suburbs face common challenges and opportunities related to diversity. Minnesota Planning and its project committees identified several patterns in the course of doing interviews and analysis of communities around the state:

- Inequality and racial exclusion are not simply the result of recent growth in migration from Illinois, Texas, Mexico and Southeast Asia. In many towns, American Indians and Mexican Americans who are long-time residents of the state are still marginal participants in mainstream employment, politics and schools. Many people of color see a pattern of behaviors and incidents that reinforces a feeling that they are not welcome. On the other hand, Indian gaming has begun to accelerate the entrance of American Indian people into mainstream business and community life.

- Rural communities with longstanding seasonal populations of Mexican American migrant workers are having difficulty accepting growing permanent populations of Mexican Americans as neighbors and equals.

- Communities that lack any multiracial organizations and leadership dedicated to improving race relations are experiencing deepening conflicts and distrust. Communities with leaders and multiracial groups working toward multiracial cooperation are starting to see results. For example, employment of American Indians in Bemidji has increased significantly since the Bemidji Area Indian Employment Council and the Bemidji Area Race Relations Task Force began involving both employers and the Indian community in bringing down old barriers.

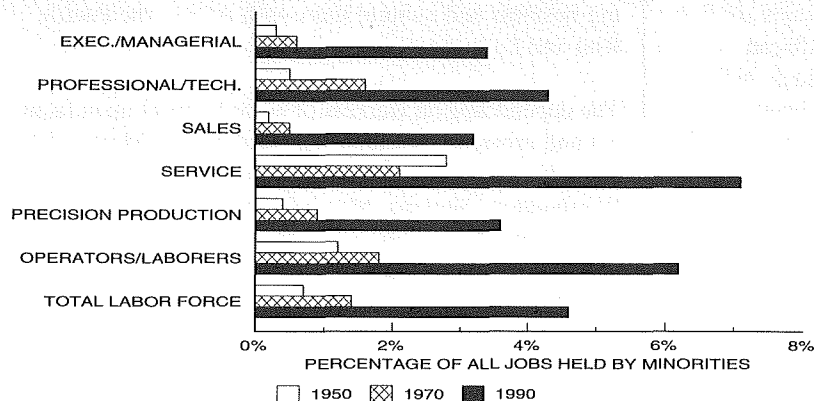
- Efforts to improve race relations in some communities have achieved limited success because, though sincere, they do not significantly share power or provide people of color with real benefits, such as access to jobs. Many people of color will not join in efforts in which they feel they are not treated as equals and not invited in on the ground floor.

- Minority-owned businesses are beginning to flower in some small cities but are virtually absent in others, reinforcing the isolation of communities of color from the economic mainstream.

NATURAL RESOURCES

Racial isolation also threatens to undermine wise management of our natural resources. Minnesota Indian tribes own nearly 1 million acres of land. Coordinated management of forests, waters, recreation and development is highly desirable. The Mille Lacs treaty conflict over fishing rights is likely to be followed by others, as Ojibway and Dakota tribes continue to gain strength and exercise claims and treaty rights that have lain dormant for decades. Tribes are using casino profits to expand their land base and their activities in forestry and tourism,

MINORITY EMPLOYMENT IN TOP OCCUPATIONS STILL LAGS



Source: U.S. Census

- People of color still are disproportionately concentrated in lower-paid service and semiskilled operator/laborer jobs.

- People of color made major gains in executive and managerial jobs in the 1980s but are still underrepresented compared to their presence in the labor force.

- Minority representation in professional and technical jobs remained strong but fell below labor force levels from 1980 to 1990.

proving that wealth and business ownership make people of color "players," with greatly increased social and economic status. Greater cooperation and understanding will be needed to coordinate the development and the protection of forests, lakes and water supplies. Emerging issues include Indian access to the Boundary Waters Canoe Area and their rights under the federal Indian Religious Freedom Act to have sacred places protected from development.

PROJECT ORIGINS AND OBJECTIVES

At public hearings across the state in 1992, Minnesotans spoke of the desire for close and caring communities where people of all cultures, races and ethnic backgrounds are valued and respected. The public hearings were part of an 18-month effort to develop *Minnesota Milestones*, a 30-year plan for the state. The strategies outlined in this report are intended to bring us closer to the kind of future Minnesotans envision for themselves and their children.

Are our public policies adequate to respond to the growing opportunities and tensions arising between races and cultures? What policies are guiding our schools, our employers, our human services programs and our economic development agencies? Have the civil rights laws of the 1960s and 1970s achieved the intended results? What new directions are needed? To answer these questions, Minnesota Planning began shaping a project on issues of racism and equality in early 1992.

Minnesota Planning consulted with the Council on Black Minnesotans, the Spanish Speaking Affairs Council, the Council on Asian Pacific Minnesotans, the Indian Affairs Council, the Urban Coalition and others representing communities of color. About 20 representatives of commu-

nities of color, key state agencies, and communities throughout the state were invited to serve on a steering group to guide the project. This group advised that further research was not as important as determining policies and actions to alleviate discrimination and inequality. The steering group worked for nine months, establishing policy goals and setting priorities for developing action recommendations.

Three subcommittees involving more than 30 additional people were formed: Diversity and Human Rights, Wealth and Economic Development, and Government Inclusiveness and Jobs. These areas were selected because they were not already being addressed by other organizations. The Minnesota Supreme Court was studying bias in the judicial system, and four task forces representing communities of color had presented recommendations on education to the State Board of Education. Numerous groups were working on jobs and training issues. In the three selected areas, expert practitioners, with strong leadership from communities of color, worked closely with state officials and project staff to develop the bulk of the recommendations presented in this report. Among those contributing were chairs of minority chambers of commerce, chairs of local human rights commissions, cultural diversity trainers and people experienced in carrying out diversity projects in major corporations and state agencies.

Recognizing that racism and equality are not just urban issues, Minnesota Planning conducted interviews and focus groups with communities of color and local officials in Bemidji, Moorhead, and Rochester, as well as interviews in Worthington and Mankato. Issues in these communities are mentioned because similar issues affect many other cities and towns.

ACCOMPLISHMENTS

Several recommendations made in the working papers and the project's January 1993 Interim Report have been carried out, including:

- The Department of Human Rights and the state's four minority councils were exempted from the 5 percent budget cuts taken by most other agencies for the 1994-95 biennium.

- To improve communications with the minority councils, the Council on Disability,

and the Commission on the Economic Status of Women, the Governor created a cluster group headed by the Lieutenant Governor that meets quarterly and includes the six groups and several state commissioners.

- The 1993 Legislature appropriated \$6 million for the Urban Challenge Grant Program to benefit minority businesses, recapitalized the Capital Access Program and incorporated recommendations developed by the project subcommittee.

- The Department of Trade and Economic Development is acting to increase promotion and outreach to communities of color for its rural challenge grant, capital access and other programs.

- Legislation was passed requiring all schools to have racial harassment policies.

- Minnesota Planning, the Metropolitan Council and the Minnesota Housing Finance Agency are conducting an examination of policies that affect affordable housing.

LIVING WITH HARASSMENT

■ American Indians in Bemidji and the Mille Lacs area report a pattern of being followed and watched as they shop in certain stores. African Americans frequently complain of the same pattern in Twin Cities shopping malls and department stores.

■ In a local newspaper report, American Indians in the Mille Lacs area described receiving slower or no service in restaurants and being required, while whites are not, to show identification when cashing checks.

■ At the University of Minnesota, Jewish students were shouted down when they attempted to counter an African American student's anti-Semitic remarks.

■ At Macalester College in St. Paul, the Jewish students' kosher kitchen was vandalized and defiled.

■ In South St. Paul, a Hispanic resident was pulled from a car at an intersection, hit with a two-by-four, and told to get out of town by young white men wearing black fatigues and swastika armbands. In previous weeks, white supremacists had passed out literature at schools, apartments and businesses in the city.

■ In Rochester, results of a survey on racial attitudes indicated that 49 percent of the respondents would be most comfortable living in an area with no Southeast Asians and 41 percent would be most comfortable living in an area with no African Americans.

■ In Eden Prairie, an African American family was harassed by a cross burning, a mock lynching and a racist letter containing a death threat.

■ In August 1992, 83 percent of 200 respondents to a Worthington Daily Globe survey said that the city "has not been enhanced by the recent influx of various minority groups." Several dozen flagrantly racist comments from the survey were published.

■ In Minnetonka, an African American man was called derogatory racial names and attacked and beaten by two young white males at Ridgedale Shopping Center.

Sources: Minnesota Planning interviews, Suburban Hennepin Anti-Racism Committee, *Brainerd Daily Dispatch*, *St. Paul Pioneer Press*, *South St. Paul Sun-Current*, 1990 Rochester Racial Attitudes Survey, *Eden Prairie Sun-Sailor*, *Worthington Daily Globe*, *Plymouth Sun-Sailor*. All reports from 1992 and 1993

TROUBLING ATMOSPHERE IN LAW ENFORCEMENT AND SCHOOLS

■ In Minneapolis, police officers placed two unconscious American Indians in the trunk of their squad car to take them to Hennepin County Medical Center. The officers were suspended without pay. Also in Minneapolis, an African American man on his way home from work was stopped, searched and beaten by two Minneapolis police officers. The officers said he looked like a rape suspect. (*Star Tribune*, June 5, 1992; *City Pages*, October 7, 1992)

■ In St. Paul, a high school art teacher added racist elements to a drawing of an African American student. After the school

failed to appropriately respond to the incident, the school superintendent removed the teacher, the principal and the assistant principals from the school. (*St. Paul Pioneer Press*, August 19, 1992)

■ In Deer River in northern Minnesota, a freshman at a high school that is about 20 percent American Indian wrote a derogatory essay about Native Americans that said, "I hate Indians so bad for stealing our country, I will personally assassinate the first Indian president." Newspapers across the region covered the incident. (*Fargo-Moorhead Forum*, January 2, 1993)

■ At Concordia College in Moorhead, an African American employee received a racist note in the mail along with a cartoon and a disfigured doll. The *Fargo Forum* reported that classes were suspended for one day, and the college held a discussion about its racial atmosphere.

■ Bemidji and Rochester school officials report that students of color are not well-integrated into extracurricular activities. A Bemidji official said that "many kids still feel like a square peg in a round hole."

HOUSING DISCRIMINATION

■ A 1991 housing survey in the Phillips neighborhood of Minneapolis revealed discriminatory practices by rental agents, including offering fewer services to minority auditors, showing them fewer and lower-quality units, asking more detailed questions on status and life-style and not keeping appointments to show them units. (*CURA Reporter*, October 1992)

■ A social service administrator reported to Minnesota Planning that at least one Rochester apartment landlord had set aside

buildings just for Asians. He personally investigated and verified discrimination. Other interviewees also reported incidents of blatant discrimination by landlords.

■ A lawsuit was filed in July 1992 charging that Minneapolis and federal public housing agencies steer people to historically segregated areas by giving them selective information. The suit contends that two-thirds of the city's Section 8 certificates (federally subsidized rental housing units) and about 60 percent of its scattered-site

assisted housing are in areas heavily populated by minorities.

■ In a study of 13 cities that includes Minneapolis and St. Paul, ACORN, a community activist organization, found that insurance agents were five times more likely to refuse insurance to homeowners in inner cities than to homeowners in high-income areas. It also found that people living in poor minority neighborhoods were far more likely to be without insurance than those in poor white neighborhoods.



his report offers strategies to the Governor, the Legislature and the people of Minnesota for achieving a state where people of all cultures, races and backgrounds are valued and respected. The recommended course of action cannot be completed in one or two years. A sustained and bipartisan effort will be required throughout the 1990s.

Historically, Minnesota has been a leader in protecting human rights and striving for equality, and the Legislature continues to enact new laws and programs aimed at these goals. But the state's population is changing faster than its

RECOMMENDATIONS

STATE OF DIVERSITY

practices, and the time has come to bridge the gap between ideals and realities.

This section of the report covers nine major areas. Each area begins with a summary of findings and issues, followed by a broad recommendation and several specific strategies for action. Each recommendation begins with a restatement of policy goals; some goals apply to several sections. Background information in each section is drawn from data analysis, surveys, interviews, focus groups and the expertise of the project's working committees.

GROWING BUSINESSES

To many people, money is the key to equality. Only through economic empowerment, they contend, can full citizenship be achieved. Some go further, suggesting that class has replaced race as the major differentiating factor in American life. For people of color, however, who are disproportionately represented in the lower economic classes and rank lower than whites in almost all measures of wealth, the question of whether the issue is race or class may be moot.

Before the civil rights movement, Chinese and Jewish people in the Twin Cities prospered despite intense job discrimination because they built businesses that employed their family and community members. Many African Americans attained middle-class status by becoming professionals or small business owners. Now, the creation of major gaming enterprises has elevated the status of American Indians in rural Minnesota. They have become major employers, deeply involved with bankers, construction companies, suppliers, mayors, city councils and economic development officials.

Despite these efforts and the anti-discrimination laws of the past three decades, economic conditions for communities of color in Minnesota are bad and getting worse. Income and wealth of Minnesota's minority people remain below that of whites, and disparities have grown. Figures for household income, families in poverty and home ownership all show improvements for whites and, in general, worsening conditions for people of color. One exception is Hispanics, whose median household income and percentage of households with middle and upper incomes both increased in the 1980s. Although educational achievement was lower for minorities, this difference does not appear to completely explain the income gap.

Attention is usually focused on jobs and income, but more attention must be given to the overall issue of wealth and economic development. Education, jobs and income provide the means of survival. Wealth is the accumulation of assets — savings, investments, homes, real estate, farms and businesses. Wealth provides security and stability across generations and through job losses and economic crises.

Minority households have low levels of accumulated wealth. Nationally, the Census Bureau found that the 1988 median net worth of white households (\$44,400) was about 10 times that of African Americans (\$3,800) and Hispanics (\$5,500). Even for married-couple households, the median net worth of whites was more than four times higher than that of people of color.

The State of Black America 1990 reported clear disparities between African American and white wealth ownership in all types of assets. For example, 75 percent of whites compared with 44 percent of African Americans reported owning interest-bearing accounts at financial institutions, and 22 percent of whites compared with 5.4 percent of African Americans reported owning stocks and bonds. The per capita size of holdings also was much smaller for African Americans.

Business ownership is a major path to wealth in the United States, yet relatively few people of color own businesses. An expanding economy is good for everyone, especially for those at the margins of economic security.

Minority business ownership can benefit the business owner and help revitalize neighborhoods and increase opportunities for others in the community. The jobs, role models and multiplier effect of expanded purchasing within the community created by the business can stimulate other economic development.

MINNESOTA'S TRIBAL CASINOS ARE BIG BUSINESS

TRIBAL CASINOS HAVE HAD A TREMENDOUS EFFECT ON RURAL ECONOMIES AND MINORITY EMPLOYMENT.

- Casinos generated more than \$300 million in revenues in 1992 — nearly as much as all minority-owned businesses combined in 1987.
- Their 1992 payroll of \$127 million was more than twice the payroll of all minority-owned business in 1987.
- With more than 10,000 employees in 1991, casinos had twice the number of paid employees of all minority-owned businesses in 1987.
- Casinos employed more than 3,000 American Indians — more than 20 percent of the total 1990 American Indian employment.

Sources: *Minnesota Gambling 1993*, Minnesota Planning; U.S. Department of Commerce, Bureau of the Census

In the 1980s, in both Minnesota and the nation, the number of businesses owned by minorities increased more rapidly than the number owned by white males. In Minnesota, the number of minority businesses increased by more than 35 percent from 1982 to 1987. Still, only 1.5 percent of businesses in Minnesota were owned by people of color in 1987. In the nation, the number of minority-owned firms jumped from 757,000 in 1982 to 1,222,000 in 1987, increasing the minority share of all U.S. businesses from 6 percent to 9 percent. The U.S. 1990 minority population, however, was 24 percent.

Most of the growth in Minnesota came from Asian-owned businesses, reflecting the large increases in the state's Asian population in the 1980s. The number of Asian-owned businesses increased nearly 68 percent from 1982 to 1987, following even higher increases from 1977 to 1982.

Minority-owned firms are similar to all Minnesota firms in percentage of firms with employees and number of employees per firm. However, they tend to be smaller in terms of sales and receipts. In 1987, average sales and receipts for firms owned by people of color were 48 percent less than those for all firms in Minnesota.

Securing the funding to start, run and expand a business can be particularly difficult for people of color, a fact that undoubtedly contributes to the disparities in business ownership. A 1989 survey of female and minority business owners found that African American business owners were significantly more likely than white male business owners to report experiencing major problems obtaining capital. More important, in almost all cases, minority business owners were much more likely to report major business problems as unresolved.

State government and the private sector have not offered minority-owned businesses satisfactory access to their

sizable markets. In a 1989 study of Minnesota minority- and female-owned businesses, the state documented specific evidence of discrimination against these businesses and concluded that it exists in both government purchasing and in private-sector activities. All state purchasing areas had significant disparities in the use of businesses owned by all minority groups and women compared to their availability.

The state developed a targeted-group purchasing program in 1991 to help correct the disparities in its purchasing and replace a similar program that was eliminated following federal court rulings in 1988. Women, minorities and people with disabilities are within the targeted group.

In order to be successful, government and the private sector must work together to stimulate growth in minority-owned businesses and the accumulation of capital and assets by people of color. As communities of color grow in Minnesota, their interest in developing businesses also grows. Joint efforts to promote minority-owned businesses can be mutually beneficial. The city of Mountain Lake helped several Laotian businesses get started as part of its downtown revitalization program. Redwood Falls has been working closely with the Lower Sioux community on local development plans.

A growing issue facing state and local agencies is the desire of Indian tribes to deal with environmental,

infrastructure and financial changes related to gaming-related development and the diversification of tribal economies beyond gaming. Such bands as the Mille Lacs, Shakopee, Red Lake and Lower Sioux have established formal economic development corporations and plans.

STRATEGIES FOR GROWING BUSINESSES

1. Expand efforts to provide capital and assistance to minority-owned businesses by marketing existing

programs and pursuing new sources of funding and assistance. Successful programs to foster minority-owned business development and economic development in low-income communities are underway in Minnesota and across the country. Such programs as the Rural Challenge Grant Program, the Working Capital Fund, the Ark Capital Fund, the Headwaters RDC Revolving Loan Fund and the new Urban Challenge Grant Program are working to make a difference. More can be done. The Department of Trade and Economic Development should:

- Market information on state-funded business development programs through organizations and periodicals serving minority-owned businesses and communities of color.
- Evaluate the level of participation by minority- and female-owned businesses in state programs and determine what additional promotional approaches and targeting methods are needed to increase participation.

GROWING BUSINESSES RECOMMENDATION

SUPPORT AND NURTURE MINORITY
INVESTMENT AND BUSINESSES.

POLICY GOAL

People of all racial and ethnic communities will build wealth and financial security through business growth, property ownership and well-paying jobs.

PEOPLE OF COLOR ARE LESS LIKELY TO OWN BUSINESSES

1987 MINNESOTA BUSINESS OWNERSHIP

	NUMBER OF FIRMS	PERCENT OF ALL FIRMS	FIRMS PER 1,000 POPULATION
WHITE, NONHISPANIC	276,061	98.5%	67.3
AFRICAN AMERICAN	1,448	0.5	15.3
AMERICAN INDIAN	340	0.1	6.9
ASIAN	1,684	0.6	21.9
HISPANIC	751	0.3	15.1

Source: U.S. Department of Commerce, Bureau of the Census. 1992 data not yet available.

■ Asians had the highest business-ownership rate of all minority groups.

■ Whites and African Americans in Minnesota are just as likely as their counterparts in the nation as a whole to own a business.

■ Business-ownership rates for Minnesota's Asians and American Indians are less than half the U.S. rates and rates for Hispanics are nearly 30 percent less.

■ Modify existing economic development programs, such as Star Cities and Small Cities Development, to provide for direct involvement by communities of color.

■ Work closely with the Metropolitan Economic Development Association, small business development centers, federal agencies and private lenders to encourage and expand funding programs for minority business development.

2. Develop a comprehensive electronic directory of minority-owned businesses and technical and financial assistance efforts. The Department of Trade and Economic Development should work with the minority chambers of commerce, the Metropolitan Economic Development Association and the University of Minnesota to develop the directory. The directory should be interactive, providing an electronic network for Minnesota's minority business owners to both obtain and exchange information. Many businesses are unaware of sources of assistance or believe them to be too costly or inaccessible. As businesses across the nation are discovering, they can be more competitive by pooling resources and sharing information on practices that help them survive and expand. The directory should be linked with existing networks, such as the University of Minnesota's Minnesota Project Outreach, and with the proposed National Technical Extension Service. The cooperating organizations should identify and solicit private or public funding sources.

3. Promote corporate buying from minority suppliers. The National Minority Supplier Development Council reported a 25 percent increase in purchases of goods and services from minority-owned businesses by major U.S. companies from 1990 to 1991 and steady increases throughout the 1970s and 1980s. K Mart, General Motors, AT&T and others are seeking out minority suppliers, fostering joint ventures between suppliers and minority-owned businesses and encouraging suppliers to use minority-owned vendors. The Department of Trade and Economic Development and the Minnesota Minority

Supplier Development Council should work with Minnesota's corporate leaders to assist existing efforts and foster new ones by supplying information on Minnesota's minority-owned businesses and bringing vendors and corporations together.

4. The minority business community should form a Minnesota chapter of Minority Business Brain Trust and develop a mentor network to better advocate for minority business issues. The Minority Business Brain Trust is a national network of more than 4,000 business and political leaders set up to provide rapid communication between the nation's capital and minority businesses. It primarily serves to identify concerns and mobilize response to federal actions, but local chapters also have been powerful forces in influencing local decisions. A Minnesota trust also could be part of a mentor network among businesses that would work with the Service Corps of Retired Employees.

5. Encourage local units of government to seek bids and make purchases from minority-owned businesses. Local units of government also are major purchasers of goods and services. To date, no local units of government in Minnesota have conducted disparity studies to justify minority or other targeted-group compensatory purchasing programs. Even without a specific program, however, they could use the state's certified list to identify potential vendors. Those units that do conduct studies and develop targeted-group purchasing programs should be encouraged or required by law to use the state's certified vendor list so that businesses do not have to apply for certification with each individual governmental unit.

6. Continue the state targeted-group purchasing program. The Minnesota Department of Administration should conduct a study to document disparities in government purchasing among businesses owned by white males and those owned by women, people with disabilities, and people of color. Court rulings require the documentation of disparities to justify compensatory programs. The state completed a disparities study in 1989

MINORITY-OWNED BUSINESSES TO GET BOOST

Minnesota's new Urban Challenge Grant Program sets up a \$12 million revolving-loan fund for new and expanding businesses in low-income areas. The fund was patterned after the successful Rural Challenge Grant Program. It will serve businesses in Minneapolis, St. Paul and low-income inner-ring suburbs. The purpose of

the fund is to provide jobs for people of color and others in low-income areas, to create and strengthen minority-owned businesses and to promote economic development in low-income areas. An 11-member board, including six representatives from minority business enterprises, will administer the revolving-loan fund. The Legislature provided half of the money for

the fund. The state's \$6 million now must be matched by another \$6 million from private sources. Together with the replenished Rural Challenge Grant Program, the Capital Access Program and other financial and technical assistance efforts, this effort provides a strong basis for economic development partnerships in Minnesota.

and additional studies are required every five years to maintain its purchasing program. The Department of Administration must begin the study by July 1994 and complete it by July 1, 1995, to guarantee uninterrupted operation of the state's purchasing program targeted to businesses owned by women, minorities and people with disabilities.

7. Strengthen and market the state targeted-group purchasing program. The Minnesota Department of Administration should do this by:

■ **Fully enforcing current state government purchasing policies.** Although procedures for targeted-group businesses are not always followed, the department is instituting changes to improve enforcement. It should hold purchasing agents accountable and should rescind agents' authority to operate if they are not following procedures.

■ **Improving its ability to categorize state purchases and contracts and increasing marketing of opportunities to minority-owned businesses.** In a Minnesota Planning survey of state agencies, some reported that services and products they needed were not available from certified minority vendors. However, only a small fraction of the state's minority-owned businesses are certified to participate in the state's targeted-group purchasing program. Increased marketing of the state's needs should stimulate more businesses to seek certification.

■ **Creating an automated system to provide up-to-date information on certified vendors and state bid opportunities.** The current loose-leaf certified vendor directory is cumbersome for agencies to update and use, and information on bid opportunities is available only from a few sources not easily accessible to all vendors. Developing an automated system that can provide this information would greatly benefit both agencies and vendors. The department should make the system available to all units of government and to businesses to encourage their use of targeted-group vendors. The department expects to have the first phase of such an automated system functioning this year.

OWNING HOMES

Home ownership is an important element of personal wealth. Homes are often used as collateral for loans, including those for starting small businesses. In addition, home ownership can stabilize communities, since owners tend to have a greater stake and interest in a community's future than renters.

Although Minnesota is recognized for its high home-ownership rates, its people of color do not share equally

with whites in this major source of personal wealth. Home-ownership rates for minorities were significantly lower than rates for whites in 1990 and have declined or stalled while white home-ownership rates have increased.

A year after the end of World War II, African Americans in Minnesota had a home-ownership rate comparable to that of whites, due in large part to cheap, long-term financing and booming construction. However, rising construction costs and interest rates through the late 1970s and early 1980s drove many middle- and low-income people, including many people of color, out of the home-ownership market.

Income differences among groups contribute to differences in home-ownership rates. The median income for all minority groups in Minnesota was well below that of whites in 1990. Length of residency can also be a contributing factor. Asian and, to a lesser extent, African American populations increased significantly through the 1980s. Many were unfamiliar with the area and available programs, and unaccustomed to home ownership.

Some low-income people are renting housing when they could be buying and gaining home equity. For example, to qualify for a new three-bedroom low-income townhome, the annual income limit is \$27,550 and rent is \$593 per month, plus utilities. On the open market, this same income is sufficient to purchase a \$72,000 house at 8 percent interest with a monthly principal and interest payment of \$550. Substantial efforts, however, remain focused on building low-income rental housing.

The availability of affordable housing is a problem statewide for low-income buyers. In some southern and western Minnesota cities, affordable housing is not keeping up with job growth. Newly constructed homes are generally beyond the price range of low-income people. The Metropolitan Council's survey of Twin Cities homebuilders in the *1991 Home Prices Report* found that only 0.09 percent of single-family homes and 0.08 percent of townhomes built in 1991 were priced \$69,999 or under. On the other hand, 20.8 percent of sales of existing single-family homes were in this price range. Development of low-income homes does not appear to be keeping up with demand.

Even when appropriate housing is available, a lack of money for a down payment can deter purchasing. A recent survey conducted by the Southeastern Minnesota Housing Network found that more than 35 percent of surveyed households in the Energy Assistance Program were unable to purchase a house because they lacked the down payment.

Finally, discrimination cannot be discounted as a factor in home ownership disparities. The U.S. Department of Commerce must work with other federal and state agencies and community groups to strengthen enforcement of nondiscrimination in home mortgages, focusing on mortgage bankers and savings and loan institutions.

STRATEGIES FOR OWNING HOMES

8. Expand private sector and government home loan and rehabilitation programs for low- and moderate-income people across the state. Banks in Minneapolis and St. Paul, including First National and Norwest, have specific home-loan programs for low-income people. In addition, the Minnesota Housing Finance Agency has several programs designed to help low-income Minnesotans acquire and renovate housing. Minneapolis, St. Paul and other local governments and private organizations across the state also have housing-loan assistance programs. However, the funds in several low- and moderate-income home-loan programs are insufficient or depleted. Special attention should be given to increasing lending outside Minneapolis and St. Paul and in rural Minnesota, where fewer special programs are available. Programs should be marketed aggressively in cooperation with community organizations and tribes.

9. Expand private sector and government home-ownership information and training programs, focus-

ing on communities of color and areas outside the metropolitan area. Many first-time home buyers and owners need information, assistance and advocates to help them understand the home-buying options. They need assistance in demystifying the buying process, finding affordable neighborhoods and homes, and dealing with

home care and maintenance. Minnesota Housing Finance Agency staff report that renters may need a year or more of assistance before they are able to take the final steps toward owning a home. Current efforts include those of the Home Ownership Centers in Minneapolis and St. Paul, the Housing Finance Agency's Urban Indian Housing Program, realtors and banks. Most efforts focused on low-income people, however, are concentrated in the inner city. More are needed outside this area.

10. A directory of home-ownership assistance programs and providers

should be created by the Mortgage Bankers Association and Minnesota Housing Finance Agency and provided to community organizations and potential home owners. Financing for home ownership and rehabilitation is available from numerous sources. In addition, banks, realtors and community organizations provide information, training and other assistance to home owners and prospective home buyers. However, there is no comprehensive listing of available funding and assistance programs. The directory should be automated to speed updating and access.

OWNING HOMES RECOMMENDATION

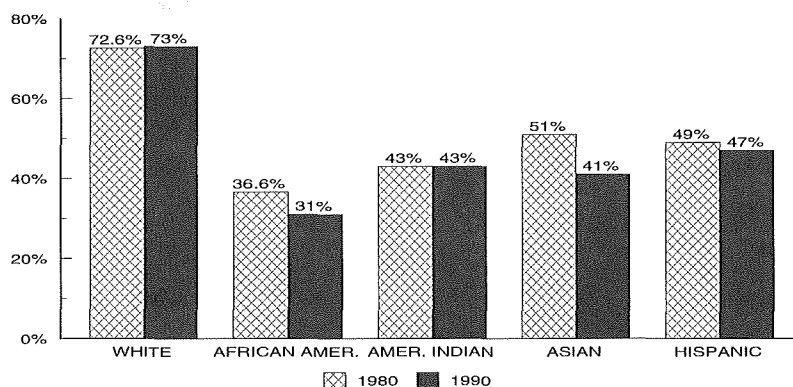
GOVERNMENT AND THE PRIVATE
SECTOR SHOULD DO MORE TO
INCREASE ACCESS TO HOME
OWNERSHIP.

POLICY GOAL

*People of all racial and ethnic
communities will build wealth and
financial security through business
growth, property ownership and
well-paying jobs.*

HOME OWNERSHIP REMAINS LESS COMMON FOR MINNESOTA'S COMMUNITIES OF COLOR

PERCENT OF HOUSING UNITS OCCUPIED BY OWNERS



■ From 1970 to 1990, white home-ownership rates edged upward in Minnesota and were well above the national 1990 white rate of 68 percent.

■ Rates for people of color in Minnesota fell or stalled through the 1980s and were well below national 1990 rates, except for Hispanics.

PREPARING YOUTH

Minnesota's young people are entering a work world that demands higher skills, more adaptability, lifelong learning and knowledge of diverse cultures and international markets. Today, there are fewer low-skill jobs with good wages than in the past. Yet many youth, especially those of color, are not being prepared to meet the demands of the future. Test scores, dropout rates and postsecondary school enrollment figures all suggest that unless steps are taken now to motivate and better prepare youth, disparities in employment, income and wealth among racial and ethnic groups will increase.

Minority high school graduates are less likely than whites to continue on to postsecondary education. Although improving slightly among recent high school graduates, only 39 percent of minority students continued on to the postsecondary level, compared to 45 percent of white students.

In addition, minority students generally are less likely to complete their studies. Only 18 percent of minority freshmen in state universities graduate within six years, compared to 47 percent of white freshmen. In 1990, 63 percent of American Indian freshmen continued on to their second year of study at private colleges in Minnesota, compared to 72 percent of African Americans, 75 percent of Hispanics and 82 percent of whites. Except for Asian students, who continue schooling at rates similar to or better than white students, minority students are less likely than white students to continue on to a second year in the state university or community college systems.

A recent comprehensive study of Twin Cities minority youth, *Children of Color: A Wake-Up Call to the Community*, found major disparities in achievement test scores and graduation rates for minority youth. For example, the percentages of ninth-graders in St. Paul passing the ninth-grade competency test in 1991 were 89 percent for whites, 82 percent for American Indians, 71 percent for Hispanics, 68 percent for African Americans and 62 percent for Asians. Minnesota Planning found strong concern among minority parents that too many of their children were being placed in alternative programs that lack adequate courses for college preparation.

Minnesota institutions must work together to prepare and motivate young people of all races to obtain jobs, careers and leadership in business and the community. New

approaches linking and integrating school learning with community support, hands-on experience and real career opportunities should be tried and those that work greatly expanded.

STRATEGIES FOR PREPARING YOUTH

11. The Governor and state agency heads should expand internship and job programs in state government that provide exposure to careers and job experience to lower-income and minority

young adults. State government has several successful programs to expose minority youth to career opportunities, including Transportation's SEEDS program for entry-level jobs, Human Services' Pathways program, and Natural Resources' Youth in Natural Resources summer work program. The state needs to expand on these efforts. Substantial skill-building programs should be encouraged. A permanent framework for targeted summer employment in state government should be established. Special attention should be given to scientific and technical occupations, because employers have difficulty locating trained candidates in these areas. Partnerships should be formed with schools, colleges and community

organizations to provide recruitment, technical training and support. Public agencies should consider such approaches as work-study programs, internships, on-the-job training, summer jobs and scholarship programs.

12. Minnesota's businesses and community organizations should expand partnerships with schools that provide young people with role models and exposure to careers. Adults and their roles in the community and the workplace significantly influence youths. Yet, minority and low-income youth often are isolated within a limited sphere of society that offers few constructive examples of possible future paths. Programs to match young people with adults and to match minority business professionals with schools can open up new possibilities for youths. The African American Rights of Passage programs and the Minnesota Mentoring Network are two successful efforts that match young people with adult mentors. Another effective program is that of 3M Company's Native American Council, a group of American Indian scientists who provide experiences, expertise, education, cultural awareness and resources to students of the Mounds Park Native American Magnet School on St. Paul's East Side.

PREPARING YOUTH RECOMMENDATION

PREPARE AND MOTIVATE YOUTH FOR
CAREERS AND FOR BUSINESS AND
COMMUNITY LEADERSHIP.

POLICY GOALS

*People of color will have education, skills
and credentials, and quality employment
on a par with other Minnesotans.*

*Children of color will be fully included
and equally treated in all school
classrooms and programs and will
achieve academic success comparable to
that of other children. Schools will value
diverse cultures, reduce biased behaviors
and nurture all children.*

HIGHER PERCENTAGE OF MINORITY YOUTH DROP OUT OF SCHOOL

ANNUAL DROPOUT RATES, 1991-92, GRADES 7-12

	ALL STUDENTS	ALL MINORITY STUDENTS	WHITE	AFRICAN AMER.	AMER. INDIAN	ASIAN	HISPANIC
MINNESOTA	3.5%	10.2%	2.8%	14.1%	13.0%	4.5%	11.3%
MINNEAPOLIS	12.8	16.1	9.4	17.1	29.7	6.1	17.2
ST. PAUL	10.1	12.4	8.4	15.6	20.2	7.5	15.2
BEMIDJI	1.9	5.9	1.4	0*	7.0	0*	0*
MOORHEAD	1.5	5.8	1.0	0*	16.7	1.7	5.7
ROCHESTER	3.2	6.5	2.8	9.0	22.2*	6.1	4.2
WORTHINGTON	4.2	17.2	2.6	28.6*	20.0*	14.1	23.3

*Based on an enrollment of 20 or fewer students.

Source: Minnesota Department of Education

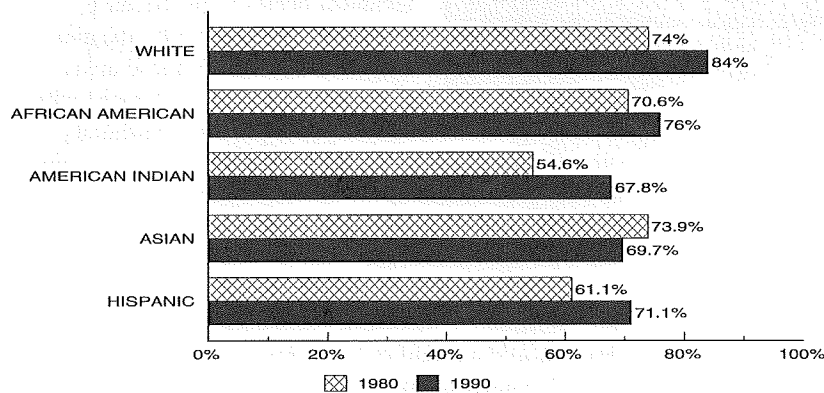
■ Youth of color comprised 10.1 percent of all students in 1992 and more than 25 percent of all dropouts.

■ From 1981 to 1991, the dropout rate tripled for Asians and nearly doubled for Hispanics.

DISPARITIES IN EDUCATION REMAIN SIGNIFICANT

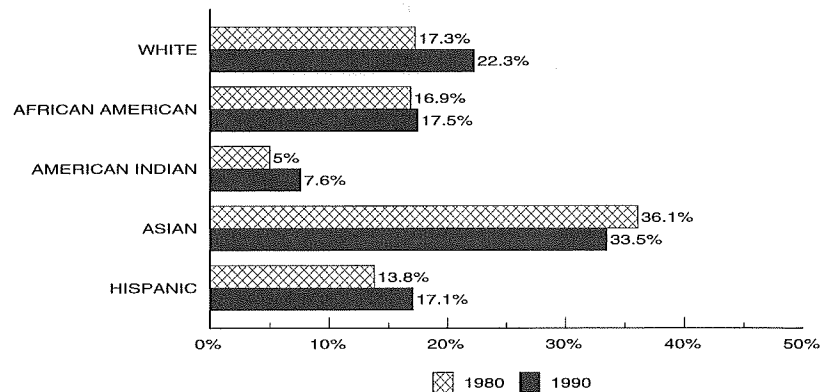
PERCENTAGE OF PEOPLE AGE 25 AND OVER IN MINNESOTA
WITH AT LEAST A HIGH SCHOOL DIPLOMA OR COLLEGE DEGREE

HIGH SCHOOL DIPLOMA



Source: U.S. Census

COLLEGE DEGREE



Source: U.S. Census

■ Educational achievement of people of color has increased over the past 30 years, but, in most cases, still lags behind that of whites.

■ People of color are less likely to have a high school diploma and, except for Asians, less likely to have a college degree than whites.

■ The percentage of Asian college and high school graduates was influenced by the large influx of less educated immigrants.

■ Percentages of whites and African Americans completing college increased in the 1970s to be nearly equal in 1980.

■ The percentage of people with some postsecondary education increased for all racial and ethnic groups.

13. Minnesota's businesses, schools and communities should provide more opportunities for youths of all backgrounds to learn about and develop business enterprises.

Many young people, particularly low-income and minority youths, have limited opportunities to learn how businesses are started and run. For those without a family history of business ownership, the prospect of starting a business is remote. Joint school, business and community efforts can help students learn about and develop business enterprises while expanding their career options and promoting future economic growth. Successful efforts underway include a new north Minneapolis Dairy Queen franchise predominantly owned and operated by African American youths. Other possible approaches include a high-technology training and enterprise center for inner-city youths that would combine skills training with the actual manufacturing and marketing of products. Banks and schools should develop partnerships to promote knowledge of the U.S. economic system and to encourage students to save, invest and develop long-term economic goals.

As part of this recommendation, the Department of Trade and Economic Development should promote minority participation in the \$50,000 youth entrepreneurship education program funded by the 1993 Legislature.

14. The Department of Education and the Legislature should speed up action to put in place the recommendations of the State Board of Education's 1988 Black Learner Task Force, the 1989 Indian School Council report, and the 1992 Hispanic and Asian-Pacific Learner Task Forces.

These four working groups of citizens and professionals put forth a thorough agenda to help improve cross-cultural understanding and reduce disparities in learning. The 1993 Legislature funded several measures to improve the success of students of color: \$10,000 for a Multicultural Education Advisory Council, \$125,000 for grants to enhance cross-cultural understanding among students and staff, \$600,000 in incentives to hire minority teachers, and \$600,000 in grant funds for teachers of color partnership programs between school districts and colleges training teachers. Further action can help struggling Minnesota school districts work more effectively with their changing student bodies.

DIVERSIFYING THE WORK FORCE

People of color gained a larger share of the jobs in virtually all occupational groups from 1980 to 1990, yet their income levels fell relative to those of whites. Factors contributing to this decline may include historic and

current discrimination, the fact that a greater percentage of people of color than whites are unemployed or on public assistance, the lower educational levels of minorities as a whole, and the migration into Minnesota of people with limited work skills and educational levels from the southwestern United States, declining industrial cities elsewhere in the Midwest, Latin America and Southeast Asia. Whatever the cause, it is clear there are significant disparities in employment and income. Actions must go beyond recruiting employees of color from other states, as many companies are doing. To reduce disparities, long-term strategies must focus on developing the skills of and opportunities for people living in Minnesota.

Over the past 10 years, major companies in Minnesota generally have been more aggressive and innovative than government in diversifying their work forces. Using a variety of comprehensive strategies, including working with local youths, Northern States Power increased the number of racial and ethnic minorities in its Midwest work force from 3.8 percent of the total in 1987 to 7.4 percent in 1992. The number of employees of color in union and apprenticeship positions increased from 7.9 percent to 16 percent.

One suburban Twin Cities manufacturer, Seagate Technology, has made extensive efforts to develop the skills of its manufacturing employees, about half of whom are people of color, including many Southeast Asian immigrants. It has provided English language training on company time, given cross-cultural training to senior managers and put workers through extensive cross-cultural, team-building and quality management training.

People of color continue to be underrepresented in the better-paying occupations in Minnesota's public and private sectors. Compared to their share of the adult population and labor force, fewer people of color hold executive, administrative, managerial, skilled craft, and precision production jobs. Relatively more people of color hold service and semiskilled blue-collar jobs.

A growing controversy is the mismatch between the location of job growth in the Twin Cities metropolitan area and the greatest concentrations of unemployed and low-income people of color. People of color are increasingly moving to suburban areas, but most still live in the central cities of Minneapolis and St. Paul and inner-ring suburbs. However, 76 percent of all job growth in the Twin Cities in the 1980s was in the outer-ring suburbs. In the metropolitan area during the 1980s, manufacturing jobs declined by 23,000 in the central cities while growing by 32,000 in the outer-ring suburbs. Minnesota Planning, the Metropolitan Council and the Minnesota Housing Finance

Agency are examining these issues as part of a project on affordable housing in the metropolitan area.

State government has made progress in providing equal opportunity for minorities, but the task is not complete. Many believe the traditional civil service system of personnel management used by state and local public employers is inadequate. Under this system, potential employees are drawn from the pool of applicants who took and passed a test and who are rated and ranked based on measurable credentials of past achievement. It also allows for the selection of new supervisors and managers only when room is made through resignation, retirement, or expansion.

A new approach, more in tune with advanced practices in the private sector, would entail actively attracting, developing and promoting top employees of all backgrounds. The applicant pool would be expanded, beginning with efforts to stimulate career interest in young people. Many employees would be expected to continue their training and would be supported in doing so. Promotional openings would be anticipated, and employees of diverse backgrounds would be groomed for leadership. Without this kind of basic change, government cannot compete with private and nonprofit employers who are actively supporting diversity and employee growth.

Minnesota Planning's project steering committee believes that affirmative action forms a necessary foundation for employment policy but is not enough by itself for several reasons: (1) it does not guarantee a hiring pool with enough qualified minority candidates; (2) it is stigmatizing to many people of color; (3) it does not address problems caused by work environments that do not support diversity; (4) it does not promote unity among employees and foster professional development; and (5) it is unable to reduce the high turnover rate of employees of color.

State government can be a model for inclusive practices, influence the labor market, and help reduce the economic disparities experienced by people of color in Minnesota.

With more than 60,000 employees (executive, judicial and legislative branches), including the University of Minnesota's 19,000 employees, state government is the largest employer in Minnesota. Government as an employer needs to make special efforts to develop opportunities for disadvantaged youths and adults. Government agencies historically have played a leading role in breaking down employment barriers.

Employment of people of color in Minnesota state government has increased steadily from 1983 to 1993. From 1991 to 1993, the number of minorities employed increased by 276, while total state employment dropped by 192. Throughout the 10-year period, the overall average hourly wages of minority and white employees remained basically equal.

While the rate of minority employment may look good, appearances can be deceptive. The federal definition of labor force includes only people working or actively seeking employment. A disproportionate percentage of people of color are not in the labor force because they have either given up seeking employment, are on public assistance or have chosen to not work outside the home.

Minority-employment levels vary widely among agencies. Two of the largest departments, Human Services and Natural Resources, have only 3 percent minority employment. Both departments have staff teams developing diversity action plans.

Minority employees are more likely to hold professional than supervisory positions in state government. In 1993, minorities held 5.5 percent of state agency professional jobs outside of academia. They also held 5.3 percent of managerial jobs, 4.7 percent of blue-collar, service and clerical jobs and only 3.2 percent of supervisory jobs.

ASIAN PACIFIC LEARNERS TASK FORCE

SUMMARY OF RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION 1992

A group made up primarily of Asian educators and citizens was established by the State Board of Education along with task forces representing other communities of color. Each task force developed proposals to improve educational results for children of its community. Key recommendations of the Asian Pacific Learners Task Force were:

1. Expect teachers, administrators, coaches and other school professional staff to demonstrate cross-cultural knowledge and understanding as a condition of licensure and relicensure.
2. Require teachers to demonstrate the ability to teach limited English-proficient children as a condition of licensure.
3. Establish college programs to prepare bilingual teachers' aides to become licensed teachers.
4. Establish a state program to recruit and retain Asian Pacific staff.
5. Make certain that school districts are putting in place inclusive education as required.
6. Set up a state resource center with Asian Pacific materials, fund training of local school staff and help school districts share effective methods for inclusive education.
7. Develop standard tests that is free of cultural bias.
8. Ensure that English as a Second Language programs are effective.

Employees of color also are more likely to leave state service than white employees. Over the last four years, the annual turnover rate for state minority employees averaged 8.4 percent, compared with 5.7 percent for whites. Minority turnover rates ranged from 6.1 percent for Hispanics to 11.1 percent for African Americans. Resignation is the chief factor in minority turnover, with dismissal a distant second. Over the last four years, the total minority turnover rate decreased to within 1.5 percent of the white rate. Rates of both resignations and dismissals declined.

The low percentage of employees of color in supervisory positions and the relatively high turnover rate point to the importance of giving more attention to career growth and retention. Minnesota Planning's survey of 57 state and metropolitan agencies found that 56 percent have special strategies or programs to enhance the recruitment and hiring of people of color, women and people with disabilities. Only 25 percent have programs for the retention or advancement of these employees. Affirmative hiring can become a revolving door unless it is backed up with a supportive work environment that is free of bias and offers growth opportunities.

In 1990, more than 157,000 workers were employed by local governments in Minnesota. According to census data, minority employment in local government increased from nearly 3 percent in 1980 to 4.9 percent in 1990. Employment of people of color appears to be concentrated in Hennepin and Ramsey counties and low in most other counties.

School districts and large counties have made limited progress toward achieving equal employment for people of color in professional jobs and in semiskilled jobs. Those with voluntary affirmative action plans appear to have made more progress than others.

Even in areas of the state where organizations are working to improve race relations, public employment statistics do not reflect community diversity. In Olmsted County, despite the work of such groups as Rochester's Building Equality Together and the Olmsted County Affirmative Action Network, a public-private employer group, the public sector's record in employing people of color has been a source of frustration for the area's citizens of color. People of color made up 4.9 percent of the county's residents in 1990 but only 2 percent of county government's 849 full-time workers at the end of 1992. The city of Rochester had only four employees of color out of 665 permanent employees in late 1992, three of them newly hired. Less than 1 percent of Rochester school district employees were people of color, according to 1991 state data.

Beltrami County government is represented on the Bemidji Area Race Relations Task Force and has expressed a commitment to improve its hiring of American Indians. As of March 1993, it reported that people of color made up 5 percent of its work force, compared to their 17.6 percent representation in the county's population. Information from several counties indicates that often, more people of color are employed in human services and law enforcement departments and fewer people of color are employed in general office jobs and public works departments, where turnover is low.

Information gathered by Minnesota Planning from 17 counties indicates that in every county, 1993 employment of racial and ethnic minorities is well below minority population percentages of 1990. In 10 counties, minority employment rates are less than half the minority population levels. Sample counties include the state's most populous counties and counties with large or longstanding populations of color. Data collected by the Minnesota

MINORITY EMPLOYMENT IN STATE GOVERNMENT GROWS

EXECUTIVE BRANCH, 1983-1993

YEAR	MINORITY JOBS	% MINORITY	TOTAL JOBS
1983	1,174	3.5%	33,686
1985	1,360	3.9	35,367
1987	1,479	4.2	35,538
1989	1,708	4.5	37,922
1991	1,942	4.8	40,727
1993	2,218	5.3	40,539

Source: Minnesota Department of Employee Relations; all figures for January

■ Employment of people of color in state government has increased steadily over the last decade, despite periods of slow growth or shrinkage in total jobs.

■ In the judicial branch, people of color hold 4.7 percent of 1,239 jobs. In the legislative branch, people of color hold 5 percent of 635 jobs. At the University of Minnesota, people of color hold 8.4 percent of 19,009 jobs.

HIGH MINORITY EMPLOYMENT IN METROPOLITAN AGENCIES - 1992

	TOTAL EMPLOYEES	PERCENT MINORITY
METROPOLITAN TRANSIT	2,389	18%
METROPOLITAN WASTE CONTROL	1,133	10
METROPOLITAN AIRPORTS	381	11
METROPOLITAN MOSQUITO CONTROL	211	5
METROPOLITAN COUNCIL	191	12
METROPOLITAN SPORTS	111	12
REGIONAL TRANSIT BOARD	33	6
TOTAL	4,449	14%

Source: MN Department of Employee Relations

■ Overall, metropolitan agencies employ people of color at levels well above their representation in the area's labor force.

MINORITY EMPLOYMENT VARIES IN LARGEST STATE AGENCIES - 1993

AGENCY	TOTAL JOBS	% RACIAL/ETHNIC MINORITY EMPLOYEES
HUMAN SERVICES	6,967	3.0%
STATE UNIVERSITIES	6,149	8.1
TRANSPORTATION	5,090	4.4
COMMUNITY COLLEGES	4,091	7.4
NATURAL RESOURCES	2,923	3.0
CORRECTIONS	2,603	6.9

Source: MN Department of Employee Relations

■ Agencies of 100 or more employees with the lowest percentage of employees of color are the Iron Range Resources and Rehabilitation Board (0%), Faribault School (1.4%), Military Affairs (2.3%), Human Services and Natural Resources.

■ Agencies with the highest percentage are Housing Finance (12.8%) and Labor and Industry (10.0%).

COUNTY GOVERNMENT EMPLOYMENT - 1993

	% MINORITY POPULATION 1990	% MINORITY COUNTY GOVERNMENT EMPLOYEES
ANOKA	3.4%	1.6%
BELTRAMI	17.6	5.0
BLUE EARTH	3.1	0.7
CLAY	4.6	3.1
DAKOTA	4.7	1.5
FREEBORN	3.9	2.3
HENNEPIN	11.4	9.5
ITASCA	3.9	1.3
KANDIYOHI	4.4	1.3
NOBLES	3.9	1.8
OLMSTED	4.9	2.0
POLK	5.2	3.3
RAMSEY	13.3	8.3
STEARNS	1.7	1.0
ST. LOUIS	3.4	1.5
WASHINGTON	4.0	1.2
WATONWAN	5.9	3.6

Sources: U.S. Census and county responses to Minnesota Planning survey, March 1993.
Counties selected for overall size and duration and size of minority population.

■ Employment of racial and ethnic minorities by counties is consistently below population levels and in most cases below labor force levels.

■ In most counties, employment of racial and ethnic minorities increased from 1988 to 1993.

■ Six counties have minority human services employees at percentages above the population — Clay, Freeborn, Hennepin, Kandiyohi, Polk and Watonwan.

■ Five counties have no minorities working in law enforcement — Blue Earth, Freeborn, Itasca, Stearns and Watonwan.

Department of Human Services in 1991 from 77 primarily nonmetropolitan counties found that only 1.3 percent of county human services employees were people of color. The percentage had not increased from three years earlier.

The biggest challenge to local communities is to reflect growing diversity in the staffing of public schools. Fueled by a younger general population, higher birth rates and migration, the percentage of minority students in Minnesota's public schools rose from 5.6 percent in 1981 to 10.1 percent in 1992. In some school districts, minority enrollment exceeds 25 percent.

The employment of people of color in all categories, professional and nonprofessional, lags far behind the percentage of minorities in the labor force and even farther behind that in the school population. Total minority employment in the schools grew very little during the 1980s, from 1.8 percent in 1983 to 2.4 percent in 1991.

Low employment levels in nonprofessional staff areas such as clerical, food service, and maintenance suggest that the root of the issue for schools is in commitment and hiring methods, not just in a shortage of professionals of color.

Minneapolis and St. Paul schools face major challenges. Minneapolis has a minority student enrollment of 54 percent, while 14 percent of its teachers are people of color. This year, St. Paul has 49 percent minority students and 10 percent teachers of color, even after hiring 43 new teachers of color out of 200 total new teachers in fall 1993. Both districts have become aggressive in hiring minority nonprofessional staff; these employees comprised 19 percent of all new nonprofessional hires in Minneapolis in the school year ending in 1992 and 30 percent in St. Paul.

Hiring of teachers has been hampered in part because less than 2 percent of education majors in Minnesota state universities are people of color. To achieve 10 percent teachers of color in Minnesota, a level matching the current student population of color, 2,500 teachers of color need to be recruited, trained, graduated, certified and hired as teachers or hired from outside the state.

STRATEGIES FOR DIVERSIFYING THE WORKFORCE

15. The private sector should increase the recruitment

and training of young people of color into stable and growing high-skill, high-wage occupations. Employers, industry associations and apprenticeship committees should evaluate the level of minority entry into these occupations and, where needed, devise goals and action plans to increase participation. People of color are heavily represented in lower-paying service occupations and underrepresented in better-paying craft jobs. Efforts to change this have been made. Northern States Power, for example, has focused its recruitment efforts on colleges with high minority-student enrollment, offered internships and summer jobs, provided mentors to new employees, and formed partnerships with public schools to expose students to science and the company. In just five years, from 1987 to 1992, the utility increased the number of minority engineers in its work force from 5.2 percent to 11.7 percent and the number of minority technicians from 2.8 percent to 7.4 percent.

DIVERSIFYING THE WORK FORCE RECOMMENDATION

REMOVE BARRIERS AND EXPAND OPPORTUNITIES FOR EMPLOYMENT IN BOTH GOVERNMENT AND THE PRIVATE SECTOR.

POLICY GOALS

People of color will have education, skills and credentials and quality employment on a par with other Minnesotans.

Government will commit its resources to building an environment in which diverse people can thrive and contribute to Minnesota's future. It will fully include and retain people of color in its work forces.

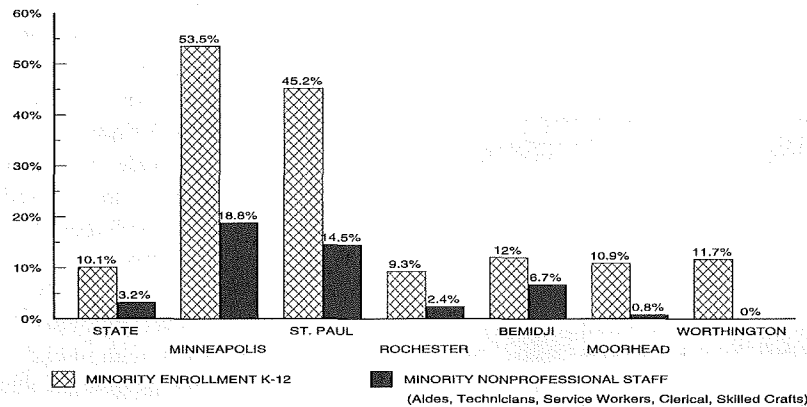
16. The Metropolitan Council and Minnesota Housing Finance Agency, in cooperation with local agencies, should develop linked transportation, housing and job development strategies to improve access of low-income people to jobs. Approaches to consider include:

- Promoting and providing incentives for innovative transportation services connecting low-income communities and major employers.
- Promoting and providing incentives for locating integrated moderate- and low-income housing in areas of high job growth, especially outer-ring suburbs and regional growth centers, such as Redwood Falls, Marshall, Willmar and Worthington.
- Continuing to explore effective ways to stimulate job creation through enterprise zones or grass-roots business development in low-income, high-unemployment areas.

17. State higher education leaders should set aggressive goals and embark on a major coordinated effort to train more professionals of color in key fields. They should offer more career exposure programs for youths, customized recruitment, specialized financial assistance and targeted programs to train people of color in the teaching, public administration, human services, sciences and law enforcement professions. The

SCHOOLS NONPROFESSIONAL JOBS HAVE LIMITED DIVERSITY

SCHOOL DISTRICT EMPLOYMENT OF RACIAL AND ETHNIC MINORITY NONPROFESSIONAL STAFF COMPARED TO ENROLLMENT
1991-92



■ School districts statewide have a weak employment record in hiring people of color in service, clerical and other nonprofessional jobs.

■ In 1992, 6.4 percent of new nonprofessionals hired were people of color, a level twice their current 3.2 percent share of all nonprofessional jobs.

RETENTION AND PROMOTION BARRIERS

SUMMARY OF RESPONSES OF 54 STATE AND METROPOLITAN AGENCIES
ABOUT EMPLOYING PEOPLE OF COLOR IN STATE GOVERNMENT

Isolation

The small number and lack of a "critical mass" of people of color in individual state agencies affect their "comfort level" and means less attention is given to their concerns. There is a lack of support groups in outstate Minnesota.

Attitudes of Supervisors and Co-Workers

There is a "limited awareness of cultural diversity" at all levels. Supervisors, in particular, lack the skills and understanding to accept, support and promote diversity.

"Ongoing monitoring and training are necessary."

"Glass Ceiling" - Lack of Career Growth Opportunities

Career development programs and mobility opportunities are limited. Employees of color have a low expectation of promotion, due to a general "glass ceiling" effect, low turnover in supervisory positions, and greater promotional opportunities given to more senior employees by union contracts for some types of positions.

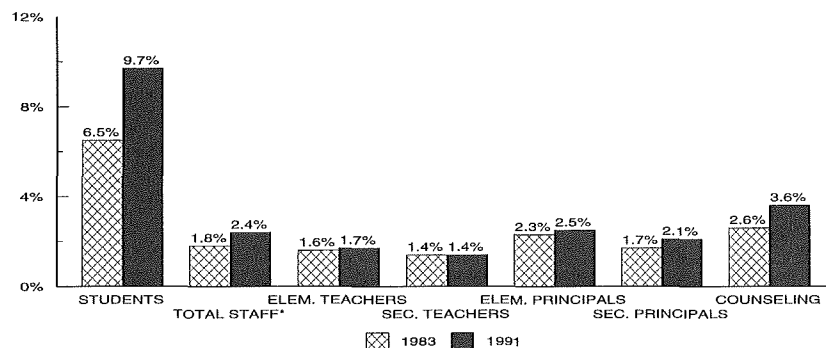
Competition from Other Employers; Inflexible Compensation System

Salaries in some fields, such as health and business, are higher in the private sector or metropolitan county governments. The civil service system makes it difficult to reward and retain top people of color, who are recruited by other employers. The state becomes a training ground for private industries that can pay more and offer advancement.

Source: Minnesota Planning Survey, January 1993

SCHOOL STAFFING DOES NOT MIRROR SCHOOL ENROLLMENT

PERCENTAGES OF STUDENTS AND STAFF OF COLOR IN MINNESOTA PUBLIC SCHOOLS
SCHOOL YEARS ENDING 1983 AND 1991



■ Employment of people of color in public schools is far below their representation in the labor force (4.6%) and student population.

■ In 1991, only 2.1 percent of new teachers and 3.2 percent of new principals hired were people of color.

*Includes licensed professional staff and nonlicensed support staff, part- and full-time. All other staff data is for full-time professionals.

Source: MN Department of Education

Higher Education Coordinating Board, Minnesota State Universities and Community College System should lead the effort in partnership with organizations of color and public employers. The Legislature could tie appropriations for higher education systems to their performance in enrolling and graduating teachers of color and other professionals of color who are in short supply. The need is rapidly increasing for Hispanic and Southeast Asian teachers in southern and western Minnesota. A long-standing need for more American Indian teachers in northern Minnesota has been documented, as has a growing need for teachers of all backgrounds in the metropolitan suburbs. In particular, the increasing numbers of adults who live in smaller towns and cities and speak Spanish and Southeast Asian languages should be targeted for special career development programs that will train them to work in schools and public agencies. The Higher Education Coordinating Board should work with communities of color to assess the adequacy and location of programs to prepare minorities for jobs in schools and public agencies.

In education, such special initiatives as the state's Teacher Preparation Grants (\$190,000 annual funding), the new Teachers of Color Program (\$300,000) and the Minority Teacher Incentives program (\$300,000) may help, but they are small steps compared to the need. Efforts also should be made to recruit and train counselors, librarians and administrators of color.

18. The Legislature should reinstate requirements for local government and school district affirmative action plans. Legislation passed in 1988 required local governments and school districts with 25 or more employees to have affirmative action plans. This affirmative action law was repealed in 1989. It should be re-enacted, with consideration given to how to make affirmative action more effective and manageable for governments of all sizes. Incentives or penalties should be provided to ensure compliance with the requirement.

19. The Department of Employee Relations and state agency personnel offices should develop an aggressive recruitment system to attract top employees of all backgrounds. Resources should be identified to support recruitment and internship programs. Minnesota Planning's survey of state agencies found that special efforts are particularly needed in technical and scientific occupations. Employee Relations and agencies should develop a coordinated plan to build relationships with key community and professional groups and to recruit and test applicants across the state and the nation, conduct joint advertising in minority media and promote government as a positive place for people of color to work. Some agencies

already have developed special approaches. The Minnesota Department of Transportation has ongoing recruiting relationships with four minority job-training organizations.

20. To retain more top employees of all backgrounds, local units of government and the Department of Employee Relations should establish new human resources approaches that concentrate on investing in employees and creating incentives for career growth. Work force planning and management trainee programs could help overcome the shortage of employees of color and women in many supervisory, management and skilled craft areas. Agencies should take deliberate steps to create a "culture of success" through mentor programs, individual professional development plans for all employees and regular training opportunities. Agencies should identify and pursue the mix of work force skills and attributes needed to effectively serve their mission and their customers, including bilingual skills, cross-cultural understanding and connections to diverse communities. Human Resources Innovations Project funds should be used to promote these approaches.

21. State and local civil service officials should systematically adjust job qualifications to ensure that public employees have skills to work with people of diverse cultures. Cross-cultural skills and a demonstrated commitment to supporting diversity should be considered as qualifications in all classes of jobs and should be made preferred qualifications in direct service and supervisory jobs. Cross-cultural training should be conducted to support growth for all employees in this regard.

■ The Department of Employee Relations and local government civil service heads should identify and remove any hiring requirements that are not job-related and might have adverse impact on applicants of color. The Statewide Affirmative Action Council and advisory committees from communities of color believe that some current state job requirements do have adverse effects on applicants of color, but the number of people of color taking tests is not large enough to allow a valid statistical analysis to verify the problem.

22. State and local civil service officials should open up job application, classification, exam and selection processes and create more flexible paths to obtaining public jobs and job promotions. This could include steps recommended by state agencies surveyed by Minnesota Planning:

■ Simplifying the application process, keeping applications open continuously and shortening the hiring process.

- Using larger selection pools to include more applicants of color.

- Regularly using search committees and interview panels that are diverse in race, gender and disability status.

- Exploring the use of more flexible compensation in highly competitive fields.

- Re-examining the use of seniority as the main advancement factor in some state job classes.

PREPARING MINNESOTA INSTITUTIONS

Government, schools, law enforcement and private businesses all contribute to the climate in Minnesota communities. Public and private institutions often have not been successful in creating a comfortable atmosphere for all people. In some instances, they have been the perpetrators of harassment.

Tensions, lack of communication and inadequate diversity in staffing sometimes cause citizens of color to view all actions by public servants as discriminatory. As the number of people of color increases in Minnesota, institutions need to eliminate discrimination and become sensitive to diverse cultures. To achieve this, they must establish and promote clear policies and

organize formal programs. Responding appropriately with diverse clientele should be a central part of being "customer-focused."

PREPARING MINNESOTA INSTITUTIONS RECOMMENDATION

PUBLIC AND PRIVATE ORGANIZATIONS SHOULD INSTITUTE ZERO-TOLERANCE-FOR-BIAS POLICIES AND HELP TRAIN MINNESOTANS TO LIVE AND WORK WITH DIVERSE CULTURES.

POLICY GOALS

Minnesotans of all racial, ethnic and religious backgrounds will have free access to all parts of society without fear of discrimination or harassment.

Communities of all racial, ethnic and religious backgrounds will be respected. All Minnesotans will be free to cultivate their heritage and to participate fully in mainstream society.

Children of color will be fully included and equally treated in all school classrooms and programs and will achieve academic success comparable to that of other children. Schools will value diverse cultures, reduce biased behaviors and nurture all children.

STRATEGIES FOR PREPARING MINNESOTA INSTITUTIONS

23. The Governor and local government leaders should institute zero-tolerance-for-bias policies throughout state and local government. The Governor has issued a similar directive on sexual harassment. An atmosphere free of bias is vital to the recruitment and retention of employees of color and the effective functioning of organizations.

Minnesota Planning's survey of state and metropolitan agencies found that 44 of the 57 agencies have policies and procedures on racial bias. A strong message from management and supportive training is necessary to make such policies effective. At the same time, internal resolution of incidents can reduce the burden on the Department of Human Rights. To promote a zero-tolerance-for-bias policy in local government, such organizations as the League of Cities and the Association of Minnesota Counties could develop model policies and procedures and promote adoption by members. In addition, the state human rights certification requirements that local agencies must meet to receive state funding could be expanded to include anti-bias policies.

RECRUITING AND HIRING BARRIERS IN STATE GOVERNMENT

SUMMARY OF SURVEY RESPONSES FROM 54 STATE AND METROPOLITAN AGENCIES ABOUT EMPLOYING PEOPLE OF COLOR IN STATE GOVERNMENT

Internal Barriers

- Attitudes and value systems that preserve the status quo and "perpetuate an exclusive culture"; some staff resentment of affirmative action.
- Lack of relationships with communities of color and their organizations.
- Lack of proactive recruitment system and the extra resources needed to support it.
- "Cumbersome" and "rigid" civil service system.
- "Burdensome," "tedious" and "impersonal" application process.

- Lack of continuous access to exams; tests are biased or not needed for the job.
- Few or no minority candidates on certified hiring lists.
- Hiring selection panels that are not trained and diverse in membership.
- "Inflexible" salary structure that cannot always compete with other employers.
- Limited job openings due to small size of agency.

External Barriers

- Inadequate number of people of color

trained in technical and scientific fields, such as health care, systems analysis, natural resources, engineering, chemistry and accounting.

- Limited number of people of color and women in union apprenticeship programs in skilled trades — electricians, pipefitters, machinists, bricklayers, and painters.
- Lack of racial and ethnic diversity in outstate areas where many state jobs are located.

Source: Minnesota Planning Survey, January 1993

24. The Departments of Education and Human Rights and major education organizations should work together to ensure a bias-free environment in the public schools. They should ensure that 1993 legislation requiring all schools to adopt racial harassment policies (Minnesota Statutes 127.46) is effectively carried out by:

- Developing a strong model policy and procedure.
- Developing a model incident response format.
- Providing training for officials, administrators, teachers and counselors and encouraging the provision of anti-bias and diversity awareness sessions for students.
- Setting up a system for reporting and monitoring bias incidents.

25. The Legislature and private organizations should require regular anti-bias and diversity training for key professionals and others who serve the public. Professionals need to help public agencies and private organizations create bias-free environments and ensure fair treatment of racial and ethnic minorities. Diversity and cultural sensitivity training should be part of the required continuing education of licensed professionals, such as police, lawyers, teachers and social workers. Training should be carried out with current funding and through existing channels wherever possible. Employers and professional groups in other fields, such as banking, health care, real estate and retailing, should also obtain such training as a way of improving customer service. In addition:

- **The Legislature or the Peace Officers Standards and Training Board should require law enforcement officers to have a minimum of eight hours of diversity training for recertification.** Although new officers receive some diversity training, Minnesotans of color perceive that many police officers lack sensitivity and engage in harassment. Police officers must obtain 48 hours of training every three years to maintain their certification, and diversity training could be part of this training. The Supreme Court Task Force on Racial Bias made this and many other useful recommendations for law enforcement officers in its May 1993 report.

26. All state government employees should participate in ongoing diversity and anti-bias training. Local governments and school districts should provide similar training for their employees. Effective training can improve the work environment and service to the public and reduce burdensome legal complaints. Training should begin with supervisory and direct-service employees and

be as intensive as possible. As of January 1993, 61 percent of all state and metropolitan agencies had conducted training for at least some employees, but only six agencies had ongoing training, according to agency reports to Minnesota Planning. It is not known how many local governments have conducted training, but some, such as the city of South St. Paul, have required diversity training for all employees. The Bemidji Race Relations Task Force has provided joint training for managers and staff of a variety of public and private employers.

BUILDING GOVERNMENT COMMITMENT

Minnesota's growing racial and ethnic diversity affects state and local government far beyond employment issues, going to questions of leadership, representation, the quality of policies and decisions, how services are delivered, and the working environment. Elected officials and government managers and employees throughout Minnesota should make it a priority to develop and carry out strategies supportive of diversity in all of these areas.

The most successful efforts at managing diversity aim to be as broad and inclusive as possible. Many experts recommend that diversity be defined broadly to include gender, age, race, ethnicity, parental status, sexual preference, disability and other dimensions.

In the past, the approach to encouraging inclusiveness and overcoming discrimination was through anti-discrimination laws, affirmative action employment and purchasing, and human rights certification for recipients of state funds. This formed a legal foundation that has shaken up major institutions with histories of discrimination or exclusion and has produced results. Though it is still needed, this approach is no longer enough for a rapidly changing state.

Minnesota government needs active initiatives to involve all citizens in democratic decision-making, to develop their job skills, and to make expensive public services generate better results with clients of diverse languages and cultures. An increasing share of the customers of government are people of color. This gives them a major stake in how services are shaped and delivered.

Through its focus groups and working committees, Minnesota Planning found that many people of color are more comfortable when they find other people of color represented in government offices and on boards and committees that make decisions on programs important to them and their children.

The private companies and governmental bodies that are successful in attracting top-notch employees of color and delivering effective services and products to communities of color are those that have adopted broad, comprehensive diversity strategies. Such strategies make inclusiveness a priority in how the organization operates in all areas — from recruiting to training, from product design to customer service.

Promising but very uneven efforts to institute diversity strategies are being undertaken in state agencies. In December 1992, Minnesota Planning surveyed 57 state and metropolitan agencies with 25 or more employees on their policies and practices relating to cultural diversity. The responses indicated that the larger agencies and higher education systems were the most involved in diversity strategies, with less activity occurring in the smaller agencies. Some findings from the 54 respondents were:

- One-third of the agencies have established or are developing some kind of broad, formal cultural diversity strategy.
- Fifty-six percent of agencies reported that affirmative action or responsiveness to cultural diversity was a part of performance reviews for managers. Forty-six percent said it was a part of reviews for supervisors, and 5 percent said it was a part of reviews for line staff.
- Forty-four percent of agencies reported having ongoing or one-time employee committees or task forces to provide feedback to management on diversity issues.
- Thirty-percent reported having conducted employee surveys or focus groups on concerns of race and ethnicity.

Several agencies have carried out a broad array of activities to improve their work environment, build cross-cultural appreciation, diversify their work force, and provide bilingual and culturally sensitive services to the public. The experiences of these agencies can be drawn on by others. It is important to set up structures to share and institutionalize the effort in state government to provide continuity across changes in elected officials. Guidance also is available from the experiences of a number of major corporations in Minnesota that have moved forward aggressively with comprehensive strategies and specific action steps. Honeywell, for one, has instituted major cultural diversity initiatives that go beyond traditional

affirmative action approaches. These initiatives focus on addressing tension in the work force, developing the potential of employees from all backgrounds and dealing with diversity in the marketplace. Chairman James Renier led the effort and began meeting monthly with small groups of diverse employees to hear problems and ask advice on solutions. A director of workforce diversity was named. Managers attended two-day diversity awareness seminars. The company created nine employee councils representing people with disabilities, women and racial and ethnic groups. In 1990, Renier named a high-level council to advise executives on how to reduce barriers for women and employees of color. From 1980 to 1990, the percentage of people of color in management, professional and sales jobs at Honeywell nationwide increased from 7.6 percent to more than 9 percent, despite major layoffs.

Some organizations have established specific budgets for diversity activities. In the state public sector, the largest

budget commitments have been made by the University of Minnesota (fiscal year 1992), \$3,752,683; Minnesota State Universities (fiscal year 1993), \$2,677,999; and the Community College System (fiscal year 1993), \$539,376.

The recommendations here for fostering inclusiveness focus heavily on state government but could be applied to cities, counties and school districts as well. Some specific options also are offered for these entities. Local public agencies provide many of the most important public services to Minnesota's growing population of color. Minnesota school districts and counties generally do not have work forces that reflect the racial and ethnic diversity of their local labor force and population. Concerted efforts are needed to increase the number of school superintendents, school principals, city and county administrators, law enforcement officials and other public managers and supervisors of color. A more detailed review by education and local government organizations should be done, but action in a number of areas could begin immediately based on successful models used by private employers and others.

STRATEGIES FOR BUILDING GOVERNMENT COMMITMENT

27. The Governor should designate a high-level council or cluster within state government to set goals and guide a comprehensive strategy to respond to diversity

BUILDING GOVERNMENT COMMITMENT RECOMMENDATION

STATE AND LOCAL GOVERNMENT LEADERS SHOULD ADOPT ACTION PLANS TO INCORPORATE DIVERSITY THROUGHOUT THEIR ACTIVITIES AND REGULARLY MEASURE PROGRESS TOWARD GOALS.

POLICY GOAL

Government will commit its resources to building an environment in which diverse people can thrive and contribute to Minnesota's future. It will fully include and retain people of color in its workforces.

issues in state agencies. This group should be supported by a new Office of Diversity. While individual agencies are already making progress, a united effort would demonstrate leadership by the state and accelerate progress, especially for medium and smaller agencies. It would create an atmosphere more conducive to accepting change and sharing promising new opportunities and approaches.

The group could be an existing cluster of commissioners or a new diversity council with representatives from many agencies. Agencies could consider establishing internal councils to help develop their action plans and advise agency heads. Honeywell, Northern States Power and the Department of Transportation use networks of employee committees to involve all segments of their work forces and advise executives.

To be successful, day-to-day staffing and support of this effort are essential. The Office of Diversity would focus attention, assess needs, help set goals, monitor progress, organize annual meetings, provide consultation, broker training and establish a resource clearinghouse. Existing resources should be identified in 1993 to begin operations of the office and the diversity council. The office should work closely with the current Governor's Affirmative Action Council, headed by the Lieutenant Governor, and the Equal Opportunity Division of the Department of Employee Relations. All functions could be combined into one office tied to Employee Relations. However, the charge of the new office would be broader than employment and affirmative action, encompassing issues of inclusiveness in state decision-making bodies and in the design and delivery of services to the public. Current minority councils should remain independent but work with the office.

28. Under the leadership of the Governor and the Office of Diversity, state government should adopt an overall multiyear action plan and individual agency plans, with measurable objectives at both the state and agency levels. To achieve accountability, state agencies should report annually on their progress toward goals. Diversity issues should be a top priority for all agencies, with common areas identified for all to address. This report can be a starting point for the plan. All state agencies should have action plans underway by 1994. Agencies should meet annually to assess progress toward common goals, share experiences, revise strategies and present awards for performance. Such state agencies as Transportation and Revenue already have strategies addressing diversity, and others, such as Natural Resources and Human Services, are developing them.

The Office of Diversity, in cooperation with agencies, should establish common objectives relating to such areas as inclusiveness in policy-making groups, training, management, hiring and retention, and purchasing. Objectives should be set by the end of 1993. Examples of possible statewide objectives are:

- By July 1994, all state agencies that use policy boards, task forces or councils will have in place objectives for including representation from communities of color and procedures for achieving them.
- By December 1994, 15 state agencies will be involved in internship or similar programs in which at least 100 young people of color will be participating. By December 1995, 25 state agencies will be involved, with 200 young people of color participating.
- By January 1995, 95 percent of all state supervisors will have had at least 16 hours of cross-cultural training.

Agency goals could be integrated into the strategic plans and performance reports now prepared for the Department of Finance and the Legislative Auditor under 1993 legislation (Minnesota Statutes Chap. 192, Sec. 40). The office may also conduct audits and evaluations to help agencies identify problems and opportunities.

29. Top officials and personnel departments in state and local governments should make demonstrated commitment to diversity part of the selection and performance criteria for agency managers and supervisors. In a state where about 95 percent of the labor force is white, most managers and supervisors will be white for the foreseeable future. Their attitudes on race, gender, age, sexual preference and other characteristics of their employees will affect the productivity of their employees and the credibility and support their agency has with the public.

State and local agencies should work with communities of color and business to aggressively identify and recruit candidates of all backgrounds. Where feasible, agency heads and elected officials should establish incentives for managers and supervisors to achieve annual inclusiveness goals. This approach has been implemented in the Minnesota state universities.

30. The League of Minnesota Cities, the Association of Minnesota Counties and the Minnesota School Board Association should organize a collaborative campaign to increase the employment and representation of people of color in local government. Minority employment in local government is important as a means of both

SIGNIFICANT MINORITY MEMBERSHIP ON STATE BOARDS

About 203 citizen boards and councils ranging in size from three to over 20 members provide direction to the state on a wide range of issues from health care to agriculture. They are governed by the Open Appointments Act. Diversity of representation varies widely. Of the 89 percent of members who reported their ethnic background, racial and ethnic minorities had the following representation:

- Eight percent of all members, excluding boards designated for communities of color, such as the Spanish Speaking Affairs Council (July 1993).

- Three of nine members of the State Board of Education (May 1993).

- In 1992, 5.1 percent of all new appointments for all boards, including the

minority-specific boards, were African Americans, 3.1 percent were American Indians, 2.5 percent were Asians and 2.0 percent were Hispanics, totaling 12.7 percent.

- Approximately 110 boards have at least one member of color, while 93 report no members of color (Fiscal Year 1992 report).

Source: MN Secretary of State

RACIAL AND ETHNIC MINORITY CUSTOMERS

SELECTED MINNESOTA GOVERNMENT PROGRAMS AND ACTIVITIES

PROGRAM	TOTAL CLIENTELE	% RACIAL/ ETHNIC MINORITY
JTPA SUMMER YOUTH JOBS (1992)	4,658	36.1%
PUBLIC SCHOOL ENROLLMENT (1991-92)	766,784	10.1
SPECIAL EDUCATION (1989-90)	80,617	11.7
TECHNICAL COLLEGES (1991-92)	75,854	7.1
STATE UNIVERSITIES (1992-93)	60,580	3.6
ADULT CORRECTIONAL INSTITUTIONS (JANUARY 1993)	3,832	44.9
WIC - SUPPLEMENTAL NUTRITION	89,052	29.2
AFDC/PUBLIC ASSISTANCE (DECEMBER 1990)	171,783	38.4
SENIORS SUPPORT SERVICES	102,279	6.5
CHILDREN IN SUBSTITUTE CARE (FOSTER CARE)	16,777	33.7

Source: Agency reports

- People of color made up 6.3 percent of Minnesota's population in 1990 but represent a much larger share of the clientele of many public programs.

LIMITED REPRESENTATION IN STATE GOVERNMENT LEADERSHIP - 1993

African Americans, American Indians, Asian Americans and Hispanics hold the following positions in state government:

- Four percent of upper-level managers, not including the heads of the state's four minority councils (March 1993).

- Four percent of the Senate staff, but none of its 66 administrative, professional and technical positions.

- Six percent of all management positions.

- Three percent of all supervisory positions.

- Six percent of the House staff and three percent of its 163 administrative, professional and technical positions.

- Two percent of all 201 legislators.

Minnesota's first African American legislator, Republican John Francis Wheaton, was elected in 1898. Not until the 1970s and 1980s were four others elected. Today, two Hispanics, one African American and one American Indian serve in the legislature, the greatest number ever, but well below the 6.3 percent share of racial and ethnic minorities in the population.

Source: MN Department of Employee Relations 1993

making local government more approachable for minority citizens. Local governments should consider changes in job qualifications, advertising and testing procedures to remove any artificial barriers to hiring people of color. Joint recruiting among local government, internships, scholarship programs and diversity training programs should be explored. Partnerships should be developed with schools, colleges and minority job training organizations.

Smaller local governments should consider applying with other local governments or professional associations to the Board of Government Innovation and Cooperation for planning grants for shared minority recruitment programs. This board, operating out of the State Auditor's Office, has \$1.2 million available for the 1994-95 biennium. Not all actions require money; local officials also could consider a voluntary campaign to increase the representation of people of color on local boards and commissions.

MAKING DECISIONS

Effective democracy depends on all citizens being included in public decision-making and on communities having significant control of their own destinies. Minnesota Planning found that leaders in Minnesota's communities of color see their long-term progress coming not just from social and educational programs but from full participation in public and private policy-making on all type of issues. Broadening participation can help groom diverse citizens for leadership roles, reduce unfamiliarity and division between races in local communities, improve decisions and make public services more responsive to their recipients.

This project's steering group stressed the importance of participation at the front end of policy development and program design, as well as in the day-to-day operation of programs that serve communities of color. Meaningful participation can be accomplished by having people of color represented in management and staff ranks, consulting with and holding hearings in communities of color, using official boards, committees and special task forces on which people of color are represented and involving the state's four minority councils. Public agencies can structure contracts, grants and aids programs to ensure that tribes and organizations in communities of color have access to funds.

Involvement by people of color in policy-making is particularly critical in programs and activities in which they make up a significant share of the clients. Minnesota Planning's survey of state and metropolitan agencies on

the issue of inclusiveness in policy-making found that 30 percent of the 54 agencies have a policy, procedure or structure for including diverse racial and ethnic groups or tribes in policy decision-making and on boards and committees. When asked about barriers to being more inclusive, a staff member from one large state agency responded, "The state's work force is underrepresentative of people of color. At the staff level of policy development, this results in much less sensitivity to potential policy impacts on communities of color than would be if more staff were from communities of color... Services are delivered at the county level and by other providers. The majority of county government agencies also lack staff diversity." A representative of another large state agency said, "The barriers are complex, entrenched and systematic. My recommendation is that we don't take the issue superficially. There is no task force or commission that is going to come up with the quick panacea. We must begin with training, behavior and attitudinal modification."

How public agencies distribute funds and what they expect of the local governments, school districts and private agencies that they fund also affect inclusiveness. Funds often are allocated in a process in which competing proposals are solicited and ranked for selection. Minnesota Planning's survey found that about half of 16 state agencies that distribute funds are making at least some efforts to include minorities in the allocation. Eight indicated that they have specific approaches for involving communities of color in setting criteria and priorities for their programs and in rating and selecting proposals; nine involve these communities in monitoring and evaluating programs. The nature and extent of these approaches was not examined. Six of the 16 agencies also place diversity requirements other than human rights certification on their funding recipients or encourage other inclusiveness measures.

State government has made uneven progress in having people of color among its elected officials and top managers. People of color are underrepresented among state legislators and somewhat better represented among appointed officials. A number of major agencies have no executives or managers of color, including the Departments of Health, Education, Public Service, Commerce and Trade and Economic Development, the Technical College Board, and the Higher Education Coordinating Board. Several of these, however, have had minority heads or assistant heads in the recent past.

Considerable progress has been made in participation of people of color on 203 state public policy boards and councils governed by the Open Appointments Act. Many other policy task forces and committees serve state

increasing work opportunities for people of color and agencies but are not included under the act, so no summary data on their participation is available.

Local governments have a long way to go to bring their increasingly diverse communities into the decision-making process. A Minnesota Planning survey of large counties and counties with significant populations of color found four people of color in 489 county government administrative positions outside of Hennepin and Ramsey counties. The 15 sample counties included the cities of Duluth, Moorhead, Mankato, St. Cloud, Bemidji, Willmar, Albert Lea, Crookston, and Grand Rapids. It is clear that the number of Minnesotans of color elected to local offices of government is small. Several people of color serve on city councils or school boards in the metropolitan suburbs, as well as in the Twin Cities, Rochester and, until recently, Bemidji. No statewide data is available, but it would be useful if the Secretary of State would begin collecting data on the racial and ethnic backgrounds of local elected and appointed officials.

Participation by people of color is only slightly better in public school administration. Students of color made up 10.1 percent of public school enrollment in 1992, but only two of 311 superintendents are minorities. Less than 3 percent of elementary and secondary principals were from communities of color in 1991. The percentage of local school board members who are people of color was not available. Minnesota's school districts will find it more difficult to manage growing cross-cultural tensions if the staff and leadership itself does not mirror diversity.

The participation of parents of color in local school advisory and decision-making bodies is an important issue. Parents of color, like many others, often find the school environment intimidating. This is accentuated by language and cultural differences. Frustration can grow if only minor efforts are made and people of color are not genuinely represented.

Perhaps the community with the greatest diversity in local leadership is St. Paul, where African Americans serve as school superintendent, police chief, city council chair and school board member, and where the nation's first Hmong school board member has been elected.

As all this shows, Minnesota has made progress, but the representation of communities of color in decision-making and program management is often limited or absent. There is no simple or numerical answer. A sound approach should go beyond numbers to developing leadership from among all citizens and productive working relationships with both individuals and organizations of color.

MAKING DECISIONS RECOMMENDATION

IMPROVE PARTICIPATION OF MINNESOTANS OF COLOR IN STATE AND LOCAL GOVERNMENT AND SCHOOL DECISION-MAKING.

POLICY GOAL

Communities of color will have genuine representation and be respected as equals in all areas of public decision-making. People of color will be able to guide programs and policies that specifically and uniquely affect their communities.

STRATEGIES FOR MAKING DECISIONS

31. State and local government and school district leaders responsible for appointing citizen boards, commissions and advisory committees should take positive action to ensure racial, ethnic, gender and socioeconomic diversity in their membership and their proceedings.

They should establish goals, relationships with organizations of color and recruiting campaigns where needed.

Community members can be involved through citizen dialogues, community-

based teams that monitor public programs and neighborhood hearings. Involving the community can build rapport and increase community members' willingness to serve on boards and committees. Minnesota Planning interviews often revealed a lack of communication and relationships between growing communities of color and the agencies that serve them.

Legislators and state and local officials should consider legislation or executive action encouraging or requiring diversity. Specific guidelines for boards and commissions governed by the state Open Appointments Act should be considered. Requirements already exist in some areas; for example, state law requires community corrections advisory boards to be representative of ethnic minorities, as well as other segments of the population (Minnesota Statutes 401.08). Department of Corrections policy requires that advisory groups have representation from a "wide spectrum of cultural and socioeconomic segments of the community."

32. State agency heads should set standards to ensure inclusiveness in all phases of grant-making and state aid allocation. Recipients should be expected to have management, staffing and service designs that reflect the diversity of the population they are serving. The United Way of Minneapolis is establishing these requirements for its entire funding process. Additional actions could include:

■ The Governor, by executive order, directing state agencies to have procedures for inclusiveness in the design of requests for proposals, grant review and selection committees and program monitoring and evaluation teams.

■ The Legislature expanding human rights certification criteria for recipients of state funds under Minnesota Statutes 363.073 to include criteria other than the requirement of an affirmative action plan.

33. The Legislature, state agency managers, city and county officials and school boards should expand opportunities for communities of color to direct or control programs targeted to them. Programs designed especially for or heavily used by communities of color could be made more effective by having people of color play a major role in shaping and operating them. This could be done through their participation on governance boards or as managers and staff

or by contracting for the services with community-based organizations. This approach is already used in Indian Education, in Indian scholarship programs, and in job training programs contracted to such organizations as Lao Family Services and Chicanos Latinos Unidos en Servicio in St. Paul.

ENFORCING RIGHTS

Federal and state law guarantee that Minnesotans will not be discriminated against on the basis of their race, color, national origin, religion, creed, disability or sex. However, complaints filed with the state and local human rights departments and the U.S. Equal Employment Opportunities Commission show that discrimination occurs. In addition, the number of complaints filed may underestimate the problem.

Action is needed to increase compliance with anti-discrimination laws and reduce the number of complaints to the Minnesota Department of Human Rights. Over the past five years, racial discrimination complaints have, in most cases, gradually increased.

Many people lack faith in state and local human rights enforcement systems. In interviews and focus group discussions in Bemidji, Red Lake, Moorhead, Rochester and Worthington, many residents told Minnesota Planning

that they were dissatisfied with the service from state and local human rights investigators. The complaint process is commonly seen as too lengthy and unresponsive, especially outside the Twin Cities area, where access to human rights investigators is limited. One person of color stated that even if the process ends in victory, it loses its meaning by being so long and drawn-out

and is "like getting messed over twice." In 1992, the average case took 371 days to resolve. In the previous five years, the time to case closure ranged from 323 to 409 days. The average case that went to court took 4.5 years. In addition, state enforcement officers had an average of 56 cases each in June 1992.

The state department's field staff consists of four full-time and one part-time positions. In the spring of 1993, only three employees were available to travel outside the Twin Cities area. They normally spend one to three days each month in several of the following cities: Duluth, Bemidji, Moorhead, Mankato, Rochester and Willmar. Each

city receives about six to 10 visits per year. Many participants in focus groups and interviews in southern and northern Minnesota expressed a preference for human rights staff who were easily accessible and well-rooted in their area. One participant said, "When people have complaints, they want someone to talk to soon, or they get frustrated and drop it."

Only two cities, Minneapolis and St. Paul, have their own anti-discrimination laws and enforcement offices. Approximately 40 other communities have human rights commissions, most of which mediate some complaints and refer others to the state. Commission budgets are typically very small. Some larger cities, such as Duluth, do not have a commission. Many people said the process is too slow, that "people are tired of being told to wait." Because most human rights commissions do not have enforcement powers, many people see them as powerless and unable to help. For this reason and others, some people do not inform commissions of discriminatory incidents.

To achieve the objectives of all the anti-discrimination laws already in place, Minnesota must give the human rights system the tools to strengthen and speed enforcement and to do more extensive education to deter discrimination before it happens. The rapid growth of populations of color throughout the state underscores the need for this change.

ENFORCING RIGHTS RECOMMENDATION

GIVE THE HUMAN RIGHTS SYSTEM THE TOOLS IT NEEDS TO REDUCE RACIAL INCIDENTS THROUGH EDUCATION AND MAKE ENFORCEMENT TIMELY AND EFFECTIVE THROUGHOUT THE STATE.

POLICY GOALS

Minnesotans of all racial, ethnic and religious backgrounds will have free access to all parts of society without fear of discrimination or harassment.

No Minnesotans will be denied their choice of housing because of their race or ethnicity.

BIAS CRIME PERPETRATORS AND VICTIMS ARE MAINLY UNDER THE AGE OF 30

1992 MINNESOTA DATA

AGE GROUP	BIAS CRIME VICTIMS		BIAS CRIME OFFENDERS	
	NUMBER	% OF TOTAL	NUMBER	% OF TOTAL
0-10	19	4%	8	2%
11-20	180	36	277	63
21-30	148	29	98	23
31-40	94	18	32	7
41-50	39	8	11	3
51+	24	5	7	2
TOTAL	504	100%	433	100%

Source: MN Department of Public Safety. Includes all types of bias crimes, not only racially motivated crimes. However, 92 percent were based on race, religion or national origin.

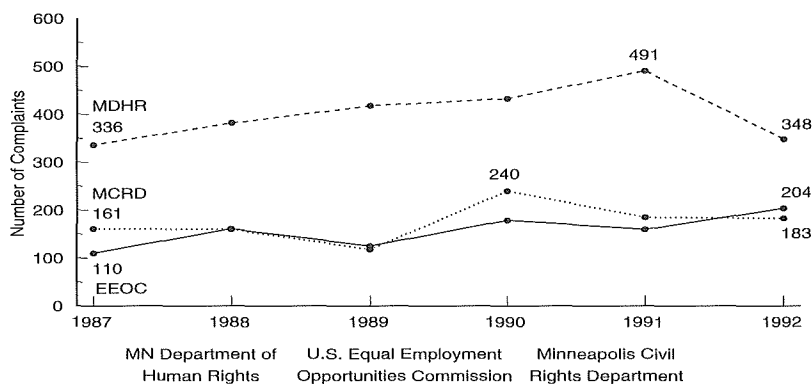
■ Of offenders, 48 percent were white; 44 percent were African American.

■ People of color were 52 percent of the victims of bias crimes, though they are only 6 percent of the population.

■ The majority of victims (65 percent) and offenders (86 percent) were between the ages of 11 and 30.

RACE-BASED DISCRIMINATION COMPLAINTS INCREASED AT THREE LARGEST ENFORCEMENT AGENCIES

MINNESOTA 1987 - 1992



Note: The decline for the Department of Human Rights in 1992 may be a result of new procedures to screen out weak cases before they are formally filed.
Source: Agencies Listed

■ Race-based discrimination complaints increased at all three of the largest enforcement agencies in Minnesota from 1987-1992.

■ In 1992 complaints based on race were 55 percent of total complaints filed with the Minneapolis Civil Rights Department.

SUMMARY OF RECOMMENDATIONS ON LAW ENFORCEMENT: MINNESOTA SUPREME COURT TASK FORCE ON RACIAL BIAS

FINAL REPORT, MAY 1993

■ The Supreme Court and the Legislature should establish and fund long-term activities to address problems in minority community-law enforcement relations.

■ The state human rights law should be amended to require local law enforcement agencies to adopt affirmative action plans. Local law enforcement agencies should be required to set hiring goals based on the demographics of the communities they serve.

■ Police recruitment, education and in-service training must be reoriented to ensure that officers have the skills needed to interact effectively with diverse minority communities. Innovative, "real world" training programs should be developed rather than classroom-bound programs.

■ The Peace Officers Standards and Training Board should develop cultural diversity training programs and make them available to all Minnesota law enforcement

agencies. Annual cultural diversity training should be required as part of the continuing education requirements for peace officers.

■ The POST Board should develop management training programs on diversity issues for supervisory personnel.

STRATEGIES FOR ENFORCING RIGHTS

34. Access to human rights law enforcement and education outside the Twin Cities should be increased by the Department of Human Rights in cooperation with local governments. This could be done through one or more of several approaches:

- Providing mechanisms or incentives for cities and counties to establish local or regional human rights enforcement systems in cooperation with the state.
- Establishing regional Department of Human Rights offices.
- Increasing the frequency and geographic coverage of state department field staff.

35. New approaches that resolve discrimination complaints more quickly and provide a more effective deterrent to violations should be developed by the Department of Human Rights in consultation with constituents. Without violating due

process, the department should look for successful solutions developed elsewhere such as the use of fines or administrative penalties used for traffic violations and by the Pollution Control Agency.

BUILDING COMMUNITY COMMITMENT

Minnesotans are proud of the warm and open environment that draws people to this state. A safe, friendly and caring atmosphere — a *Minnesota Milestones* goal — creates a base on which to sustain and build communities. However, the atmosphere in many Minnesotan communities is not comfortable for racial and ethnic minorities. A public administrator said in Moorhead, "It is evident that bigotry is a problem here. The major issues are acceptance and understanding of different cultures. People have not accepted people in different cultures. This sentiment has been expressed by people with leadership roles in the community." In Rochester, leaders of community organizations reported a pattern of blatant discrimination in the rental of housing. Nevertheless, several people suggested that the city's residents will not admit that racism exists in Rochester.

Minnesota Planning found that numerous communities of

color in diverse parts of the state feel isolated and that many citizens and institutions are not accustomed to and comfortable with dealing with people of color. They may need help in learning to include and support communities of color.

By allowing people of color to be isolated, communities permit discrimination and harassment to occur. Newspapers and citizens report a Minnesota where individuals and groups of people are singled out for harassment because of their race or ethnicity. Voices of hatred and bigotry are becoming louder and more prominent as hard economic times encourage the search for scapegoats. Accounts from around the state in the last two years show that some people are living in fear of harassment.

The number of reported racially motivated crimes increased 67 percent in Minnesota, from 219 in 1989 to 366 in 1992. Nearly 85 percent of all bias crime was racially motivated. The targets of racial crime are most often

people, not property, and the victims are usually strangers. Simple assaults, verbal abuse and property damage were the most common types of crimes, but other crimes in 1992 included cross burnings, telephone harassment and aggravated assaults.

Although complaints filed with the Minnesota Department of Human Rights declined from 1991 to 1992, it most likely is not a sign of decreasing discrimination. Rather, the decline probably stems from a 1992 change in department procedures to screen out cases without sufficient basis for investigation before they are filed.

To effectively address bigotry and harassment, communities need to work together to create an atmosphere that is comfortable to all and values all cultures. Minnesota's leaders should guide the state into the 21st century by providing a visible and positive commitment to embracing diversity. They should mobilize our institutions and our communities in a campaign to create a climate that is respectful of diversity. Broader and deeper programs should be developed to nurture citizens' understanding and ability to live and work in a diverse, multiracial world. This is essential to creating an atmosphere in which all the other recommendations and strategies in this report are taken seriously and leaders at all levels can take supportive action.

BUILDING COMMUNITY COMMITMENT RECOMMENDATION

MINNESOTA LEADERS AND CITIZENS STATEWIDE SHOULD MAKE A COMMITMENT TO ACT TO IMPROVE THE RACIAL CLIMATE.

POLICY GOALS

Minnesotans of all racial, ethnic and religious backgrounds will have free access to all parts of society without fear of discrimination or harassment.

Communities of all racial, ethnic and religious backgrounds will be respected. All Minnesotans will be free to cultivate their heritage and to participate fully in mainstream society.

The *Minnesota Milestones* goal of a state that accepts all people is within reach but not without vigilance and action.

STRATEGIES FOR BUILDING COMMUNITY COMMITMENT

36. The Governor, the Legislature and community and private-sector leaders should form a Unity in Diversity coalition to lead implementation of anti-racism strategies and monitor progress throughout the 1990s. The coalition should involve leaders from religion, business, labor, sports and entertainment, communities, local government and nonprofit organizations in this effort. The coalition should be created in law or incorporated independently to ensure its continuance across changes in elected officials. Financial contributions should be sought from the private, nonprofit and public sectors.

37. The Unity in Diversity coalition should initiate an ongoing, community-based statewide campaign to promote the benefits of diversity for Minnesota's future, discourage racism and involve all Minnesotans in the economy, government and community life; it also should create a statewide center and clearinghouse to

support local diversity and anti-bias projects. Leaders should seek participation in the campaign from all sectors of society, including major media outlets and advertising agencies. The Governor and legislative leaders should make responding to diversity a priority in public pronouncements, legislative proposals and budget decisions. As part of this campaign, the coalition should develop common goals and promote agreed-upon "best practices."

The coalition should raise private and public funds to operate a statewide center and clearinghouse. The center would provide expert planning assistance to local communities, educational materials, cross-cultural training and referrals to other resources. The Suburban Hennepin Anti-Racism Committee has proposed a similar center for its area. The Minnesota Extension Service already is helping communities establish diversity coalitions. The coalition could assemble teams of volunteers and professionals that would provide intensive assistance to requesting communities. Youths of color in Moorhead have suggested creating a multiracial youth network to help minority youths in smaller communities overcome isolation and obtain supportive resources and to promote cross-cultural understanding and cooperation.



he 15 measures outlined in this section will serve as critical indicators of whether Minnesota is making progress toward inclusiveness and racial equality during the 1990s and into the 21st century. While not always perfect measures, they will give citizens and policymakers comparative information on the well-being of major racial and ethnic groups. Measures cover discrimination, educational achievement, income, business ownership, home ownership, employment, representation in government, and equity in government purchasing and employment. They relate directly to the policy goals set forth in this report.

MEASURES OF EQUALITY

STATE OF DIVERSITY

These measures are a tool to hold private and public leaders accountable for the effectiveness of their policies. They can help determine whether results are being achieved. If strategies fail, they need to be revamped or new strategies devised.

Each of the 15 measures in this section includes historical data and a format to track data and set goals for future years. As a next step, target goals for future years could and should be created, with community participation.

The measures include and build upon those developed through *Minnesota Milestones* and the *Economic Blueprint for Minnesota*. Accurate information for some measures is available only every 10 years through the U.S. census. For some measures, existing information is not adequate. In these cases, recommendations are made for collecting better information.

1. REDUCTION IN RACE AND NATIONAL ORIGIN DISCRIMINATION COMPLAINTS FILED IN MINNESOTA (Minnesota Milestones 33, modified)

	1987	1988	1989	1990	1991	1992	2000
DEPT. OF HUMAN RIGHTS*	336	382	418	433	491	348	
U.S. EEOC**	110	161	125	179	160	204	
MINNEAPOLIS CIVIL RIGHTS DEPT.	161	160	118	240	185	183	
TOTAL	607	703	661	852	836	735	

*Data for the Department of Human Rights is for fiscal years.

** U.S. Equal Employment Opportunities Commission.

Discussion: Since no measure of actual discrimination incidents is available, discrimination complaints are the next best measure of how people of all racial and ethnic groups are valued in Minnesota. A reduction in complaints should indicate improvement in acceptance of diverse Minnesotans in such areas as housing, employment and education. The measure is imperfect, however. Lengthy complaint proceedings and insufficient staffing may deter people from filing. As systems are improved, complaints may rise without a true rise in incidents.

Complaints can be filed with the Minnesota Department of Human Rights, city or county human rights departments or commissions and the federal government. Statewide totals are not available.

Recommendation: All jurisdictions should report discrimination complaints to the Minnesota Human Rights Department. The department should then regularly publish the combined data. This was suggested in *Minnesota Milestones* measure 33.

In addition, a question about perceived experiences of discrimination within the past year should be included in a public survey every three years.

Sources: Minnesota Department of Human Rights, Minneapolis Civil Rights Department, St. Paul Human Rights Department and U.S. Equal Employment Opportunity Commission

2. REDUCTION IN THE NUMBER OF BIAS-MOTIVATED CRIMES IN MINNESOTA RELATED TO RACE, RELIGION OR NATIONAL ORIGIN

INCIDENTS	1989	1990	1991	1992	2000
RACIAL	219	255	333	366	
RELIGIOUS	13	24	33	23	
NATIONAL ORIGIN	9	4	12	10	

Discussion: Data can be kept only on bias crimes that are reported, and many are not. An increase in the number of reported bias crimes does not necessarily mean more

crimes are being committed. The number may increase over the years as people become more comfortable and knowledgeable about reporting bias crimes. The ideal would be for every bias crime to be reported and for that number to decrease over time.

Source: Minnesota Department of Public Safety, Office of Information Systems Management

3. MINNESOTA MEDIAN MINORITY HOUSEHOLD INCOME AS A PERCENTAGE OF MEDIAN WHITE HOUSEHOLD INCOME

	1980	1990	2000
WHITE	100%	100%	
AFRICAN AMERICAN	68.6	60.3	
AMERICAN INDIAN	60.6	49.3	
ASIAN	88.8	72.4	
HISPANIC	83.8	80.8	

Discussion: This measure shows the increasing economic

disparity between whites and racial and ethnic minorities. The goal should be for all groups to achieve 100 percent of the white level. The median income for white households in 1990 was \$31,320. Median income is defined as the level at which half of all households are earning more and half are earning less.

Source: U.S. Census Bureau

4. PERCENTAGE OF STUDENTS ENROLLED IN MINNESOTA POSTSECONDARY INSTITUTIONS WHO ARE RACIAL AND ETHNIC MINORITIES

	FALL 1983	FALL 1985	FALL 1987	FALL 1989	FALL 1991	FALL 1993	FALL 2000
WHITE	95.2%	94.6%	94.7%	83.4%*	85.7%*	85.3%*	
AFRICAN AMERICAN	1.4	1.5	1.6	1.6	1.9	1.9	
AMERICAN INDIAN	1.0	1.1	1.0	0.9	1.1	1.0	
ASIAN	1.7	1.9	1.9	1.9	2.1	2.4	
HISPANIC	0.7	0.8	0.7	0.7	0.9	1.0	

*Note: Figures do not add up to 100% for 1989, 1991 and 1992 because nonresident aliens and students who did not report their racial or ethnic background are not included. The data includes state universities, community colleges, technical colleges, private colleges and the University of Minnesota.

Discussion: The goal should be for each racial and ethnic group to maintain college enrollment similar to its percentage of the population. In 1990, Minnesota was 2.2 percent African American, 1.1 percent American Indian, 1.8 percent Asian and 1.2 percent Hispanic.

This measure will help track how well people of all racial and ethnic groups are being prepared for the work force. The preferred measure would be the percentage of high-school graduates who are pursuing advanced training,

apprenticeship or higher education one year after high school (*Minnesota Milestones* 40), but this data is not available.

Recommendation: The annual statewide survey of high school graduates' activities conducted by the Department of Education should include data on race and ethnicity.

Source: Minnesota Higher Education Coordinating Board

5. MINORITY SHARE OF MANAGERIAL, PROFESSIONAL AND TECHNICAL JOBS IN MINNESOTA

	1980	1990	2000
MINORITY SHARE OF MANAGERIAL, PROFESSIONAL AND TECHNICAL JOBS	2.8%	3.9%	
MINORITY SHARE OF TOTAL LABOR FORCE	3.2	4.6	

Discussion: This measure indicates the level of racial and ethnic minorities employed in highly skilled, highly paid occupations. The goal would be for the minority share to equal or exceed the percentage of minorities in the labor force.

Source: U.S. Census Bureau

6. PERCENTAGE OF STATE EMPLOYEES WHO ARE RACIAL OR ETHNIC MINORITIES

	1990	1993	2000
% MINORITY EMPLOYEES	4.4%	4.8%	
% MINORITY MANAGERS	3.9	5.3	
% MINORITY PROFESSIONALS	NA	5.5	
% MINORITY SUPERVISORS	4.8	3.2	
% MINORITY CLERICAL/ SERVICE/TECHNICAL WORKERS	4.3	4.7	

Discussion: The percentage of state employees who are racial or ethnic minorities should in all categories reflect the minority percent of the labor force, which was 4.6 percent in 1990, or the minority population, which was 6.3 percent. Because of seasonal changes in the labor force, this data may not match with other data in this report drawn from other months.

Note: Annual January data for executive-branch agencies only; not included are academic employees of community colleges and state universities, the Legislature, the judiciary, the University of Minnesota or the Minnesota Historical Society.

Source: Minnesota Department of Employee Relations, Affirmative Action Annual Reports

7. MINORITY UNEMPLOYMENT RATE COMPARED TO TOTAL UNEMPLOYMENT RATE

	1987	1988	1989	1990	1991	2000
MINNESOTA MINORITY UNEMPLOYMENT RATE	15.9%	14.8%	17.8%	14.3%	10.5%	
STATE UNEMPLOYMENT RATE	5.0	3.6	3.9	4.5	4.7	

Discussion: The goal for this measure should be reduction of the unemployment rate for racial and ethnic minorities to the level for the total population. The unemployment rate indicates the percentage of all persons in the labor force who are not working. The labor force is defined as all persons age 16 or older who are working or actively seeking work. It does not include "discouraged workers" who have given up seeking work. Minority figures were developed by the Minnesota Department of Trade and Economic Development, based on U.S. Bureau of Labor Statistics sample data. The figures only include racial

minorities and may be subject to substantial error due to the small size of the sample.

Recommendation: The state should establish a survey, and estimate unemployment information by race and ethnicity employing the formula used by the U.S. Census Bureau for the periods between the census.

Sources: U.S. Bureau of Labor Statistics Annual Geographic Profile of Employment and Unemployment, MN Department of Trade and Economic Development

8. PERCENTAGE OF APPOINTED STATE BOARD AND COUNCIL MEMBERS WHO ARE RACIAL OR ETHNIC MINORITIES

	1993	2000
% PEOPLE OF COLOR ON ALL STATE BOARDS AND COUNCILS	14.0%	
% PEOPLE OF COLOR ON ALL BOARDS AND COUNCILS EXCLUDING THOSE SPECIFICALLY DESIGNATED FOR COMMUNITIES OF COLOR	8.0%	

Discussion: A goal of representation comparable to population has been achieved. However, many boards and councils lack any representation of people of color. Members of approximately 203 state advisory and governing boards and councils are appointed under Minnesota's Open Appointments Act (not included are numerous advisory boards, councils and task forces appointed by

various state agencies). A total of 1,581 members sit on these boards and councils. Information about race was provided voluntarily by 89 percent of appointees in 1993. Persons who did not specify their race or ethnicity are included in calculating the above percentages. The total excludes some vacant positions and data unavailable due to technical problems.

A number of councils, such as the Indian Scholarship Committee, are specifically dedicated to concerns of communities of color and have close to 100 percent minority membership. They are omitted from the lower measure in order to give a clearer picture of racial and ethnic minority representation in general policy.

Source: Secretary of State

9. PERCENTAGE OF STATE GOVERNMENT PROCUREMENT DOLLARS AWARDED TO MINORITY-OWNED BUSINESSES

	1985	1987	1991	1992	2000
% OF DOLLARS TO MINORITY CONTRACTORS	3.1%	1.9%	0.6%	0.9%	

Discussion: The goal should be to increase the share of state contract dollars awarded to minority businesses to at least the minority share of the population. Racial and ethnic minorities made up 6.3 percent of Minnesota's

population in 1990. The decline in procurement dollars over the past six years is due primarily to U.S. Supreme Court rulings that led to the elimination in 1989 of the state's procurement programs for businesses owned by women, minorities and people with disabilities. A new program was established in 1991.

Source: Minnesota Department of Administration

10. PERCENTAGE OF STATE LEGISLATORS AND STATE ELECTED OFFICIALS WHO ARE RACIAL OR ETHNIC MINORITIES (Minnesota Milestones 35)

	1980	1990	1991	1992	1993	2000
MINORITY LEGISLATORS AND STATE ELECTED OFFICIALS	0.5%	0.5%	2%	2%	2%	
PERCENT MINORITY POPULATION	3.9	6.3	*6.6	*6.8	*7.1	

*Based on population projections from the Demographer's Office at Minnesota Planning

Discussion: Minnesota has 201 legislators and six elected constitutional officers. Currently, four legislators and no officers are from communities of color. This measure reflects the gap between the percentage of racial and ethnic minorities serving in the Legislature and state elected offices and their share of the overall Minnesota population. The goal should be for minority representation to reach the same levels as in the total population. The third policy goal in this report calls for "genuine representation in all areas of public decision-making," which may

not always be limited to a population percentage.

Recommendation: Representation at the local level is equally important in measuring whether elected leadership reflects the general makeup of the population. Data should be gathered by the Secretary of State on the percentage of local elected officials who are racial or ethnic minorities.

Sources: U.S. Census Bureau; Minnesota Legislature and Secretary of State

11. BUSINESS OWNERSHIP RATES PER 1,000 POPULATION

	1982	1987	1992	1997
WHITE MALE	80.6	93.7		
AFRICAN AMERICAN	23.6	15.3		
AMERICAN INDIAN	7.0	6.9		
ASIAN	31.2	21.9		
HISPANIC	15.6	15.1		

Note: Business-ownership rates are calculated using the population from the closest census year. Available data does not consistently include white female business ownership rates

Discussion: The goal for this measure should be to narrow the gap and achieve comparable business-ownership rates for all racial and ethnic groups. Business ownership is one of the keys to wealth, as well as job development and community stability and well-being.

Source: U.S. Census Bureau, economic census conducted every five years

12. HOME OWNERSHIP RATE (Minnesota Milestones 48)

	1980	1990	2000
WHITE	73%	73%	
AFRICAN AMERICAN	37	31	
AMERICAN INDIAN	43	43	
ASIAN	51	41	
HISPANIC	49	47	

Discussion: This measure reports what percentage of households in each racial and ethnic group own their

homes. The goal should be for the rates all groups to increase and achieve similar levels. Home ownership measures one aspect of wealth. However, overall wealth is better measured based on the value of a person's home, interest, dividends, royalties, net rental income and other income. While this information is only available every 10 years through the U.S. Census Public Use Microdata Sample, it would still be a useful benchmark.

Source: U.S. Census Bureau, available every 10 years

13. PERCENTAGE OF TEACHERS AND LOCAL GOVERNMENT EMPLOYEES WHO ARE PEOPLE OF COLOR

	1990	2000
% MINORITY LOCAL GOVERNMENT PERSONNEL	4.9%	
% MINORITY TEACHERS	1.6	
% MINORITY LABOR FORCE	4.6	
% MINORITY SCHOOL ENROLLMENT	9.7	

Note: The minority figures are slightly inflated for local government due to overcounting in the category of Hispanics.

Discussion: The goals should be for minority employment in local government to be at least comparable to the minority share of the labor force or population and for the minority share of teachers to increase to the level of the minority share of school enrollment.

Recommendation: The minority percentage of law enforcement personnel would be a desirable measure but is not available. Also, annual data on employment directly from cities and counties would be preferable to census data. Law enforcement agencies and cities and counties should be required to regularly report employment data by race and ethnicity to the Peace Officers Standards and Training Board and the Secretary of State or Department of Jobs and Training, respectively.

Sources: U.S. Census Bureau; Minnesota Department of Education

14. PERCENTAGE OF POPULATIONS LIVING IN HOUSEHOLDS WITH INCOMES AT LEAST 200 PERCENT ABOVE THE POVERTY LINE (Minnesota Milestones 44, modified)

	1980	1990	2000
WHITE	73.9%	73.6	
AFRICAN AMERICAN	50.6	49.4	
AMERICAN INDIAN	40.0	54.6	
ASIAN	58.8	48.7	
HISPANIC	58.3	47.7	

Discussion: The goal should be for all groups to achieve similar levels, at least comparable to the current level for whites. The poverty level is an estimate of the income needed for households of various sizes to meet basic living

costs. It is adjusted annually by the U.S. Department of Commerce. However, many people living above the poverty level are still unable to sustain a family at a secure and reasonable standard of living. Therefore, although any definition of a "reasonable" standard of living is arbitrary, 200 percent above poverty is used as a cut-off point, the same level used by *Minnesota Milestones*. In 1990, two times the poverty level was \$13,600 for a single person and \$26,508 for a family of four.

Source: U.S. Census Bureau, available every 10 years

15. REDUCTION IN THE PERCENTAGE OF SEVENTH- TO 12TH-GRADERS DROPPING OUT OF SCHOOL

SCHOOL YEAR ENDING	1981	1991	1992	2000
WHITE	2.4%	2.7%	2.8%	
AFRICAN AMERICAN	11.4	10.9	14.1	
AMERICAN INDIAN	10.8	10.1	13.0	
ASIAN	1.6	4.2	4.5	
HISPANIC	5.0	9.3	11.3	

Discussion: The goal should be for dropout rates to be minimal and similar for all racial and ethnic groups. Dropout rates report the number of public school students in a given school year, or previous summer, who have stopped coming to school and are not known to have re-

enrolled in any other school during the 12-month period. Some dropouts may eventually return to complete school, often at an alternative school or through a GED or adult education program.

Dropout rates reflect the ability of public school systems to work effectively with an increasingly diverse clientele, as well as the general health and well-being of families and children.

Source: Minnesota Department of Education, annual reports

PROJECT COMMITTEES

Minnesota Planning extends its thanks to all of the following project participants who provided the invaluable knowledge, experience and leadership that set the direction for this report and action plan.

STEERING GROUP

Lee Aragon, President of Impact, Roseville; Linda Barton, Commissioner, Department of Employee Relations; David Beaulieu, Commissioner, Department of Human Rights; Lester Collins, Executive Director, Council on Black Minnesotans; Dolores Fridge, Director of Enforcement Division, Department of Human Rights; Jim Gaulden, Supervisor, Human Resources Department, 3M, St. Paul;

APPENDIX

STATE OF DIVERSITY

Josie Gonzalez, Project Advocacy, Moorhead; Roger Head, Executive Director, Indian Affairs Council; Joan Isaacson, Chair, Rochester Human Rights Commission; Jim Korkki, Director, JTPA, Department of Jobs and Training; Dr. Albert de Leon, Executive Director, Council on Asian Pacific Minnesotans; Edward Lohnes, Job Developer, American Indian Opportunities Industrialization Center, Inc., Minneapolis; Patricia Neahr, Executive Director, Countryside Council, Marshall; Perry Pickins, Director of Affirmative Action, Department of Natural Resources; Luther Prince, Assistant Commissioner, Department of Labor and Industry; Georgina Y. Stephens, State Board of Education Member, St. Paul; Terry Stone, Executive Director Region 9 Regional Development Commission, Mankato and Mayor of Madelia; Dean Sullivan, Director, Job Service and UI, Department of Jobs and Training; Carol White, Minneapolis School Board Member and representative of African Americans Concerned Together; Charles Williams, Director of Fair Housing, Housing Finance Agency; Joey Yocum and Mike Chanaka, Northern States Power; Steven Zachary, EEO Director, Department of Employee Relations.

DIVERSITY AND HUMAN RIGHTS SUBCOMMITTEE

Elsa Batica, Director of Social Action, Minneapolis YWCA; Josephier Brown, Director, St. Paul Human Rights Department; Sergeant Arthur Hogenson, New Hope Police Department; Dr. Jim McDonough, St. Louis Park Human Rights Commission; Dolores Fridge; Joan Isaacson; Edward Lohnes; Terry Stone.

WEALTH AND ECONOMIC DEVELOPMENT SUBCOMMITTEE

Steven T. Chavez, Metropolitan Council Minority Issues Advisory Committee; Carl Fransen and Ernest Lloyd,

Minnesota Department of Transportation; Manuel Guerrero, Minnesota Hispanic Bar Association; Carlos Herrera, Executive Director, Minnesota Hispanic Chamber of Commerce; Louis Jambois, Minnesota Department of Trade & Economic Development; Jinmahn Kim, Chairperson, Asian-American Chamber of Commerce of Minnesota; Dorothy Lovejoy, Minnesota Department of Administration; Warren McLean, President and CEO, Metropolitan Economic Development Association; Glenn Oliver, Robins, Kaplan, Miller & Ciresi; Robert Randle, President and CEO, Minnesota African American Chamber of Commerce; Tracy Smith, Minneapolis/St. Paul Minority Business Development Center; Marilynn Taylor, Chair, DOA Small Business Procurement Advisory Council; Phyllis Wolf, Executive Director, American Indian Chamber of Commerce; Lee Aragon; Luther Prince; Georgina Stephens; Charles Williams. **Subcommittee Advisors** - Walter Little, Owner, D & M Electronics, St. Paul Ecumenical Alliance of Congregations; Linda White-Anderson, President, First Bank West Broadway; Dr. William Hogan, Vice President, Medtronic, Inc.; Beckwith Horton, CEO, Juno Enterprises, Inc. and Microtron, Inc.; Ezell Jones, ARM, Chairman and CEO, Premier Risktect Services; Alfred Babington-Johnson, Chair, Economic Development Committee, Minneapolis Initiative Against Racism.

GOVERNMENT INCLUSIVENESS AND JOBS SUBCOMMITTEE

Jerry Abbott, Director of Personnel, Bemidji Public Schools; Mary Jean Turinia Anderson, Director, EEO/Affirmative Action & Civil Rights, Department of Human Services; Gus Avenido, Cultural Diversity Project Team, Department of Human Services; Josee Cung, Department of Natural Resources; Tim Price, Director of EEO/Diversity, Minnesota State Universities; Joann Da Silva, Department of Employee Relations; Lester Collins; Jim Gaulden; Josie Gonzalez; Roger Head; Albert de Leon; Patricia Neahr; Joey Yocum; Steven Zachary.

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A RESOURCE GUIDE

STATE OF DIVERSITY



MINNESOTA PLANNING is charged with developing a long-range plan for the state, stimulating public participation in Minnesota's future and coordinating public policy with state agencies, the Legislature and other units of government.

State of Diversity: A Resource Guide was prepared by the staff team of Mark Larson, Dianne Marsh and Deborah Pile, members of Minnesota Planning.

Upon request, *State of Diversity: A Resource Guide* will be made available in an alternate format such as Braille, large print or audio tape. For TDD, contact Minnesota Relay Service at 612-297-5353 or 1-800-627-3529 and ask for Minnesota Planning.



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A RESOURCE GUIDE

STATE OF DIVERSITY

In the past several years many new efforts in Minnesota have been started to help communities support cultural diversity and combat racial bias. These projects and organizations signal a commitment to change and may benefit other Minnesotans.

This resource guide contains a listing of selected organizations and projects that promote business development in communities of color and include a listing of groups addressing interracial issues in Minnesota. It is intended to be a sampling, not a complete directory. Several more complete directories also are available and are listed on page two.

This booklet is a companion to Minnesota Planning's 1993 policy report, *State of Diversity: A Plan of Action for Minnesota*. The resource guide is designed to help Minnesota governments, businesses and communities carry out recommendations in *State of Diversity: A Plan of Action for Minnesota*. Experience has shown that partnerships with organizations of color are an effective way to achieve change in mainstream institutions.

This list is provided as a service and does not constitute an endorsement of projects and organizations. All information was current at publication.

DIRECTORIES

Asian Business and Community Directory - This directory includes a listing of Asian-owned businesses, an extensive listing of Asian organizations of many nationalities and a listing of services to the Asian community. Asian Business and Community Directory, 422 University Ave. Suite 1, St. Paul, MN 55103 (612) 224-6570

Black Pages - This directory lists African American businesses, social services, schools, religious institutions and employment opportunities serving the African American community. Black Pages, 511 - 11th Avenue South, Suite 253, Minneapolis, MN 55415 (612) 333-8255

Directorio Bilingue - This directory includes agencies providing Spanish bilingual services in Minnesota, local latino groups and organizations, national Hispanic organizations, latin American and Spanish Embassies in the U.S., religious centers that hold bilingual services, Hispanic media and greater Minnesota and metro area yellow pages. Spanish Speaking Affairs Council, available at Minnesota's Bookstore 117 University Avenue, St. Paul, (612) 297-3000

Directory of Certified Businesses - This directory lists the businesses certified by the Minnesota Department of Administration as targeted group businesses for state government purchasing. Businesses must be majority owned and operated by women, persons with a disability or minorities, or located in economically disadvantaged areas in Minnesota. Small Business Procurement Program (612) 296-2600

Diversity Directory - The *Diversity Directory* is a catalog of speakers, trainers and other experts from Minnesota communities of color. Also available is the *Summer Enrichment Guide for Students of Color*. Minnesota Minority Education Partnership, 731-21st Avenue South, Minneapolis, MN 55454 (612) 330-1645

Equal Opportunity Recruitment Directory 1993-1994 - This directory is designed to help government employers improve recruiting of people of color, women and persons with disabilities. It lists community organizations, advertising contacts, and numerous college and university contacts. Minnesota Department of Employee Relations, Equal Opportunity Division, 658 Cedar St., St. Paul, MN 55155 (612) 296-4600 Voice, (612) 297-2003 TDD

National Minority Business Directories - The National Minority Business Directories' *Try Us* is published in Minnesota and contained over 6,000 entries in the 1991

edition. It is widely regarded as the nation's most comprehensive and accurate minority business directory. Firms are screened by questionnaire and phone to determine eligibility for inclusion. The organization also conducts seminars and has educational videos on minority purchasing. Contact: (612) 781-6819

Nonprofit Organizations of Color - This is an annual publication listing over 150 nonprofit organizations that are run by or primarily serve people of color. Center for Urban and Regional Affairs, 330 Humphrey Center, 301 19th Avenue South, Minneapolis, (612) 625-1551

Resource Minnesota - This Minnesota Department of Trade and Economic Development directory is a guide to the department's financial, technical and information assistance programs. It contains descriptions and contacts for more than 35 programs, as well as a listing of available resource materials. Contact: (612) 297-1291; toll free 1-800-657-3858 (outside the metro area)

A Student's Guide to Financial Resources in Education - This is a listing of scholarships, grants, loans, fellowships and internships for students of color put together through a joint effort of Communities of Color and the Minority Educators Recruiters and Counselors. A Student's Guide to Financial Resources in Education, 1821 University Avenue, Suite 162S, St. Paul, MN 55104 (612) 641-8058

Summer Enrichment Guide for Students of Color - This annual publication lists dozens of summer enrichment and college preparation programs for Minnesota youth, many of which are targeted to youth of color. Most are operated by Minnesota colleges and universities. Minnesota Minority Education Partnership, 731-21st Avenue South, Minneapolis, MN 55454 (612) 330-1645

SMALL BUSINESS INITIATIVES

The following is a partial listing of public and private initiatives providing technical, financial and other assistance to small businesses. Some programs are general, others are specific to minority business development. Federal programs are not listed. For additional programs offered by the Minnesota Department of Trade and Economic Development, see *Resource Minnesota*, a directory listed above.

American Indian Business Development Corporation - This incubator is directed toward, but not limited to, American Indian-owned businesses. It provides leasing space, secretarial services, and management and technical assistance. Contact: Brenda St. Germaine (612) 870-7555

Ark Capital Fund - The Ark Capital Management firm of Chicago is raising \$300 million to invest in up to 15 small and medium-sized private equity funds for investment in business expansion of enterprises owned by minorities and women. Contact: (312) 541-0330

Asian American Chamber of Commerce of Minnesota - This group seeks and encourages business development opportunities for Asian-Americans and provides resource and business information and networking opportunities. Contact: Dr. Albert de Leon (612) 296-0538

Business Consortium Fund - This fund works nationally through local banks to help small minority-owned firms obtain low-interest loans for fulfilling major contracts. Contact: (212) 764-5590

Capital Access Program - This Department of Trade and Economic Development program provides capital to businesses, particularly small- and medium-sized businesses, through special reserve funds established in participating banks. These reserve funds allow banks to make higher risk loans without the bank absorbing the entire risk. Contact: Community Development Division (612) 296-5005; 1-800-657-3858 (outside metro area)

Challenge Grant Program - This Department of Trade and Economic Development program provides dollar-for-dollar monies to establish regional revolving loan funds that provide loans to new and expanding businesses. Under the Rural Challenge Grant Program, money was awarded to six Minnesota Initiative Fund organizations serving the 80 counties outside the metropolitan area. A new Urban Challenge Grant Program, established in 1993, will serve businesses in Minneapolis, St. Paul and low-income inner-ring suburbs. It is intended to provide jobs for minorities and others in low-income areas and to create and strengthen minority-owned businesses. Contact: Community Development Division (612) 296-5005; 1-800-657-3858 (outside metro area)

Export Outreach and Education - This program organizes and co-sponsors training seminars on international trade topics for Minnesota businesses. Contact: Minnesota Trade Office (612) 297-4222 (Metro Area); 1-800-657-3858 (outside metro area)

Headwaters Regional Development Commission - This planning and development organization serves a region comprised of Beltrami, Clearwater, Hubbard, Lake of the Woods and Mahnomen counties. Its activities and services include regional planning, research, local assistance and grantsmanship, coordination, program information, business assistance and advocacy. The commission

operates a revolving loan fund to retain permanent full-time jobs in the Headwaters region, to provide capital for business development and expansion through gap financing, and to leverage other public and private capital. It has proposed an affordable housing development program in coordination with the First Federal Banking and Savings to help Native Americans become first-time home buyers and to provide 10 new loans available on the Red Lake Reservation. Contact: Tim Flathers (218) 751-3108

IMPACT & Minnesota Department of Transportation: Partners in Profitability for Disadvantaged Business Enterprises (DBE) - This initiative offers free technical and management assistance to disadvantaged business enterprises that are certified with the Minnesota Department of Transportation. Services include procurement identification, bidding and estimating assistance, project management and scheduling assistance, project costing systems, business plan development/loan packaging/bond packaging, financial accounting system design and setup, financial analysis and planning, microcomputer assistance, and general business assistance. Contact: Claudia Osterman, DBE Liaison Officer (612) 296-5748; or IMPACT (612) 633-8313

Metropolitan Economic Development Association (MEDA) - This organization's endeavors include business plan development, loan packaging, strategic and growth planning, cash flow and income statement projections, mentor program, market analysis, volunteer programs, legal assistance, and network opportunities. Contact: (612) 378-0361

Midwest Minnesota Community Development Corporation - One of the oldest and largest private nonprofit community development corporations in Minnesota, specializes in operations, finance, marketing and management to new and expanding rural businesses. Its funds come from federal grants and loans and private lenders. Contact: (800) 752-6579

Minneapolis/St. Paul Minority Business Development Center - This program, operated by the Metropolitan Economic Development Association, provides consulting services in the areas of marketing, administration, general management, personnel management, finance and accounting, and operations management and assists with federal 8(A) certifications. Contact: (612) 331-5576

Minnesota African American Chamber of Commerce - This group seeks and encourages business development opportunities for its members and provides political lobbying, forum participation and network opportunities. Contact: Robert Randle (612) 374-5787 or 340-1155

Minnesota American Indian Chamber of Commerce -

This chamber develops networks, identifies the training needs of the community and seeks to interact with and educate the general community about American Indian-owned businesses. Contact: Phyllis Wolf (612) 871-2157

Minnesota Chippewa Tribe Indian Business Development Center - In cooperation with the Minnesota Department of Transportation, this center offers a variety of management and technical assistance specifically suited to the needs of minority- and female-owned businesses that are certified with the Minnesota Department of Transportation. Contact: Claudia Osterman, DBE Liaison Officer (612) 296-5748; MN Chippewa Tribe (218) 335-8583

Minnesota Hispanic Chamber of Commerce - This group provides resources and business information to Hispanic businesses and encourages and strengthens relationships between Hispanic businesses and the corporate procurement network. Contact: Carlos Herrera (612) 222-0569

Minnesota Indian Economic Development Fund - This nonprofit corporation assists American Indians living on or in the areas immediately surrounding Minnesota Indian Reservations and helps tribal governments and their subdivisions in becoming economically self-sufficient. Contact: William L. Connelly, Director (612) 223-8663

Minnesota Minority Purchasing Council - This private-sector effort, operated by the Metropolitan Economic Development Association, links big companies with small minority firms to promote purchasing. Contact: National Minority Supplier Development Council Inc. (212) 944-2430

Minnesota Project Innovation's Research Information Office - This office provides a comprehensive program to help Minnesota firms access federal research information through a series of workshops and round table discussions. Many of these programs do not require program fees. It publishes a quarterly newsletter with information on its program offerings and other useful information. Contact: (612) 338-3280

Minnesota Small Business Assistance Office - This office serves as a central source of initial and continuing contact for business planning, management and regulatory assistance for start-up, operation or expansion of small businesses. Contact: Department of Trade and Economic Development (612) 296-3871, (800) 657-3858

Minnesota Small Business Development Centers - A network of 24 centers that offer customized business counseling and training programs to individuals wanting

to start small businesses and to established small business owners and operators. Contact: Department of Trade and Economic Development (612) 297-5770; (800) 657-3858

Minnesota Small Business Procurement Program - The Minnesota Department of Administration procurement program is designed to benefit economically disadvantaged small businesses and small businesses owned by women, minorities and disabled persons. Contact: (612) 296-2600

Minnesota Working Capital Fund - The fund, spearheaded by the Minnesota Department of Transportation, was developed to make working capital available to female and minority-owned businesses in construction and transportation related industries. The administrator is Focus Financial Consulting, Inc. Contact: (612) 375-1523

National Association of Investment Companies - This group represents minority-enterprise small-business investment companies that provide venture capital to minority firms. Contact: (202) 289-4336

National Foundation for Teaching Entrepreneurship - Twin Cities youths receive hands-on business experience through this program, which is funded locally by Koch Refining Company. The foundation offers a 12-week course designed to teach disadvantaged students how to create and manage their own businesses. Students develop business plans and are given money to start business operations and invest. Contact: Kari Davis, Program Administrator (612) 953-4544

Prepare St. Paul - Prepare St. Paul is a joint initiative of the St. Paul Public Schools and the St. Paul Chamber of Commerce linking major employees with area schools. Businesses provide internships, equipment or technical assistance or advice to curriculum planners on the skills and abilities essential to success in the job market. Contact: Kim Van Wie (612) 223-5011

St. Paul Ecumenical Alliance of Congregations (SPEAC) Economic Development Program - One of SPEACS programs is creation of a small business loan fund to assist people who are excluded from or unable to obtain help from traditional lending institutions. Contact: Walter Little (612) 290-9192

Service Corps of Retired Employees (SCORE) - This group hosts seminars on loan application procedures and business start-ups and expansion. Its volunteers are retired business executives who provide free business counseling to small businesses. It is partially funded by the U.S. Small Business Administration. Contact: (612) 223-5010

Stairstep, Inc. - This community-based enterprise is dedicated to creating jobs and business ownership opportunities for African American businesses. It plans to acquire and operate businesses and eventually transfer the ownership to management and employees through employee stock options. Twice a year they solicit proposals that could lead to funding programs that would improve the lives of people of African descent living in the metro area. Contacts: Alfred Babbington Johnson or Menia Buckner (612) 521-3110

TOOLS Program - This program helps existing industries expand their markets, helps start-up companies find or expand their markets, finds industries that a community wants to attract, evaluates selected industries and structures marketing efforts. Contact: Department of Trade and Economic Development Business Development and Analysis Division (612) 297-1989; (800) 657-3858

Womenventure - This nonprofit organization encourages new business ventures of low-income women and women of color. It provides support and training in order to help small businesses. Contact: (612) 646-3808

COMMUNITY PROJECTS

This section presents a sampling of newer community coalitions that have emerged recently to support diversity and counteract bias. Minnesota Extension Service is working with many additional communities beginning to establish groups. The emphasis is on new and growing projects and organizations, so many well-known and longstanding civil rights, advocacy, employment and community service organizations are not included.

STATEWIDE

Building Inclusive Multi-Cultural Communities Program - The University of Minnesota Extension Service is developing a coordinated statewide program to support cultural diversity in rural communities, based on locally-run community teams. The service is currently working with several dozen communities in southern, western and northern Minnesota. Contact: Donna Rae Scheffert (612) 624-3070

Communities of Color Institute for Organizational Development and Leadership - A new nonprofit organization that helps develop organizational capacity for nonprofit agencies serving communities of color. It designs and implements training in fiscal policy and management, strategic planning and marketing. Contact: (612) 373-2797

World of Difference - The purpose of this project of the Anti-Defamation League is to reduce racial, religious and ethnic prejudice by focusing on youth. Nationally, the project has trained more than 100,000 educators on how to teach children to accept and respect differences. Its success has produced two spinoff projects: A Campus of Difference and A Workplace of Difference. Contact: Morton Ryweck (612) 349-2865

NORTHERN MINNESOTA

BEMIDJI

Bemidji American Indian Opportunities Industrialization Center - This organization began in the late 1980s as Bemidji Area Indian Employment Council challenging employers to hire American Indians. It has helped achieve integration of Native Americans into historically segregated areas of the work force. The center operates work readiness and training programs for Native Americans. Contact: Erv Sargent, Director (218) 759-2022

Bemidji Area Race Relations Task Force - This multiracial organization was established in 1991 to promote mutual understanding of cultural differences. It has conducted major training sessions for area employers. The task force meets monthly and has committees on human rights, education, sports, community activism, housing and the media. Contacts: Rev. John Yingling (218) 751-5034; Karen Bedeau (218) 755-4086

BRainerd

Brainerd Area Chamber of Commerce Cultural Diversity Program - With financial support from the Central Minnesota Initiative Fund, the Brainerd Area Chamber of Commerce plans to help expand the cultural diversity committee at Brainerd Technical College, develop a community forum on diversity issues and start a human rights commission. Contact: Mary Gottsch (800) 450-2838 or (218) 829-2838

MOORHEAD

Project Advocacy - This nonprofit agency provides assistance and advocacy for Hispanic residents and migrant workers in the Moorhead area. Contact: Josie Gonzalez, Director (218) 236-1494

CENTRAL MINNESOTA

ST. CLOUD

Caucus of Color at St. Cloud State University - The caucus is a faculty and staff support group that works with student groups such as the Council of African American Students to confront racism on campus and in the St. Cloud community. It arose out of incidents of harassment

of African American administrators. Contacts: Buster Cooper, Assistant Professor of Art (612) 255-4107; Bruce Hyde, Assistant Professor of Speech Communications (612) 654-5162

St. Cloud Chamber of Commerce Cultural Diversity Committee - This group helps businesses expand and manage diversity in the workforce. Contact: Chris Phlephen, Chair (612) 251-0087

WILLMAR

Alianza de Hispanos (Hispanic Alliance) - The goals of this nonprofit organization, started in 1992, are to serve as a liaison between the Hispanic and other communities in Willmar and to provide leadership opportunities for Hispanics. Its board is elected by area Hispanic residents. Contact: Noemia Gesch (612) 235-6639

Mayor's Minority Advisory Committee - This committee was formed by the mayor of Willmar to bring issues of racism and cultural diversity to the county board and the city council. Contacts: Mayor Richard Haugland (612) 235-4913; Jon Davenport, Temporary Chair (612) 235-8220

SOUTHERN MINNESOTA

GLENCOE

Glencoe Cultural Diversity Council - The council is engaged in cultural awareness building in Glencoe. It began when more than 30 persons from various workplaces participated together in cultural sensitivity training in 1991. It has given presentations to civic groups, sponsored a "Celebrate the World" event and advocated for low-income housing in the city. While Hispanics have worked for years in local food processing plants, the council's efforts have resulted in Hispanics gaining jobs in Glencoe Hospital and in McLeod County Social Services. Contact: Linda Simonson (612) 864-3114; Eileen Harff (612) 864-3121

MADELIA

Several community groups have organized including the business community and rental property owners to address racial tension and discrimination in the area. They recently organized a multiracial youth group that is concerned with issues of diversity and community education.

The city has also been active in regional cooperative efforts. In 1991, the City of Madelia helped sponsor Minnesota's first Mayors Conference on Cultural Change. The state Spanish Speaking Affairs Council assisted with technical support. The conference addressed issues of cultural shock and change in Minnesota. As a result of the conference the mayors were able to establish networks of

support among communities in southern Minnesota that have seen significant increases in Spanish-speaking residents. Contact: Terry Stone, Mayor, (507) 387-5643

MARSHALL

Marshall Area Cultural Diversity Task Force - The task force was founded in May 1992 at the request of the Marshall City Council and Human Rights Commission. It includes about 20 area citizens, community leaders and local government representatives. A staff person was hired with industry and city funding in January 1993. It has linked with a local Hmong coordinator and is conducting a needs assessment of Hispanic and Hmong households. Contact: Kimberly Steinbronn, staff (507) 532-0109

NORTHFIELD

Latino Community Project - This project of the Northfield branch of the American Association of University Women conducted a needs assessment and found that Latinos (Hispanics) in the area needed better access to medical, legal, housing and other services. They had three projects in 1993: They requested and donated bilingual books for the library, they purchased a bilingual landlord/tenant manual for the Northfield Community Action Center, and they assisted a Latina woman in establishing an interpreting business. Contact: Gina Washburn (507) 645-7318

ROCHESTER

Building Equality Together (BET) - This nonprofit organization began in 1989 as a public and private partnership to combat racism in the Rochester area. It provides education, resources and conflict mediation services. Contact: Jackie Trotter, Interim Director (507) 282-9951

Intercultural Mutual Assistance Association, Inc.

(IMAA) - This nonprofit group was established in 1984 as a self-help multi-ethnic service organization for the large community of Southeast Asian immigrants in southeastern Minnesota. Its focus includes self-sufficiency, youth and family, community development, information and referral, and volunteering. Contact: Ron Buzzard, Executive Director (507) 289-5960

Olmsted County Affirmative Action Network (OCAAN)

Representatives of the Mayo Clinic, IBM, Olmsted County and other employers founded this group to provide affirmative action information to small businesses. Contact: Dale Ignatious, Olmsted County Department of Human Resources (507) 285-8333

SLEEPY EYE

Gente Unida (United People) - This coalition formed in

1993 to help Hispanics and non-Hispanics communicate and understand one another. It supports a store where used merchandise is sold to migrant workers at a minimal price, a home used as a "way station" for migrants coming into town, and a grocery store featuring Mexican food. Contacts: Felix Rosales (507) 794-4495; Judy Beech (507) 794-6961

WORTHINGTON

Worthington Cultural Diversity Coalition - This group, formed in 1991, includes community leaders and representatives of the Mexican American, Laotian, and Vietnamese communities. Its activities include diversity training for community groups, a multi-ethnic speakers bureau, conferences and cultural events. The coalition has six task forces: minority health, early childhood, housing, law enforcement relations, racism and intercultural friendship. As a result of the group's efforts, local banks have assisted Laotian businesses. Contacts: Shane Missaghi (507) 376-9892, Jerry Fiola (507) 376-6105, Juan Valencia (507) 372-5898

METROPOLITAN AREA

DAKOTA COUNTY

Cultural Diversity Working Group - Dakota County Citizen's Forum - This citizens group was founded in 1992 to study and address problems of racism in the suburbs. It involved high school students and adults of various races in discussions of their experiences and concerns about racism. The group is developing action steps in areas of employment, education, criminal justice, and county services. Contact: Harvey Bartz (612) 451-1434

HENNEPIN COUNTY

Eastside Human Rights Coalition - Sponsored by Eastside Neighborhood Services, this group aims to "...eliminate racism, sexism, ageism, homophobia and other forms of discrimination and negative bias within ourselves as individuals, within the agency, and within the North-east and Southeast communities....". They work cooperatively with other agencies in the community to produce multi-cultural activities. Contacts: Pat Tritz (612) 331-8676; Jane Hanger-Seeley (612) 781-6011

Minneapolis Initiative Against Racism - This action plan for the city of Minneapolis was developed by more than 200 civic and community leaders and is supported by city officials and staff. The Minneapolis Initiative Against Racism report and plan was unveiled in April 1993. Task forces made recommendations addressing the areas of civic, religion, government, education, human services, arts and philanthropy, media, youth, housing and economic development. Contacts: Tara Buckner, Minneapolis City Planning Department, (612) 673-2297

Suburban Hennepin Anti-Racism Committee - This committee was organized in 1991 by the West Hennepin Human Services Planning Board to provide action-oriented leadership in "undoing racism" and appreciating diversity in suburban Hennepin county. The committee is raising funds for a resource center. Contact: Marcy Shapiro (612) 920-5533

United Way Inclusiveness Project - The United Way of the Minneapolis Area has asked its 134 member agencies to develop three-year plans to undo racism and increase involvement of people of color. Each plan must address governance, business and administration, human resources, programming and community collaboration. It also has developed tools to assist member agencies, including a list of trainers. Contacts: Art Seratoff (612) 340-7483 and Sandra Gerber 340-7486

RAMSEY COUNTY

Reflect Respect - Northwest Youth and Family Services launched the Reflect Respect project to "enhance community support for the value of acceptance, respect and sensitivity to difference among people" in the northwestern suburbs in Ramsey county. In July 1993, 100 people gathered to create action groups. Contact: Larry Mazzitello (612) 636-5448.

LAW ENFORCEMENT INITIATIVES

One strategy for helping to reduce hate crimes, community bias, and police bias incidents is to require law enforcement officials to attend diversity training in order to be recertified. Grass roots efforts within law enforcement institutions also are important in combating bias.

Airport Commission Community Service Officer Program - This program began in 1988 as a way to place officers in traffic and public service positions. The requirements for the program and the scholarship opportunities allowed this program to give women and minorities access and opportunities to enter careers in law enforcement. Contact: Tom Wilske (612) 726-5115

Law Enforcement Opportunities (LEO) - This is a group of professionals from law enforcement, corrections, higher education, and community groups and organizations representing women and people of color. Its purpose is to encourage women and people of color to enter careers in law enforcement.

Law Enforcement Opportunities has organized and co-sponsored an annual Career Fair designed to promote and increase cultural diversity in law enforcement and

corrections careers; to provide education to communities of color and women regarding career opportunities within these professions; and to assist law enforcement and corrections agencies in the successful recruitment of these populations. Contacts: Juan Lopez (612) 348-2097; Stephanie Roy Hatteburg (612) 643-3060

City of Minneapolis Police Department Police Cadet Program - This program encourages individuals with a baccalaureate degree to enter the police force. It aggressively seeks participation from women and people of color. Contact: Recruitment Officer (612) 673-3787; Frank Smith (612) 673-2677

Minnesota State Patrol Cadet Recruitment Class - The Minnesota State Patrol Training Academy has been designed to provide a week-long orientation to the Minnesota State Patrol for high-school-age youth from diverse ethnic backgrounds. The goal of the program is to give students a positive experience in hopes that they will pursue a career in law enforcement. Contact: Captain Mark Linder (612) 628-6970

Northwest Community Law Enforcement Project - The Northwest Hennepin Human Services Council and North Hennepin Community College joined together to develop a program for women and people of color in the northwest suburbs to overcome barriers to become police officers. They also are trying to diversify the police forces in the Northwest Hennepin suburbs. Funded through Hennepin County they provide the students with tuition, books, emotional support and part time employment in one of the New Hope, Robbinsdale, Crystal, Brooklyn Park or Brooklyn Center police department. Contact: Dave Greeman (612) 493-2802; John Dawson (612) 424-0939

STATE COUNCILS

Council on Asian Pacific Minnesotans
Suite 100 Summit Bank Building
St. Paul, MN 55103
(612) 296-0538
Executive Director: Dr. Albert de Leon

Council on Black Minnesotans
Suite 426 Wright Building
2233 University Avenue
St. Paul, MN 55114
(612) 643-3015
Executive Director: Lester Collins

Indian Affairs Council

127 University Avenue
St. Paul, MN 55155
(612) 296-3611
Executive Director: Roger Head

Bemidji Office:
1819 Bemidji Avenue
Bemidji, MN 56601
(218) 755-3825

Spanish Speaking Affairs Council

506 Rice Street
St. Paul, MN 55103
(612) 296-9587
Executive Director: Roy Garza

TRIBAL GOVERNMENTS

OJIBWAY/CHIPPEWA

Minnesota Chippewa Tribe
P.O. Box 217
Cass Lake, MN 56633
(218) 335-8581

Fond Du Lac

105 University Road
Cloquet, MN 55720
(218) 879-4593
Chairman: Robert Peacock

Grand Portage

P.O. Box 428
Grand Portage, MN 55606
(218) 475-2277/2279
Chairman: Norman Dechamp

Leech Lake Tribal Council

Route 3, Box 100
Cass Lake, MN 56633
(218) 335-8200
Chairman: Alfred Pemberton

Bois Forte (Nett Lake)

P.O. Box 16
Nett Lake, MN 55772
(218) 757-3261
Chairman: Gary Donald

White Earth

P.O. Box 418
White Earth, MN 56591
(218) 983-3285
Chairman: Darrell Wadena

Red Lake

Red Lake, MN 56671
(218) 679-3341
Chairman: Gerald Brun

Mille Lacs

Star Route, Box 1984
Onamia, MN 56359
(612) 532-4181
Chairperson: Marge Anderson

SIOUX/DAKOTA**Lower Sioux**

R.R. #1, Box 308
Morton, MN 56270
(507) 697-6185
Chairman: Jody Good Thunder

Upper Sioux

P.O. Box 147
Granite Falls, MN 56241
(612) 564-2360/2550
Chairperson: Lorraine Gouge

Prairie Island

5750 Sturgeon Lake Road
Welch, MN 55089
(612) 385-2554
Chairman: Freeman Johnson

Shakopee-Mdewakanton

2330 Sioux Trail N.W.
Prior Lake, MN 55372
(612) 445-8900
Chairman: Stanley Crooks

St. Paul Human Rights Department

515 City Hall
St. Paul, MN 55102
(612) 266-5677
Director: Josephier Brown

The League of Minnesota Human Rights Commissions

4221 Lake Road
Robbinsdale, MN 55422
(612) 535-1051
Chair: Bob Teacham
The league represents about 40 local human rights commissions.

U.S. Equal Employment Opportunities Commission

220 Second Street South
Room 108
Minneapolis, MN 55401
(612) 335-4040
Director: Michael Bloyer

U.S. Department of Housing and Urban Development

Chicago Regional Office, Region V
77 West Jackson Boulevard
Chicago, Ill 60604
(800) 660-9777 / TDD (800) 927-9275
Director of Enforcement: Robert P. Sullivan

ENFORCEMENT AGENCIES**Minnesota Department of Human Rights**

500 Bremer Tower
7th Place and Minnesota Street
St. Paul, MN 55101
Intake Officer (612) 296-5663
Commissioner: David Beaulieu

Minneapolis Civil Rights Department

239 City Hall
Minneapolis, MN 55415
(612) 673-3012
Director: Emma Hixon