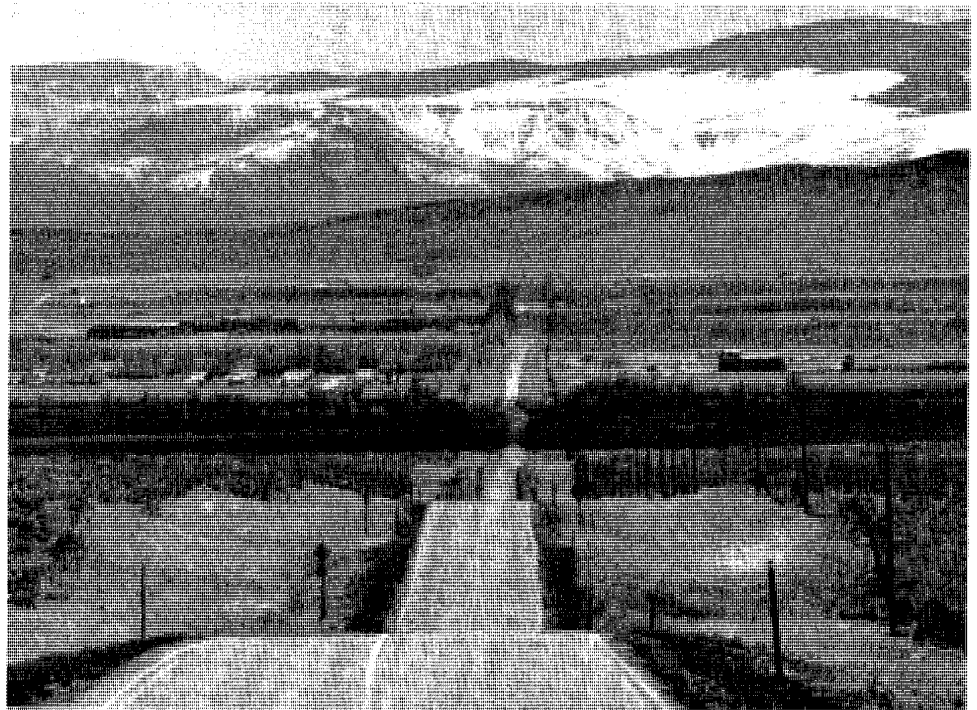


Transportation on Remote Indian Reservations

by Thomas L. Anding and R. Evan Fulton



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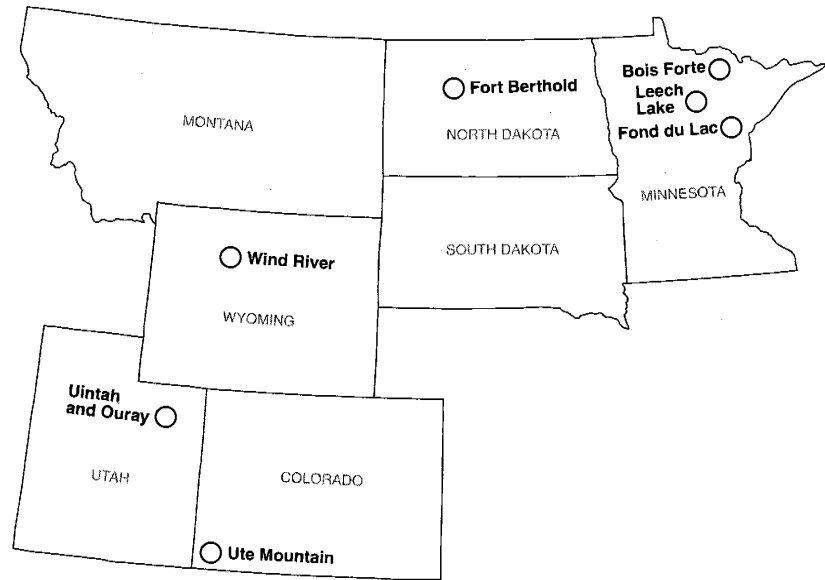
In the last two decades, policy makers and planners have increasingly looked at transportation needs in the rural portions of the United States. Some progress has been made in developing new programs to extend transit-type service into rural areas. Much of the rationale for this effort stems from the combination of low incomes, dispersed and service-needy populations, and scattered service delivery sites that are found in rural America. The rural poor have, in most cases, had lower quality transportation and less access to a personal automobile than their urban counterparts.

The case of most rural, remote Indian reservations, however, is far more dramatic in terms of need. Personal transportation quality is low and availability limited. Many reservations have a high percentage of older cars that are not reliable along with a large number of adults without valid driver's licenses. The percentage of people who need special help with transportation is much higher on reservations than in the surrounding non-reservation populations. Place this against the growing need and desire among Indians to share in off-reservation opportunities for employment,

education, health care, and other activities and the need for improving transportation on remote reservations stands as a high priority.

CURA became involved in transportation research on Indian reservations in 1989 through a small grant from the University of Minnesota's Center for Transportation Studies. CURA conducted a pilot survey on one Minnesota reservation to assess its transportation needs. This initial work was then extended to include one additional reservation in Minnesota as well as reservations in several other states—North Dakota, Wyoming, Colorado, and Utah (see Figure 1). They were participating with Minnesota in research organized under the North Central Region Transportation Research and Extension Center at North Dakota State University, known collectively as the Mountain-Plains Consortium. Later, under a research project supported by the Center for Transportation Studies at the University of Minnesota, the Leech Lake Reservation in Minnesota was included in the survey work.

Figure 1. Reservations Included in CURA Transportation Projects



Research in Minnesota

To begin this work, two formal focus group meetings were held with members of the Minnesota tribes in March of 1990. These meetings gave us a picture of what the tribes considered the relevant transportation issues were in their communities, and provided the methods we would use as the research developed as well as the basis for the questions to be asked in future surveys. In the first focus group, representatives of the four Sioux communities in southern Minnesota met in Minneapolis to discuss the particular conditions of transportation in and around their communities. Later, representatives from the Ojibwa communities in northern Minnesota met in Grand Rapids for a similar session.

One concern expressed in these initial meetings was the nature of research projects and their tendency to gather data but produce few noticeable results. As interested as the tribes were in transportation, they were less interested in seeing work done that would not produce a direct and positive result for the tribe. Out of these discussions two policies were implemented. First, the kind of information that would be gathered would need to reflect the concerns of the tribes involved, so that the data produced by the research could be immediately used by the tribes for their own purposes. This policy caused us to examine more carefully the kinds of questions we asked and it led us to concentrate on practical applications of the data.

The second policy, was the decision to use tribal members to conduct the actual surveys. Surveys were taken door-to-door by tribal members and returned to CURA

for processing. Working through the tribal planning offices became the standard approach for all of our work except in two cases where we were directed to existing transportation offices. The final version of the survey we used was a twenty-five-question multiple-choice interview which included eight demographic questions, two open-ended questions, and fifteen questions directly pertaining to transportation issues.

Ultimately, CURA conducted formal survey work with three Minnesota tribes: the Fond du Lac Band of Ojibwa, the Bois Forte Band of Ojibwa, and the Leech Lake Band of Ojibwa. Interviews at these three reservations were conducted by tribal members hired and supervised by the tribal planning offices. The later survey work at the Leech Lake Reservation differed in that the transportation questions were part of a much larger multi-purpose survey.

Once the major preparations for the surveys had been made, we trained the interviewers so that they would be familiar with the survey. As the completed forms came in to the tribal office, we reviewed them for omissions and inconsistencies and either returned them to the interviewers for additional work or sent them back to Minneapolis for coding. As soon as the data were processed, reports were written and sent to the tribes describing the findings.

Initial results from the surveys done at Fond du Lac, Bois Forte, and Leech Lake indicate that most tribal members have access to some kind of transportation, but that access tends to be limited to a household vehicle or the vehicle of a friend. When

asked about transportation in relation to getting health care, and having access to jobs and schools, 40 percent of the households at Leech Lake and Bois Forte, and 36 percent at Fond du Lac, reported they had a transportation problem. When asked if better transportation would improve life on the reservation, 80 percent at Leech Lake and Bois Forte reported it would, while 75 percent of the Fond du Lac households reported the same. These findings point to future work, which should focus on how to improve the reliability of personal automobiles on the reservation and how to provide transportation alternatives.

CURA is continuing contacts with these reservations to make additional use of the survey results. At Bois Forte there has been discussion of organizing a transit system to bring tribal employees to the Lake Vermillion Casino from the village of Nett Lake, some fifty miles away. At Fond du Lac, the survey results have been used in general planning and were recently used in a grant application to the federal government. The Leech Lake Tribal Planning Office is involved with CURA in a joint effort to provide some new public transportation in cooperation with the Minnesota Department of Transportation, Cass County, and the Region 5 Development Commission.

Research in the Western States

As CURA began its work with the Minnesota tribes, other states in the Mountain-Plains Consortium approached the University of Minnesota to request CURA's participation in their own research projects. In this way, CURA became involved in additional tribal research in several western states. The first of these states to be visited was North Dakota.

Cover photo: This road on the Wind River Reservation in central Wyoming is typical of roads on remote Indian reservations. Narrow shoulders and no wind breaks make it particularly treacherous in severe winter conditions.



Representatives of the Colorado Department of Transportation joined tribal members for a workshop in Towaoc, Colorado in September 1991 to define transportation needs for the Ute Mountain Ute Tribe and discuss how they could be met.

North Dakota. We considered several communities and settled finally on the Fort Berthold Reservation of the Three Affiliated Tribes. This reservation was chosen because of its remoteness from urban centers and the existence of the reservoir Lake Sakakawea (behind the Garrison Dam), which trisects the reservation. Historically, the Three Tribes inhabited the Missouri River Valley until it was inundated by the reservoir in the early 1950s. Now, access across the reservoir to other parts of the reservation is limited to one narrow bridge near the northern border of the reservation. Tribal communities are separated from services offered at the main reservation town by the reservoir; a drive of up to seventy miles one way is required to access these services from the outlying communities.

The work at Fort Berthold was completed and a report on the survey prepared for the Three Tribes in the fall of 1991. In addition to the general survey findings, the results show that over half the respondents do not believe that Lake Sakakawea improves their quality of life. Over 60 percent say that the lake interferes with their travels around the reservation and 73 percent say that reducing this travel would improve their quality of life. Not surprisingly, 77 percent say that constructing a bridge across the lake would reduce their travel distance. Travel distance, weather-related conditions, and road quality rank as the three highest concerns for members of the Three Tribes while driving on the reservation.

The Three Affiliated Tribes incorporated the survey findings into testimony offered by the Tribal Business Council and tribal members before the Senate Select Committee on Indian Affairs and the House Interior and Insular Affairs Committee in 1992. These committees were responsible

for developing a bill signed by President Bush the same year which contains substantial compensation to the tribes for land lost under Lake Sakakawea. In part, the data collected by the tribes from the survey contributed to their argument that compensation was justified.

Wyoming. There is only one reservation in the state—the Wind River Reservation. This is the homeland of the Shoshone Tribe and of the Northern Arapahoes. At Wind River we discovered a transportation system already well beyond the basic needs assessment of the CURA survey. The Wind River tribes have a joint transportation board which oversees the operation of SANTA, the Shoshone and Arapahoe Nations Transit Authority. The tribes had recently completed a number of surveys covering, in part, the issue of transportation needs. Although we looked at several different options for adding to the work done by the tribes, we were never able to settle on one issue or set of issues from which we could develop a project. The most likely project would have been a ridership survey for the SANTA bus line—which offers transportation between several towns on the reservation. However, because this operation was only just getting started and a new transportation manager had just arrived, the timing for such a study was wrong.

Although CURA did not perform a formal research project at Wind River, what we learned about their transportation program provided an understanding of how successful reservation transit systems can be established and produced ideas for other reservations. The exchange of ideas with key personnel from SANTA at CURA-sponsored workshops helped fuel the overall transportation project.

Utah. Here we considered a number of options. The decision to select the Uintah and Ouray Reservation, home of the Northern Utes, was made in part because of its remoteness, in part because it is the largest reservation in Utah, and in part because of its ongoing transportation program. At the Uintah and Ouray Reservation a combined motor pool and transit system was already in place. The operation is tribally owned and staffed by tribal members. It has a long history of involvement with state and federal programs, and was included in a 1980 study of transportation.* This work reported on an effort to develop transportation on eleven reservations. The Uintah and Ouray Reservation received three large diesel buses which were to become part of a tribal transit system. The current transportation manager at Uintah and Ouray worked on that program with the Utah Department of Transportation.

Several ideas for a project with CURA were discussed, including a survey, and ultimately some informal survey work was done by the tribe's transportation manager in the winter of 1991. The transportation manager used the CURA survey on his own initiative and gathered ridership information which he was able to incorporate into his planning and budget development. In addition, a research project was designed to compare the use of two new federal program (Section 16b2) transit vans at the reservation: one equipped with a two-way radio and one without the radio. The objective of the project was to compare the two vans in terms of passenger miles and routing flexibility by using van logs once the vehicles were in operation. The study was conducted in the spring of 1992.

The data from this study suggest that the addition of a two-way radio makes running a transit van more cost efficient and provides more routing flexibility. During the research period, the van with the radio made more trips than the van without a radio (54:43), it accumulated more miles (2,888:1,780), and it carried more passengers (207:171). In addition, the radio-equipped van averaged more miles per trip (54:41) than the other van. Over the period of a year, these figures would translate into 26 percent more trips for the radio-equipped van, which would accumulate 62 percent more miles, carry 21 percent more passengers, and average 32 percent more miles per trip.

Colorado. We approached the Ute Mountain Ute Tribe in Colorado. Of the two Ute homelands in the state, the Ute Mountain Reservation is more remote, serviced by fewer roads, and lacking in development. At the Ute Mountain Reservation we found a good opportunity to conduct basic survey research and then follow-up with a project to assist in transportation planning and

* Rural Public Transportation Projects on Indian Reservations: A Report on Eleven Demonstration Projects (Crain and Associates 1980).



Vehicles in the Ute Tribe's transit program include both an older van and a new mini-bus with handicapped ramp.

management development.

The Utes have a well established administration which includes a planning office from which the CURA survey was conducted. The tribe currently has a transit program administered from the planning office. It offers transportation from the main reservation town of Towaoc into a full service town, Cortez, about seventeen miles away. The older model van used for this route was becoming unreliable. The tribe was aware of the need to reorganize reservation transportation and the CURA survey provided a good starting point.

The survey was completed in May of 1991. In addition to the basic survey questions, the Ute Mountain survey assessed attitudes towards public transportation. Between 60 and 90 percent of residents at the two main tribal communities (Towaoc, Colorado and White Mesa, Utah) expressed willingness to use a public transportation system even though they would have no choice regarding who their fellow riders would be. A majority indicated they would sacrifice the flexibility of driving their own car or getting a ride with someone else if a bus were available. In addition, about half the community members were interested in becoming part of a vanpool or ride-sharing agreement with other tribal members. The data supported the idea that the tribal transit system could continue to succeed if it was expanded.

Discussions with officials at the Colorado Department of Transportation (CDOT) explored funding for the tribe under the Urban Mass Transit Administration's Section 18 and Section 16b2 plan, which would provide additions to the tribe's transit program. The tribal council approved the idea for additional work and CURA agreed to carry out a research effort that would result in the tribe becoming eligible for these funding programs. The state of Colorado requires an approved Five Year Transportation

Development Plan, so this became the focus of the work.

Unlike other transit development plans in Colorado, the Ute Mountain effort took a broad scope approach. The idea was to build a foundation of transportation management within the tribal administration along with expanding the transportation program. Tribal members from the Four Corners area and beyond were invited to participate in a two-day workshop to define tribal transportation needs and how they could be successfully addressed. Important to the workshop were representatives from the Colorado Department of Transportation. The CDOT had previously worked with another Colorado tribe that failed to implement its transit development plan. Their participation in this workshop was intended to promote understanding between the state and the tribe as to what the state was willing and able to do, and what the needs of the tribe were. The discussion of positions at the workshop resulted in considerable flexibility on the part of the state over the content of the transit development plan.

By June 1992 a plan had been developed through the joint efforts of the newly formed Transportation Advisory Committee, the transportation consultant hired by the tribe, and CURA. A significant portion of the plan was devoted to outlining the role and duties of a transportation manager. Addressing the issue of management was a major goal of the work. Over the summer, several minor revisions were made and in late September 1992 the plan was adopted by a resolution of the Ute Mountain Ute Tribe.

Currently, the tribe has begun implementing the plan by organizing a vehicle loan program. It is also preparing an application to the state of Colorado for federal funding under Section 18 and Section 16b2.

If fully implemented over the next five years, the plan will provide an integrated

program for maintaining and replacing official tribal vehicles, will offer official vehicles for loan, and will operate the tribal transit system.

Composite Findings from the CURA Surveys

While the original intention of these projects did not include analysis of the composite data, putting together the results from a few key questions seems useful. It provides an interesting glimpse into the nature of transportation problems on six reservations from a sample of over 1,500 households.

The composite survey results indicate that nearly eight out of ten residents on the reservation rely on a household vehicle (a car, truck, van, or motorcycle) to provide their daily transportation. Less than 15 percent of these households own vehicles that are under two years old, over 25 percent are between five and ten years old, and another 25 percent are over ten years old. Would better transportation improve their lives? Fifty-two percent of the households said it would improve life a great deal while only 6 percent said it would make no improvement (Figure 2).

Had they ever turned down a job because of a transportation problem? Thirty-six percent indicated they had (Figure 3). Had a household member lost a job because of a transportation problem? One out of four indicated they had (Figure 4). Had transportation problems caused them to lose an opportunity for school education? Twenty-seven percent said yes (Figure 5). Had a health crisis requiring medical attention created a transportation problem? Almost a third (29 percent) of the households reported that it had (Figure 6). Overall, half of the households reported having a transportation problem in relation to work, education, or health—in at least one of the categories just listed. The magnitude of the

problem becomes dramatic when shown in this way. Field observations and more detailed analysis of the data only confirmed this picture of transportation needs on these reservations.

One additional question from the composite findings is worth looking at. What is your household income? Income level has an obvious effect on the quality of personal transportation. Figure 7 shows the desperate situation of reservation residents in terms of income. Would large subsidies to purchase new vehicles provide a solution? At what cost and for how long? Substantial improvement in long-term economic development for these populations seems a more likely course of action, leaving immediate needs to be met by improving transportation alternatives.

In spite of all this, transportation and transit issues are not ranked high among most tribes, where the focus must be on more immediate social and economic concerns. Tribal administrators are aware of the fundamental role played by transportation in both social and economic issues, but scarce resources require tribes to prioritize their planning and implementation efforts. Even though transportation organization and management have not been planning priorities among most tribes, cumulatively, the survey indicates that over 90 percent of the

tribal members queried believe that better transportation will improve their quality of life at least a little.

Conclusions and Recommendations

Overall, our conclusions and recommendations from the seven reservations we worked with on transportation issues can be grouped into five points.

1. The quality and availability of personal transportation on these reservations do not meet the needs of their residents. Supplemental transit and para-transit is needed. While the quality of reservation roads remains far from perfect, there has been considerable improvement. As a result, road condition may no longer be the highest priority for future action. Survey results clearly indicate that important daily life activities such as access to jobs, education, and health care have been adversely affected by the lack of transit or para-transit. Focusing on the movement of people rather than vehicles is called for in future transportation planning.
2. There are no easy, quick-fix, low cost solutions for providing these needed supplemental transportation options.
3. Clearly, more attention to management of existing and future transportation on the reservations is needed. For some reservations, establishing well-run full-service motor pool operations is a next step. Transportation advisory committees need to be established and used on a regular basis. They should include representatives from the broader reservation community, as well as operations and service providers. Another goal should be to increase professional staffing in transportation.
4. Building cooperative efforts with state agencies is necessary if reservation transportation is to improve. The state Departments of Transportation have the technical assistance and funding needed to assist tribal governments.

In addition to the more conventional forms of transportation, innovative and sometimes unconventional substitutes must be tried. These should include, but not be limited to, volunteer drivers, informal taxi operations, and car and van pooling. These substitutes may be able to overcome the barriers of distance and poor personal transportation that currently place rural Indians at a disadvantage.

Figure 2. Would Better Transportation Improve Your Life? (1,484 households)

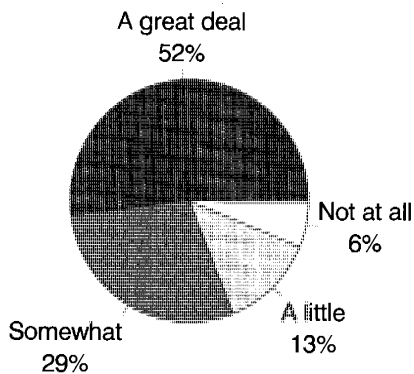


Figure 3. Have You Ever Turned Down a Job Because of a Transportation Problem? (1,304 households)

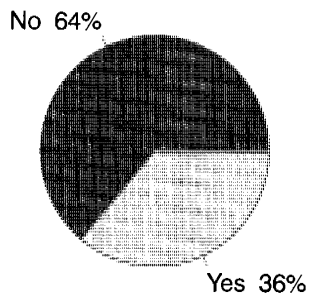


Figure 4. Have You Ever Lost a Job Because of a Transportation Problem? (1,251 households)

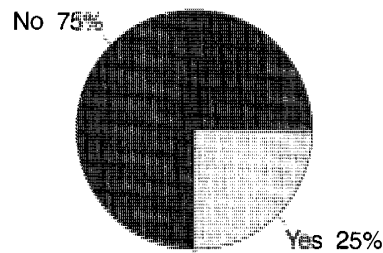


Figure 5. Have You Ever Lost an Opportunity for School Education Because of a Transportation Problem? (1,266 households)

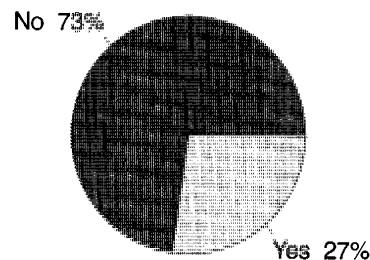


Figure 6. Has a Health Crisis Requiring Medical Attention Ever Created a Transportation Problem for You? (1,278 households)

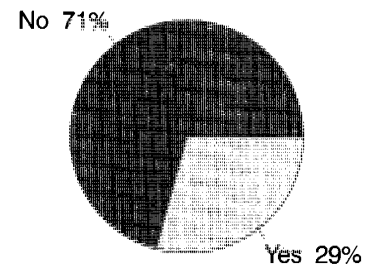
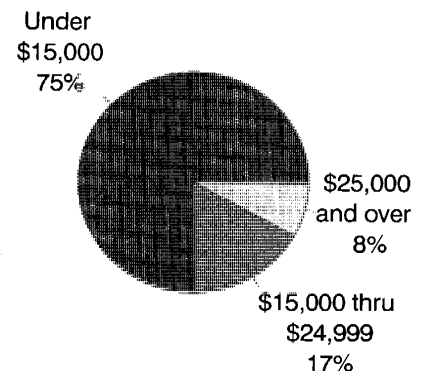


Figure 7. What is Your Yearly Household Income? (1,219 households)



While many states have no history of cooperative efforts for tribal transportation planning and programming, the current situation clearly calls for such action. Legislation under the federal Intermodal Surface Transportation Efficiency Act (ISTEA) mandates cooperative efforts, and it is clearly in the best interests of future reservation transportation to see that it occurs.

5. There are excellent opportunities to cooperate in planning and delivering transit services with companies that currently provide services in areas around reservations. This is especially true for "checkerboard" reservations, where the population and land ownership is mixed between Indians and non-Indians. In most mixed areas some services already exist, but a substantial need continues to go unmet.

It is obvious that a substantial increase in personal income would result in a much improved transportation base on any reservation. While there have been some recent success stories related to casino gaming, the general picture is still bleak. One can only hope that the near future will bring some economic development to change this. Making progress on the recommendations listed here will require that transportation on remote Indian reservations becomes a clearly stated high priority for tribal, local, and state government. This is challenging, but if reservation life is to be improved, as it should be, the challenge must be met.

Thomas L. Anding was associate director of CURA from 1970 to 1993. He is currently pursuing private research interests while continuing as a program development consultant for CURA. **Evan Fulton** has been a research assistant at CURA since 1987. He is a doctoral candidate in anthropology at the University of Minnesota.

Project Awards

In an attempt to keep our readers more up-to-date about CURA projects, we are featuring a few capsule descriptions of projects underway in each issue of the CURA Reporter.

Neighborhood Planning for Community Revitalization (NPCR). To date, many Minneapolis neighborhoods have lacked the resources to make the most informed and effective use of Minneapolis' Neighborhood Revitalization Program. In order to aid neighborhoods in making better use of the revitalization program, CURA has been awarded a grant from the United States Department of Education to establish the NPCR project. The project will supply faculty and students over the next five years to implement applied research projects which neighborhood organizations have developed to assist them in their revitalization efforts. CURA is heading a consortium of institutions involved in the plan, which include, along with the University of Minnesota, Metro State University, Minneapolis Community College, the University of St. Thomas, Augsburg University, Hamline University, and Macalester College. With the assistance of the project director, Kris Nelson, neighborhoods will develop proposals. A coordinating council of consortium members will select which proposals to support. Each neighborhood selected will then be responsible for hiring and supervising a student to carry out the proposal. Awards will be granted each year to fund at least four graduate research assistants and eight undergraduate interns. Faculty advisors and internship mentors will be provided for each student. In addition, the project will fund two major, applied research projects each year that are negotiated between the neighborhood organizations and consortium faculty.

Hill Visiting Professor. The All-University Council on Aging has received a Hill Visiting Professor grant to bring James Jackson to the University of Minnesota for Spring Quarter, 1995. Jackson is a professor of psychology and a professor of health behavior and health education in the School of Public Health at the University of Michigan, Ann Arbor. He is also director of the African American Mental Health Research Center at Ann Arbor. Jackson is an expert

on diversity issues for American Indians, Orientals, and African Americans and is a mentor for many minority scholars. During his visit in Minnesota he will assist in developing curriculum and research in the area of cultural diversity and aging and will work with community organizations of color in long-term planning.

Graduate Interns for State Agencies. This CURA program fosters opportunities for graduate students to work outside the University while providing technical assistance and research skills to state agencies, usually for one academic year. Four students are working in state offices under the program this year.

Cultural Diversity Plan. A student is assisting Minnesota Planning (Office of Strategic and Long Range Planning) in implementing the state of Minnesota's cultural diversity plan. This involves research to survey and measure current agency practices as well as developing specific objectives for progress.

Energy Retrofit Program. A student is working with the Plant Management Division of the Minnesota Department of Administration to monitor energy improvements under a \$15 million energy retrofit program being completed in all state-owned or wholly-leased buildings. The student is analyzing and monitoring energy bills and physically inspecting buildings to verify their energy use and cost savings.

Framework to Protect and Sustain the Environment. A student is assisting the Minnesota Environmental Quality Board in analyzing the effects of expected economic growth on land use and the environment. The end result will be a series of recommendations for local and state government initiatives that will provide a framework for managing growth so as to protect and sustain the environment.

Evaluations of State Agencies and Programs. A student is working with the staff of the Minnesota Legislative Auditor's Office in evaluating selected state agencies and programs. The evaluations supply information, analysis, and recommendations for the state legislature. The student does library research, interviewing, data collection, data analysis, and report writing.

When the Poor Face Housing Court

by Rachel S. Lipkin

Since 1989, housing referees in both Ramsey and Hennepin counties have been appointed to hear and decide criminal and civil cases related exclusively to residential housing. In Division One, Hennepin County Unlawful Detainer Court, or Housing Court, sixty eviction cases are decided on a typical day, or approximately a thousand cases each month. Most cases are heard in two or three minutes.

Advocates for low income people at Lutheran Social Service's Housing Resource Center hear from their clients about the eviction process in the court. According to the advocates, many tenants feel they have not had a chance to be heard there. The summary nature of the court proceedings combined with tenants' limited understanding of the process are contributing to many families becoming homeless and remaining homeless longer because of their ruined rental record. Tenants are often evicted from rental units in bad disrepair. They are frequently unaware that the bad conditions in their unit might have provided a defense against their landlord. Often they don't understand that an eviction will exclude them from being accepted in many quality buildings, including those designed to serve low-income people.

This study was initiated by the Housing Resource Center as a way of learning more about the problems faced by poor tenants in housing court. It is based on similar research conducted by the Legal Aid Society of Minneapolis in 1991 and an earlier study by the New York Civil Liberties Union in New York City. The Housing Resource Center applied for and received a Communitarity Personnel Grant from CURA that allowed them to interview a number of tenants as they were coming out of court.

What is an Unlawful Detainer Action?

An unlawful detainer action, or eviction proceeding, allows a landlord to recover the possession of real property, such as a rented apartment or house, from a tenant—usually because the tenant is allegedly behind in the rent. In Minneapolis, cases are heard on the eighth floor of the Hennepin County Government Center, typically seven to fourteen days after a landlord files a complaint against a tenant. If a case is uncontested and involves only 'nonpayment of rent' claims, a hearing officer is empowered to decide the case. If the case is contested or involves other issues, the hearing officer refers the case to the housing



Advocates for the poor at Lutheran Social Service's Housing Resource Center are concerned that many tenants feel they have not had a chance to be heard in court and that many do not understand the consequences an eviction will have for them.

referee. Cases may only be contested if the tenant has the full amount of money that is in question with them. Prior to the appointment of the housing court referees, as many as forty judges in Hennepin County were hearing unlawful detainer cases with an average backlog of 142 days.

Who Was Interviewed

This exploratory survey was conducted during July, August, and September of 1992. Information was gathered from structured interviews with a convenience sample of tenants. Adult members from each of sixty-eight households were interviewed within minutes after their appearance in Hennepin County Housing Court. The study was designed to be descriptive. No attempt was made to draw a random sample. Tenants who had admitted the allegations of owing rent and whose cases were decided by the hearing officer were primarily asked to participate in the survey. They represented

approximately 10 percent of the cases called. In addition, a small number of tenants whose cases were referred to the referee were also interviewed. It is important to note that roughly half of the tenants called to appear in court do not show up. These cases are automatically lost by default.

The interviews consisted of both open-ended and limited choice questions. They lasted from fifteen to twenty minutes. Case numbers were recorded and information was later verified in a review of court documents. Ninety adults and 104 children were affected by the sixty-eight cases in the sample. Half were single-parent households. Most of the participants were experiencing eviction for the first time.

Understanding What Happened

Some of the most troubling findings of the study were that one-quarter of the tenants did not understand what had just happened

to them in housing court and half did not understand how an unlawful detainer judgment would affect them in the future. While most participants stated that they were being evicted, a review of the court records showed that eighteen tenants (a quarter) thought they were not being evicted when, in fact, judgments had been made against them.

Does Your Place Need Repairs?

The most frequent reason mentioned for not paying the rent on time was "bad conditions" (35 percent). However, none of the tenants who were withholding their rent for this reason contested their cases. This meant that they were heard by the hearing officer rather than being referred to the referee.

Under state laws which govern landlord-tenant relationships, full rent is not owed on a unit with housing code violations. In all, forty-eight tenants (71 percent) said that their place needed repairs. Most of these identified multiple problems. Many did not seem to be aware that they might have been eligible for a rent abatement. For example, a number of tenants complained of not having working refrigerators, of having their electricity illegally shut-off by the landlord, or of not having a stove or oven with which to cook.

The majority of the tenants had problems with roaches, mice, or rats. Half had missing storm windows or screens, and some complained that their children had fallen from windows without screens. Peeling paint, no smoke detector, no working lock on the door, exposed wiring, and sinks falling off the walls were also major hazards.

The threat that these problems posed for their children seemed to be the tenants' common concern. One woman spoke of how her refrigerator cord was patched in several places with electrical tape and that her two-year-old had been shocked by it several times while crawling on the floor. Another related that her landlord had pulled up some especially filthy, infested carpeting--but left the carpet nails sticking up around the edges of the room where her toddler could become injured.

One father told of how his landlord had illegally shut off his electricity for two weeks and that he did not feel safe staying in his apartment with his two children at night. A mother spoke of how her children had both become ill from lead paint and were hospitalized. Because of the conditions in her apartment, the county had cut off her housing assistance payment to her landlord. Unable to find an affordable new apartment in good condition, she was evicted and now, with an unlawful detainer judgment against her, she was disqualified from receiving federal Housing and Urban Development Section 8 housing.

One of the tenants had put rent in escrow and successfully forced the landlord to make repairs. The tenant had been re-



State law provides that full rent is not owed on a unit with housing code violations, yet tenants are unaware of this and are often evicted from units in bad disrepair. Coordination between the housing court and a city's inspections department could help poor tenants and at the same time work toward improving the condition of existing housing.

ferred to the housing referee only because the claims against her were for more than just nonpayment of rent. Once her case was heard before the referee, she was asked if she wanted to put her rent in escrow to enable the court to decide if the landlord should be required to fix the apartment. She did this and the outcome was that she was evicted and the landlord was forced to fix the apartment. The tenant said that she had put the rent in escrow so that at least the next tenant would have better conditions.

The United States Bureau of the Census and the Department of Housing and Urban Development have developed criteria for rating the severity of repair problems. These are used in the American Housing Survey. They rate plumbing, heating, electric, upkeep, and hallway problems. Repair problems that are "severe," for example, would include five of these six problems: water leaks from outside, water leaks from inside, holes in the floors, holes or open cracks in the walls or ceilings, more than 8 inches by 11 inches of peeling paint or broken plaster, and signs of mice or rats. Repair problems that are "moderate" would have three of these six problems.

Using these criteria, twenty-six tenants in the study reported having severe repair problems, while twelve reported moderate repair problems. Tenants whose primary source of income was from AFDC were more likely to report "moderate" to "severe" repair problems, while those whose primary income was from employment or SSI more often reported mild or no repair problems.

The majority of tenants with repair problems had reported them to their landlords

or caretakers. In two-thirds of the cases where problems were reported, the landlords had done nothing. Only eleven tenants reported that the Minneapolis Inspections Department had been called. Five said that they had not called, but a neighbor did.

Rent Owed

Sixty-one (90 percent) of the tenants admitted that they owed rent to the court hearing officer. Six denied that they owed rent and there was no record as to how one had responded in court. When interviewed, fifty-six reported their rents were still due, eight said their rents were paid up, and four did not respond.

The monthly rent ranged from \$24 to \$650 per month (an average of \$410). The amount of rent owed averaged \$652, or about one and a half months rent. Half of the cases involved rent for one month or less. Landlords usually passed on the \$118 court filing fee to the tenants.* Landlords varied as to whether they added on service and late fees. Many bundled the fees together and some seemed to inflate the court costs. Eleven tenants thought that they owed less than what their landlords claimed. Ten of these eleven, however, did not contest their cases.

Most were vulnerable to falling behind in their rent because of low income. Monetary claims against tenants generally totalled more than their monthly incomes. Take-home income ranged from none to \$3,000 per month (\$794 on average).

* The fee has since been raised to \$130.

Almost half of these tenants were receiving AFDC with an average monthly payment of \$535.83. Of the sixty-eight tenants interviewed, over one-third (twenty-four) had offered to pay the rent to the landlord. Eight reported that the landlord had refused to accept the rent money. These tenants were unaware of their right to "pay and stay."

Tenants in Court

The number of tenants who did not understand how to contest or defend their cases properly may be due to their lack of advocacy or legal representation and to the summary nature of the proceedings in the housing court. Seventy percent of the tenants had not received any help in preparing themselves for court and over 90 percent had not had a lawyer helping them. None recalled being asked for evidence. Though some brought evidence to court, they did not know how to get it heard.

Often, if a contested case was to be heard, tenants were required to pay the amount allegedly owed into escrow with the court. Considering that the amount of money needed was typically more than the tenants had available, many with viable defenses were not able to have their cases heard.

About half of the tenants could not afford to pay the amount they were ordered to pay. Many said that they had used their rent money for basic necessities. For example, one woman used her rent money to replace the food which had spoiled due to her broken refrigerator.

Homelessness

Sixty-one (90 percent) of the participants had previously given their landlord a damage deposit. Many stated that they had used Emergency Assistance to get into their places. They acknowledged that the conditions were inadequate, but they were in need of a roof over their heads and did not have anywhere else to go. Most were ineligible to receive additional Emergency Assistance funds. Over half of the tenants

had lived in their present apartment for at least a year. Many commented that they had lived there for a number of years and only recently had run into financial difficulties. Over a third were on waiting lists for Section 8 housing and it was not uncommon for them to say that they had been waiting for five years or more. The unlawful detainer judgment usually disqualifies a tenant from being considered for subsidized housing.

Sixty-two percent of the participants did not have another place to live. Of those who said they had another place, most were going to live with relatives. Doubling up with relatives still defines them as "homeless."

Conclusions and Recommendations

The purpose of Hennepin County Housing Court, as defined by the Minnesota legislature, is to be part of an overall strategy for maintaining the condition of existing housing stock in order to preserve the quality of local neighborhoods and communities. This study documents how many tenants, lacking legal advocacy and knowledge of their rights, are unable to adequately defend themselves in Hennepin County Housing Court. It appears that tenants are being evicted from rental units with substandard conditions, where how much rent is legally owed is actually a matter of question.

On the basis of this analysis of the experience of low income tenants, there are several reforms that might be made to improve tenant involvement with the housing court.

- **The process could be made more understandable and fair for tenants.** The court could ask if rent is being withheld because of conditions, make sure the tenant agrees with the amount owed, itemize all fees on the complaint form, impose penalties for landlords who falsify summonses, explain how an unlawful detainer judgment might affect the tenant in the future, and have written response forms available for tenants in court.

- **Coordination could be instituted between the court and the Minneapolis and other local inspections departments.** This could be done by requiring that a check be run to see if landlords are properly licensed and if their property is up to code before they can file an unlawful detainer action. In addition, a computer-link between inspections and the housing court would allow the court to review each address for code violations and condemnation proceedings. If extremely poor conditions exist in a building, a tenant could receive relocation assistance and the landlord could be required to fix up the property.
- **Advocacy and representation could be increased.** Low income tenants need increased access to advocacy and legal representation to protect their rights. Housing advocates and attorneys should be available at all housing court hearings.
- **The amount of money required for escrow actions and continuances could be reduced.**
- **Accessibility could be improved.** Hold housing court during the evening to allow more low income working people to appear without risking the loss of their jobs.
- **Education about housing court could be improved.** Tenants and those who assist tenants at community and social service agencies need to be trained in the process of the housing court.
- **Housing-related assistance could be better coordinated.** Emergency assistance is needed for damage deposits more frequently than it is allowed. It seems, in fact, that there is a need for a separate damage deposit program for low income tenants. Tenants should not be evicted simply because their county assistance is delayed or because of other administrative errors.
- **Tenants could be protected when a landlord files for bankruptcy or sells the building.** If either of these actions has occurred within sixty days of the court action, special consideration should be taken to help the tenants threatened with displacement.

These reforms, if adopted, might simply and practically work to enable tenants to be given a fair hearing when they appear in housing court. This would lessen unnecessary homelessness and help to stop the deterioration of the already severely limited quantity of affordable housing for the poor in Minneapolis.

Rachel Lipkin is a master's degree student in the University of Minnesota's School of Social Work, Twin Cities Cam-

Since the Study Was Completed...

It was the concerns of advocates at the Housing Resource Center that led to the study and recommendations reported here. The Housing Resource Center is a program of Lutheran Social Service of Minnesota. It serves people in need of emergency, transitional, subsidized, or low cost housing. The center's advocates assist over two thousand households each year and provide information to over 150 callers per week. About three-quarters of their clients are people of color and almost all have incomes below the federal poverty guidelines.

The results of this study were presented to the Hennepin County Housing Court Advisory Committee by staff from the Housing Resource Center and Rachel Lipkin in August of this year. After a series of conversations, the committee agreed to work to change the court's procedures. The committee is currently drafting a series of changes. It is hoped that these changes will make the court process more understandable and that advocacy help will be made available at the initial hearing.

pus. Her studies there are concentrated in human services management. She has special interests in mediation, social justice, and direct service with families and children. Lipkin was hired through a Communiiversity Personnel Grant to the Housing Resource Center to carry out the study reported here. CURA's Communiiversity Personnel Grants are designed to help organizations run by minorities or serving minorities and the disadvantaged by making the research or technical services of graduate students at the University of Minnesota available for short-term projects. Since completing this study, Lipkin has continued to work as a volunteer with the Housing Resource Center. Copies of Lipkin's full report, "Unlawful Detainer Court Study" (February 1993), are available from Diana Faiella, Housing Resource Center at 612/879-5266.

The Frail Elderly at Risk

by Sharon K. Ostwald and Todd Monson

The growing cost of Medicaid expenditures for nursing home care stimulated the Minnesota legislature, in 1983, to mandate a Pre-Admission Screening Program. That program was designed to prevent inappropriate placements in nursing homes and to provide long-term care services based in the community through an Alternative Care Grant Program. In 1985, the program was expanded to screen everyone who was applying for admission to a nursing home or board and care home without consideration of their financial status. The Minnesota strategy as it has evolved to meet consumer demand for long-term care in a cost effective manner, uses a three-pronged effort. First, a moratorium on certifying new Medicaid-funded nursing home beds has been maintained. Second, information on long-term care options is given to the elderly and their families through the Pre-Admission Screening Program. And third, long-term care services in the community are provided to the elderly who qualify through the Alternative Care Grant Program.

A large percentage of state and federal dollars continue to be paid to nursing homes to provide long-term care to frail elderly. The Pre-Admission Screening Program has shown that many of these elderly can be maintained in the community at less cost by using case managers as service brokers. Policy questions have arisen, however, about the appropriateness of assigning case managers to the elderly who are already in nursing homes. If this were done, the goal would be to monitor their functional status and expedite their discharge from high-cost nursing homes to lower cost com-

munity-based alternatives. To date, little information has been available about the discharge of frail elderly from nursing homes.

Our study was designed to look at outcomes for the frail elderly and to compare those who go into nursing homes with those who stay in the community. Do they differ from each other? How many who are placed in nursing homes stay there and how many regain function and move back into the community? Where are the elderly who were assessed by the Pre-Admission Screening Program six months, one year, and two years after the initial screening? And, finally, are there measurable variables that might be used to predict which of the elderly need to be in nursing homes and which can function successfully in the community? Can we predict which elderly will regain functioning and be able to move into the community again?

How the Study Was Set Up

The sample for this study was drawn from the 1,785 elderly who were screened in Hennepin County for the first time from March through August, 1989. The Nursing Home Pre-Admission Screening Program operates statewide, but is managed locally by each of Minnesota's eighty-seven counties. At the time of this study the program screened people either before or after entry into nursing homes. In Hennepin County most people who applied to nursing homes while still living at home were screened before entry. People transferring from hospitals to nursing homes, however, were

Table 1. Characteristics of Elderly Applying for Nursing Home Admission in Hennepin County (in percents)

Client Characteristics	Assessed in the Nursing Home (345 persons)	Assessed in the Community (296 persons)
Women	61.4	78.0
80 years or older	58.6	56.8
Widows	59.7	63.2
Have a strong informal support system	51.3	69.3
A relative is caregiver	79.4	85.1
Have a concept of danger	35.4	70.3
Need special treatments	57.4	34.8
Have no dementia	40.0	40.9
Are dependent in three or more activities of daily living	82.3	60.5
Need at least daily clinical monitoring	74.8	37.2
Need two or more special programs	92.2	49.0



Large amounts of state and federal dollars continue to be paid to nursing homes to provide long-term care to the frail elderly. Many elderly can be maintained in the community at less cost.

screened after the transfer. In the pool of people from which we chose our sample, 83 percent were screened after admission to a nursing home, while the remaining 17 percent were screened in the community.

The study sample of 641 was selected in the following way. Permission was sought to include all of the elderly who were screened in the community. Ninety-five percent, or 296 agreed. A matching sample of nursing home elderly was chosen each month by asking a random sample of 25 percent of those screened in the nursing

homes to participate in the study. Over the six-month period, 23 percent or 345 agreed.

We used the information collected about these 641 elderly persons through the Pre-Admission Screening Program as a baseline and then gathered follow-up information about them at approximately six months, one year, and two years after their initial screening. We interviewed either the elderly themselves or their caregiver or a social service worker in their nursing home. In this way we were able to track the status of most of our original sample: 98 percent

of the sample at six months, 96 percent of the sample at one year, and 85 percent of the sample at two years.

When the Elderly Apply for Nursing Home Care

The elderly interviewed both in the community and in nursing homes had applied for nursing home care, or their caregivers had applied for nursing home care for them, primarily because of a change in their functional abilities. The Pre-Admission Screening Program found that over 90 percent of both groups gave this as the major reason for needing nursing home care. In addition, for about a third of those interviewed in the community, loss of an informal caregiver was also mentioned. Fewer elderly mentioned a change in mental status as their reason for needing nursing home care (15 percent of those in nursing homes and 16 percent of those in the community).

The Pre-Admission Screening Program assessed the elderly who were applying for admission to nursing homes in a number of ways. Table 1 compares the elderly assessed in nursing homes with those assessed in the community on a number of characteristics. The sample was predominantly female, but a significantly higher percent of women were screened in their own homes than in nursing homes. Both groups are similar in age. The median age was, in fact, eighty-one. And the majority of both groups were widows. Well over three-quarters of each group had family caregivers, usually adult children.

When we scanned the diagnoses listed for the elderly in our sample there were no significant differences between those screened in the community and those screened in a nursing home in cardiac, pulmonary, and neuromuscular diseases—diseases which are common among the elderly. However, those screened in nursing homes clearly had more mental and physical impairments. The elderly in nursing homes had much less ability to understand and react in dangerous situations (Table 1). They were more often dependent in activities of daily living; they needed daily clinical monitoring more often; and they needed special programs, such as rehabilitation, more often.

In Minnesota, differences in functional impairment are graded according to a standardized system used by the Department of Human Services to determine how much a nursing home will be paid for the care of each individual. Each resident's ability to perform certain activities of daily living (such as dressing, grooming, bathing, eating, and walking) is rated along with whether or not they present behavior problems or will need special nursing care. The results of the grading are presented in what is called *case mix scores*. The scores fall into eleven categories, labeled from A (the fewest problems) to K (the most problems).

We compared the elderly in our sample in terms of the case mix score they were

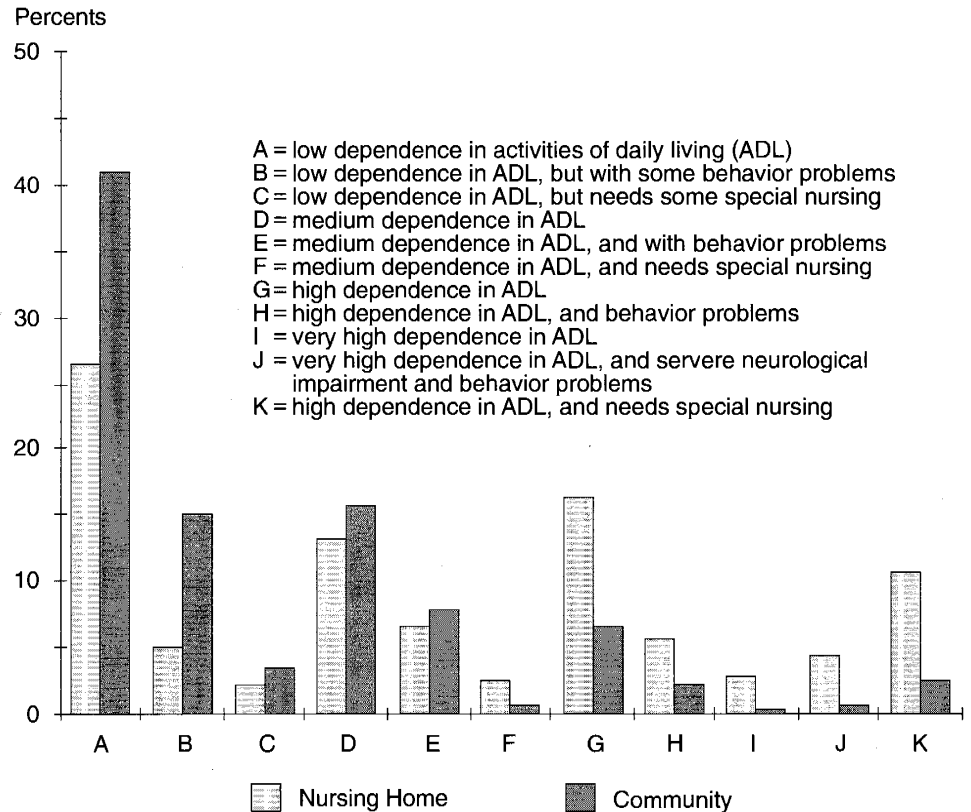
given during their initial assessment by the Pre-Admission Screening Program (Figure 1). The differences in functional impairment between elderly in the community and elderly in nursing homes is clearly demonstrated. Forty-one percent of the elderly in the community had case mix scores of A, while 26 percent of the elderly in nursing homes had the low A score. While there were elderly from both settings in every case mix score, the elderly in nursing homes had more scores of F or above, indicating their greater functional disability.

After One Year

One year later, we were able to track 614 persons from our sample: 194 were living in the community, 252 were in nursing homes, and 168 were dead. We compared the characteristics of these people by looking back at their base line data from the initial pre-admission screening assessment (Table 2). A number of the characteristics were significantly different for the people in these three categories at the end of one year. Gender and age were both significant for one-year outcomes. While only 31 percent of the sample were men, 42.9 percent of those who died in the first year were men. While those who were 80 or over at the time of the initial screening were 58.6 percent of those in nursing homes and 56.8 percent of those in the community, one year later the older people were clustered in nursing homes.

The measures of frailty that we examined were also significantly related to death

Figure 1. Original Case Mix Scores for Elderly Screened in Nursing Homes and in the Community



within the first year. Among those who died during the first year, 70.8 percent had baseline case mix scores between C and K, 83.3

percent were dependent in three to five activities of daily life, and 75.6 percent needed between two and five special programs.

Mental status, as measured by whether or not there was dementia, did not appear to be a predictor of death. However, people who probably had dementia at the initial screening were significantly more likely to be living in nursing homes one year after the screening. Consistent with this, the people who were able to recognize and react appropriately to dangerous situations at the time of the initial screening were more likely to be in their own homes in the community at the end of one year.

The elderly who were initially screened in nursing homes were three times more likely to die during the first six months after their screening than those who were screened in the community. The distribution of deaths during the first year is shown in Figure 2. Out of the elderly screened in nursing homes, almost one-third died—three quarters within the first six months. Less than a fifth of those screened in the community died—a little over half in the first six months.

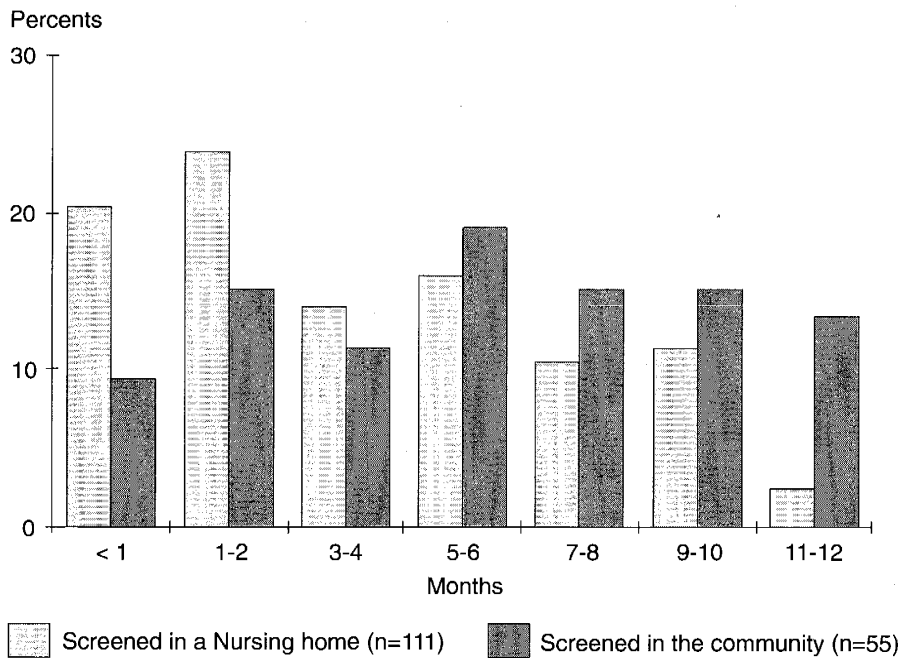
Table 2. Baseline Characteristics of Elderly at Initial Assessment by Status After One Year (in percents)

Characteristics	Living in the Community (194 persons)	Living in a Nursing Home (253 persons)	Dead (166 persons)
Gender			
Female	76.3	71.8	57.1
Male	23.7	28.2	42.9
Age			
65-74	34.5	15.1	26.2
75-84	42.8	44.0	38.7
85+	22.7	40.9	35.1
Case Mix			
A	40.7	32.1	25.0
B	10.8	12.7	4.2
C-K	48.5	55.2	70.8
Mental Status			
Probably have dementia	19.9	49.6	47.8
Uncertain	16.8	12.9	11.2
Probably normal	63.4	37.5	41.0
Number of Dependencies in Activities of Daily Living			
0-2	35.1	29.8	16.7
3-5	64.9	70.2	83.3
Have a Concept of Danger			
Yes	67.4	44.7	50.0
No	32.6	55.3	50.0
Number of Special Programs Needed			
0-1	36.6	23.4	24.4
2-5	63.4	76.6	75.6

Outcomes for Elderly Screened in Nursing Homes

The ability of the elderly to return to the community is documented in Figure 3, which tells the story of what happened to the elderly in our sample that were first screened in nursing homes. Only a little more than half remained in a nursing home

Figure 2. Distribution of Deaths During the First Year



for six months. Almost a quarter returned home during that time, and most of these were still at home one year later. Of those who remained in the nursing home 40 percent were still there one year later. We found

that 93 percent of the discharges from nursing homes to the community during the first year occurred during the first six months after the screening. Only 2 percent of the elderly who remained in the nursing home at six months were at home after one year.

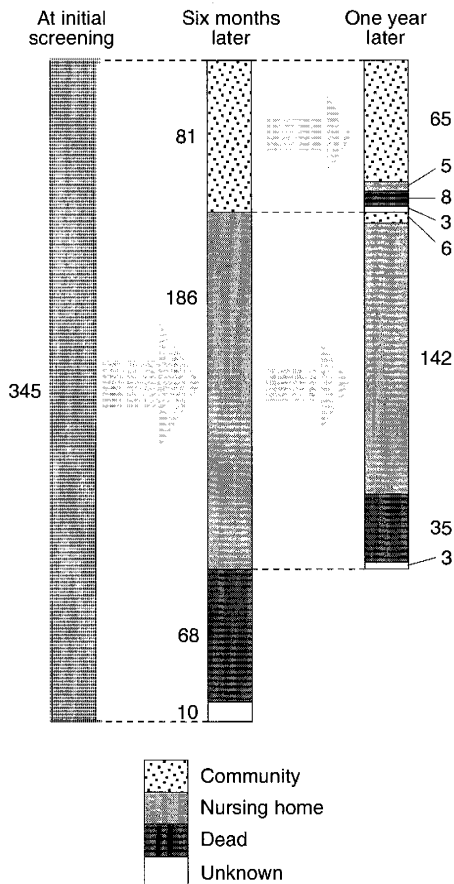
A stepwise discriminant analysis identified four variables that help to explain the variance between the survivors living in a nursing home one year after screening and those who had returned to the community. Those remaining in nursing homes had been screened there initially, were older, had poorer mental status scores, and needed more special programs than the elderly who returned home. They were probably not good candidates for discharge.

Outcomes for Elderly Screened in the Community

Figure 4 shows what happened to the elderly that we screened in the community. Fifty-eight percent were still at home six months after screening and 39 percent remained there one year later. About a third were admitted to nursing homes within the first six months of their initial screening and only one percent of these returned home by the end of the year. One year after the screening, 36 percent were in nursing homes and 40 percent were at home.

Again, a stepwise discriminant analysis identified five variables that help to explain why those who remained in the community were able to do so. The elderly who were living in the community one year later were younger, they were unmarried, and they had strong informal support systems. They also possessed a better concept of danger and better mental status scores than the elderly who had moved to nursing homes.

Figure 3. Outcomes for Elderly Screened in Nursing Homes



After Two Years

Two years after the initial screening, we could account for 543 persons from our original sample. Fifty-seven percent (311) were still living (Figure 5). Of these survivors, 154 were originally screened in the community (just over half of the community sample). Eighty-nine were now in nursing homes and 65 were still living at home.

The other half of the survivors (157) were initially screened in nursing homes (46 percent of the nursing home sample). Three-quarters (117) were now in nursing homes, while one-quarter (40) were living at home. Thus of the total survivors about two-thirds (66 percent) were living in nursing homes, while one-third (34 percent) were in the community. Two hundred thirty two of the original sample were dead and 15 percent had been lost to follow up.

Policy Implications

The findings of our study do shed light on three aspects of public long-term care policy. First, for those people screened in nursing homes who had no permanent cognitive impairment, discharge occurred almost exclusively during their first six months. This means that actively working with the elderly, their families, and the nursing home staff to develop realistic discharge

Figure 4. Outcomes for Elderly Screened in the Community

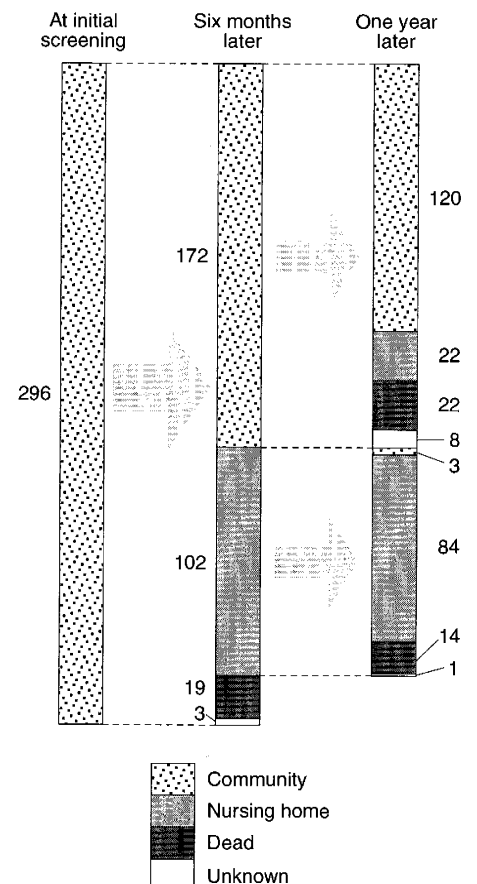
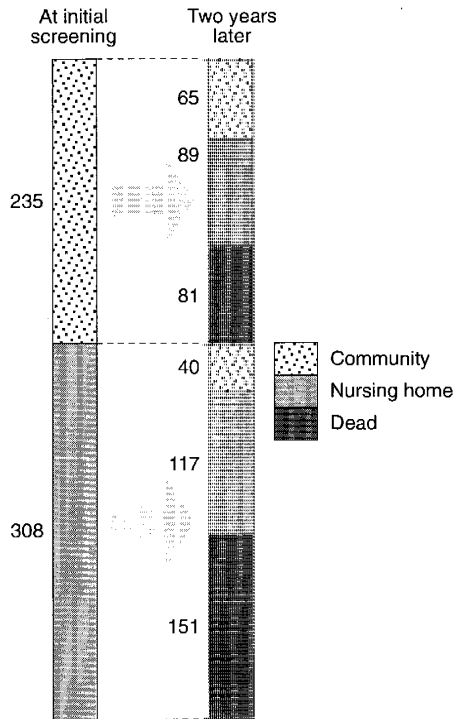


Figure 5. Outcomes After Two Years



plans from the day a person is admitted to the nursing home facility will be useful. Family caregivers and nursing home clients need to be made aware of alternative ser-

vices available in the community such as home care and assisted-living apartments, where supervision and assistance with activities of daily living such as bathing and meal preparation are available. In fact, under the new 1994 Minnesota flexible pre-admission process, county Pre-Admission Screening Programs now have the ability to identify and follow-up with nursing home residents who want to leave the nursing home and may need community-based services.

Second, cognitive impairment is a major factor that triggers nursing home placement. With an increasingly elderly population, dementia-related conditions, such as Alzheimer's disease, will continue to place a demand on the long-term care system. Until breakthroughs are made in the treatment of dementia, nursing homes are likely to be the place of last resort for mentally and physically dependent individuals who have exhausted their informal network. Policy makers can only decrease use of nursing homes when there are viable alternative systems in the community that can care for the significant pool of individuals who are permanently impaired.

Third, application to a nursing home marks a major transition in the lives of many frail, elderly persons. Within two years 42 percent of the elderly in this study were confirmed dead and of the known survivors only one-third were still living at home. Community care for nursing home applicants tends to be of short duration. Typically, it is

less than two years before death or entry into a nursing home. The challenge for policy makers and service providers is similar to the challenge faced by hospices—to care humanely for people in the least restrictive setting at a reasonable cost in the last years of their lives.

Sharon Ostwald is an associate professor in the University of Minnesota's School of Nursing and an adjunct associate professor in the School of Public Health. Ostwald received her bachelor's degree in nursing from Wheaton College, and both her master's degree in public health and her doctorate in adult education from the University of Minnesota. She is also a certified Gerontological Nurse Practitioner with a clinical practice at Her Place for Health Care, a new primary care health service at the University that is focused on the needs of women.

Todd Monson is program manager of community-based long term care services in the Hennepin County Community Health Department. He is working hard on the long term care system so it will work better when he becomes a client along with many other baby boomers.



Until breakthroughs are made in the treatment of dementia, nursing homes are likely to be the place of last resort for mentally and physically dependent individuals who have exhausted their informal network.

New CURA Publications

A Directory of Nonprofit Organizations of Color in Minnesota. Second Edition. October 1993. CURA 93-6. 62 pp. Free.

Over 600 organizations are listed in this expanded and updated directory. They are not-for-profit groups that are controlled by persons of color and/or primarily serve persons of color. Religious organizations and tribal governments are included but for-profit groups and state offices are not. The listings give the name and address of each group and whenever possible, their phone numbers and the name of a contact person. Organizations are categorized as African American/African, American Indian, Asian/Pacific American, Hispanic, and Multi-Cultural. Mailing label matrices are provided for each community of color.

Exploring Political Tolerance with Adolescents. Patricia G. Avery et al. 1993. CURA 93-2.

A professor of education and a professor of political science teamed up to create a four-week class that teaches students to respect the rights of groups that they dislike or disagree with. Their course is an experiment in connecting the abstract democratic ideals of our country with everyday political situations where they can be applied. This monograph explains how the course was developed and tested in both rural and urban junior high civics classes in Minnesota. The authors found that their course helped students understand the consequences of intolerance and increased their willingness to extend rights to disliked groups. It is possible to teach political tolerance.

Learning to Sing from the Same Sheet of Music: A Study of Family Preservation Integration Projects for High-Risk, School-Age Children and Their Families in Minnesota. Esther Wattenberg et al. 1993. CURA 93-3. 66 pp. Free.

The idea of integrating social service programs began emerging in the 1980s. In 1990 the Minnesota legislature funded demonstration projects for integrating programs for high-risk children in the schools. This study surveyed thirty-one integration projects in Minnesota in 1992. All were contacted by phone and seven were chosen for on-site focus group discussions. This report presents an overall view of the problems these projects confronted, case studies of seven strong programs, recommendations, and a prototype of how to set-up an integration project for school-age children.

"The Rising Tide of GIS," William J. Craig. May 1993. 6 pp. Free.

The use of Geographic Information Systems or GIS is rapidly expanding in Minnesota. This report on GIS technology and the unique role that CURA and the University of Minnesota have played in interacting with state and local government to best harness this technology has been reprinted from the May issue of the CURA Reporter.

A Minnesota Mailing List for Equal Opportunity Announcements and Advertisements. 1993. CURA 93-1. 25 pp. Free.

How can one be sure that announcements or advertisements will reach minorities or other disadvantaged people living in Minnesota? This directory should help. It gives detailed information about newspapers and magazines whose primary audiences are: African American, American Indian, Asian American, Chicano/Latino/Hispanic, gay/lesbian/bisexual/transgender, people with disabilities, seniors/older adults, veterans, and women. This is a new and updated version of the directory that was first published in 1991 and again includes mailing labels in the back of the book.

Courses on Aging: University of Minnesota 1993-94. All University Council on Aging. 1993. CURA 93-5. 31 pp. Free.

The University of Minnesota offers many courses related to aging. This is a listing of those courses in which aging is a primary focus. Courses are listed by campus (Twin Cities and coordinate campuses) and by department. Listings are complete with course name, number, quarter offered, teacher, credits granted, prerequisites, time of class, and course description. Contact persons and phone numbers are listed for each department. This edition also features a year-at-a-glance grid showing when classes on the Twin Cities campus will be offered.

Courses on the Environment: A Student Guide to University of Minnesota Courses on Environmental Issues on the Twin Cities Campus, 1993-1994. CURA 93-4. 76 pp. Free.

Courses relating to environmental studies at the University of Minnesota are listed by subject area and by department. Course descriptions are included. This publication is intended to be a guide for faculty and students and is supplemental to official University bulletins. In addition it includes descriptions of academic programs that offer degrees related to environmental issues

and includes a section describing special centers and libraries that deal with the environment.

Courses in Survey Research, University of Minnesota, 1993-1994. Minnesota Center for Survey Research. 20 pp. Free.

Courses are listed in this guide if at least 25 percent of their primary focus is on survey research. Only classes on the Twin Cities campus are included. Listings are alphabetical by department and include course descriptions, prerequisites, quarter when the class will be offered, and the percent of the class devoted to survey research. Contact persons and phone numbers are listed for each department.

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reporter

Volume XXIII, Number 4 December 1993

The Center for Urban and Regional Affairs was established to help make the University of Minnesota more responsive to the needs of the larger community and to increase the constructive interaction between faculty and students, on the one hand, and those dealing directly with major public problems, on the other.

The **CURA Reporter** is published four or five times a year to provide information about what CURA projects are doing.

Thomas M. Scott, director; William J. Craig, assistant director; Judith H. Weir, editor.

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