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A publication of the Citizens League

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Volume 8, Number 4

January 15, 1991

New rules, taxes reduce charity contribution of lawful gambling

Kingsley Wilson, gambling manager of the Columbia Heights Athletic Boosters Club, Inc., has seen the amount his club can contribute to charitable purposes drop from around \$44,000 a month to around \$11,500 a month in a little more than a year.

The decline coincides with new taxes and new rules imposed on charitable gambling. The new rules were intended to deal with perceived abuses in the games. The new taxes produce additional money for the state's general fund, some of which pays for significantly increased regulation of charitable gambling operations although the taxes are not specifically dedicated to that purpose.

by Stephen Alnes

In addition to being paid to manage gambling for the Columbia Heights Athletic Boosters, Wilson serves as volunteer president and chief spokesman for Allied Charities of Minnesota, a group of some 550 organizations that sponsor what the law now calls "lawful gambling" and give a portion of the proceeds to designated "lawful purposes."

Despite some problems with current laws and rules governing lawful gambling, Wilson said Allied Charities is not looking for major changes in the 1991 legislative session but only for some "tinkering" with the structure.

Because Allied Charities does not have a paid lobbyist currently, Wilson also appears before legislative committees and the Gambling Control Board on behalf of what is now generally referred to as an "industry."

Indeed, it is an industry, with some \$1.2 billion in sales, some 2,225 licensed organizations and, according to Wilson, an estimated 12,000 to 18,000 employees.

The rapid growth of the industry in the 1980s—fueled mostly by the legalization and swift success of pulltabs—contributed to its problems, Wilson said. No one antici-

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Shared C-I tax base nears 31%

by Jody A. Hauer

Communities throughout the seven-county metropolitan area will share nearly 31 percent of the region's commercial-industrial (C-I) tax base in 1991 under Minnesota's tax-base sharing law.

This is \$290.5 million of the \$943 million in C-I tax capacity across the region (30.79 percent), according to data for taxes to be paid in 1991 from the Anoka County auditor's office, which is in charge of administering the law. The amount shared in 1991 is slightly more than in 1990: Last year the shared tax base was \$274.9 million out of a total C-I tax base of \$895.7 million, or 30.6 percent of the total.

The law, commonly known as the fiscal-disparities program, allows all metro area communities to enjoy some of the tax-base growth in the region, regardless of the actual physical location of the business development. It provides for a regionwide pooling of 40 percent of all C-I tax base growth since 1971. That regional pool is then distributed back, based on a community's population and the market value of its property.

The program significantly reduces tax-base disparities. In the 54 met-

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How to become 'State of the Art' in fight against global warming

In early November, after two years of intense study, the Inter-Governmental Panel on Climate Change (IPCC) submitted its final report. It flatly declared, "We are certain that increased emissions of greenhouse gases will result in additional warming of the Earth's surface."

Four hundred scientists from more than 30 countries participated in this inquiry. Half worked on the assessment itself. The other half re-

by David Morris

viewed their work.

As John Houghton, head of Britain's Meteorological Office and chair of IPCC noted, "Virtually every scientist in the world who has made significant contributions to the science of global climate change had a part in the generation of the assessment."

More than 100 nations gathered in Geneva. Only one major nation refused to send a person of at least cabinet rank: the United States. This despite the fact that North Americans, on a per capita and national basis, are the largest contributors to global warming. Leadership will not come from Washington on this issue.

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The trouble with toll roads

The proposal of private developers to build a toll-financed superhighway ringing the Twin Cities didn't fare too well in the brief flurry of comments that followed the announcement. Maybe it's dead. Let's hope so.

Two main criticisms were voiced—that (1.) such a project would encourage sprawl-type development and that (2.) tolls are a clumsy and annoying way to pay for roads.

The first point is almost certainly true; nothing seems to generate haphazard growth more quickly than a broad, smooth highway with many exits and accesses. This region does not need any more haphazard growth.

The second point can be argued; people who are accustomed to paying tolls on highways don't mind them all that much while those unaccustomed to tolls whine a lot when forced to pay.

Unfortunately, the discussion about the proposal did not expand to include the larger issues of how we decide which roads to build (or rebuild) and how we assign priority to them.

Home-to-work travel patterns in the Twin Cities region suggest that people live wherever they choose to and work wherever they can find it. If it turns out that getting to and from work means congested traffic for an hour each morning and each evening, that becomes a great big problem that the commuters start

Muddling Through

by Stephen Alnes

hollering about, and the folks in the transportation agencies are supposed to do something about it.

We have been told on the one hand that we cannot build our way out of congestion and on the other hand that we are short of money from our ordinary sources to pay for the building that needs to be done. Tolls are a potential new source of revenue, particularly for those travel corridors where traffic is heaviest and therefore more likely to be financially supportive.

My major objection to tolls is that they offer an escape from the discipline that limited funds impose on our transportation planners and our indifferent commuters. We need that discipline. It's too easy to say that only people who use toll roads will pay for them, and it shouldn't matter, because highways have such an

impact on the kind of community we have.

That is not to say that we shouldn't raise those familiar motor-vehicle and motor-fuel taxes from time to time, particularly for maintaining and managing the system we have already built. We should. But we should build new roads or expand old ones only with a clear understanding of what we are doing to ourselves and some public sense of whether we are solving a problem or creating one.

We ought not to try to build a road system that accommodates all manner of living and work choices. If you want to live at Minnetonka and work at 3M or live somewhere out past Burnsville and work in Golden Valley, and you choose to commute between 7 and 8 a.m. and 5 and 6 p.m., you should be prepared to pay the penalty of lost time and money.

The opinions expressed above are those of the writer and not necessarily of the Citizens League.

Reforming the taxes on property

From a Dec. 11, 1990, letter by John James, then-Minnesota revenue commissioner, to local governments.

I am very concerned that, in the difficult circumstances we face, the (1991) Legislature might put additional pressure on the property tax without substantially reforming our property-tax system. We went down that path in the early 80s, when the property tax was at considerably lower levels than it is today.

I believe it would be a big mistake to do so again on an across-the-board basis, because several classes of property already are being taxed at uncomfortably high rates, and the property tax itself has grown uncomfortably large in the total mix of state and local taxes. On the other hand, taxes on the first \$68,000 of value of every owner-occupied home in the state and on the first \$110,000 of homestead farm property are tremendous bargains because the rates are s...

It is clear that we have alternatives for solving our current fiscal problems that do not require substantial across-the-board increases in the burdens placed on a property-tax system that is ill-equipped to shoulder them.

Those possibilities include spending—and service—reductions at the state and local levels, broadening the sales-tax base, and property-tax increases for the classes of property that now pay so very little in relation to others.

If tax changes are necessary, these two could be made without hurting Minnesota's competitive position. They could also be made in ways that protect low-income people...Almost anything would be better than large across-the-board property-tax increases, if we are serious about having our revenue system be fair, efficient, reliable, competitive and understandable.

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Hospital-use trends

From Trends in Twin Cities Hospital Utilization, *Council of Hospital Corporations, December 1990.*

Following a steady decline in inpatient use throughout the 1980s, Twin Cities hospitals exhibited a 2 percent increase in discharges between 1987 and 1989. A jump in newborn discharges, greater utilization among the elderly population and annual growth in nonmetro-resident usage of Twin Cities health care contributed...

Twin Cities hospitals exhibited a dramatic upswing in ambulatory care, with outpatient visits increasing from 1,698,786 in 1983 to 2,203,854 in 1988. This trend produced a corresponding downturn in aggregate inpatient operating occupancy, from 80.8 percent in 1983 to 66.7 percent in 1989...

After annual increases in hospitalizations of 1 to 5.8 percent during 1983-86, psychiatry and chemical-dependency services experienced downward shifts in discharge volume during the latter part of the decade, as well as slight increases in average length of stays...

Minnesota showed a steady decline in the rate of infant deaths to a level of 7.8 in 1988. The metro's inner city, however, experienced levels consistently above those recorded for the state, with Minneapolis at 11.3 and St. Paul at 10.3.

For standards

Deborah J. Nankivell, executive director, Common Cause of Minnesota, in a letter to the editor, Pioneer Press Dec. 4.

The well-founded objections to the *Star Tribune's* endorsement of Rudy Perpich suggest the need for standards for media endorsements...Despite the editorial board's 8-2 vote to support Carlson, the paper wrote an unqualified editorial endorsing Perpich...With power comes responsibility. The public has a right to know how an endorsement is reached and relevant information about the people making the decision.

The Minnesota Journal

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The MINNESOTA JOURNAL (ISSN 0741-9449) is a publication of the Citizens League, a nonprofit nonpartisan Twin Cities area public affairs organization, 708 S. Third St., Suite 500, Minneapolis, MN 55415. Carl "Buzz" Cummins, president. Articles and commentary are drawn from a broad range of perspectives and do not necessarily reflect League positions on policy questions. The Journal is published twice a month except in August and December when only a single issue is published. Second class postage paid at Minneapolis, MN.

Annual subscription rate for nonmembers is \$40 for 22 issues. Orders may be placed at 612/338-0791 or by mail at the above address.

POSTMASTER: Send address changes to The Minnesota Journal, 708 S. Third St., Suite 500, Minneapolis, MN 55415.

Gambling

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How big it would be or the of regulations that would be needed, he added.

"When they put the law into effect (the creation of the Gambling Control Board in 1984), the staff... was very minimal. And, as the industry grew, we did not see the complement of people grow with it..." In contrast, "When the lottery was launched... they came in with 100 and some plus people, whereas up to several months ago, the Control Board had roughly 13 people monitoring a \$1.2 billion industry," he said. "We're just now getting to where it should be" in terms of the size of the regulatory staff, he added.

State Gaming Commissioner Anthony V. Bouza, in his legislatively ordered report last month on the state of gambling, noted that charitable gambling sales rose from \$111,000 in 1985 to that \$1.2 billion in 1988. He added, "Probably no one could have foreseen the exponential growth that would occur and which would overwhelm the resources allocated to its regulation. The result was an unmonitored industry, a wash in money without guidance or supervision..."

Examinations of charitable gambling by the legislative auditor, the attorney general and the *Star Tribune* found problems ranging—as Bouza put it—from "poor accounting systems to insider trading..., to illegal donations, to profit skimming and stealing." The reports set the stage for a legislative reform package in 1990.

In particular, Wilson said, the *Star Tribune* series put the Legislature in a position where it "had to react to a negative situation. I think possibly some things got a little bit overreacted to... Yes, there are problems in the industry. They're definitely correctable. And if the people had been in place (in the regulatory body), we probably wouldn't have gotten to the point where an expose' such as that would have come out."

In event, Wilson added, the reform package "maybe hit us a little harder than we can handle."

For example, when operators buy pulltabs from a distributor, they pay a 2 percent tax on the total

price that would be collected if every pulltab were resold to customers. That tax has been in effect since 1987. But one of the new laws requires pulltab operators to post a list showing how many of the big winning tickets—those worth 50 times or more of the ticket price—have already been drawn. The idea is to take away any advantage regular players or friends of the ticket seller may have over the casual customer.

When most of the big winners are gone, customers lose interest in the remaining tickets, which go unsold. In the first three months of posting beginning Aug. 1, Columbia Heights Athletic Boosters averaged approximately \$50,000 worth of unsold tickets a month as against sales of approximately \$350,000 a month, Wilson said. But the organization had already paid the 2 percent tax—\$1,000—on the unsold tickets. Wilson said other operators report their experience on unsold tickets is about the same.

Before the posting rule, Wilson said, he had virtually no unsold tickets. Along with the posting law, customers were prohibited from paying for charitable gambling with checks. The combination of posting and prohibition of checks coincided with a significant drop in sales in his operation, Wilson said—from an average of \$470,600 a month in the first seven months of 1990 to an average of \$347,600 a month in the last five months of the year, a drop of \$123,000 a month. Wilson said he thinks the advent of the lottery had a "minimal" effect on pulltabs.

Allied Charities will ask the Legislature to remove the tax on unsold tickets. Bouza, in his report, said the practice is "widely seen as unjust" and its impact "needs to be exam-

ined."

As for posting of winners, Allied Charities voted at its annual meeting not to ask that the requirement be dropped although some members don't like it. Wilson said, "As a consumer, you should love posting... But it takes the gambling out of gambling... In my club I hear people say it was more fun the old way."

In addition to the 2 percent tax on ideal sales paid to distributors, pulltab operators pay a tax—put into effect in October 1989—on their sales over \$500,000 a year. From \$500,000 to \$700,000 in receipts, they pay 2 percent of the increment. On the next \$200,000, between \$700,000 and \$900,000, they pay 4 percent. For sales above \$900,000, they pay 6 percent.

While the graduated concept is acceptable, Wilson said, "The larger organizations have taken just a tremendous hit." And some are having trouble paying the tax and staying in compliance with the laws limiting their expenses. "They've had to reduce the payback (to customers) below what the smaller organizations are able to do," Wilson said.

Given the state's budget constraints, Allied Charities is not asking for a tax cut, said Wilson, although "the industry feels that a reduction would be fair" inasmuch as it feels the tax is bringing in more than was anticipated.

However, Allied Charities will propose that the receipts tax be treated as a "lawful purpose" as is the tax paid to distributors. To understand the reason for the request requires a brief immersion in the arithmetic of pulltab operations.

Pulltab operations pay back about

80 to 82 percent of total receipts in prizes. (The percentage has been running somewhat higher in Wilson's operation since posting resulted in unsold tickets.) After prize payouts, the gross receipts tax is deducted. After that deduction, only half the remainder can be spent on allowable expenses spelled out in laws and in rules.

The rest can be spent on "lawful purposes," which include the charitable activities that presumably justify the whole effort but that also include the 2 percent tax paid to distributors. By shifting the receipts tax into the lawful-purpose column, the amount left available for expenses would be larger, and operators could more easily stay in compliance. But the payout for charities or the payback in prizes would have to be cut.

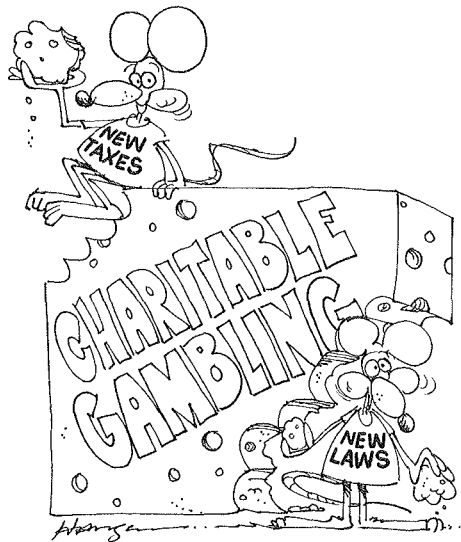
Allied Charities also wants repealed a requirement for an annual audit. "I want to preface this by saying the industry is not opposed to being accountable for what's occurring," Wilson said. But, he added, the Gambling Control Board and staff can order an audit if they think one is needed. Allied Charities wants the cost to be paid from gaming proceeds rather than from an organization's other funds. And it's concerned that the kind of audit required might be unwarrantedly expensive.

Possibly the biggest item on Allied Charities' legislative list, Wilson said, is the control of video gaming, which has not been legalized in Minnesota yet. There are many kinds of video games, some of which are very much like the old-fashioned illegal slot machines largely run out of the state some four decades ago.

Wilson said the lawful-gambling industry wants video games, if they are legalized, to be part of the industry rather than part of the state lottery. To give them to the lottery, he said, "will be the end of lawful gaming."

And for all of the problems that lawful gambling has had, Wilson said, "there are many good things done today that would not be done without it." Current estimates of charitable donations put the figure at around \$100 million a year.

"But the lawful-purpose dollars have been shrinking" because of the taxes and rules, Wilson said. "I think our experience (at Columbia Heights Athletic Boosters) is fairly typical."



Population rises to 4.38 million

Minnesota came up with 4,387,029 people in the 1990 census, 7.6 percent over 1980 and enough to retain eight seats in the U.S. House of Representatives and to move from 21st to 20th among the 50 states.

Gov. Perpich appointed Appeals Court Judge Sandra Gardebring to the State Supreme Court, making Minnesota the first state in the nation with a female majority on its highest court.

Gov. Carlson named Gene Mammenga, lobbyist for the Minnesota Education Association and former legislator, as education commissioner; E. Peter Gillette, Minneapolis businessman, as commissioner of trade and economic development; Elton Redalen, dairy farmer and legislator, as agriculture commissioner; Ralph Church, retired state trooper, as public safety commissioner; Rodney Sando, career forestry official, as commissioner of natural resources; Linda Kohl, St. Paul newspaper woman, as planning commissioner; Bert McKasy, chief of staff for Sen. Durenberger, as commerce commissioner; Kris Sanda, cochair of Carlson's campaign, TV panelist, farmer, as commissioner of public service; Bernard Melter, Goodhue County veterans service officer, as head of veterans affairs; Dee Knaak, former state senator, as a member of the Public Utilities Commission.

Robert Carothers, chancellor of the Minnesota State University System, was named president of the University of Rhode Island. **Gov. Perpich** named Tom Reagan, chief of staff for U. S. Rep. James Oberstar, to the University of Minnesota Board of Regents.

Rudy Boschwitz, defeated for reelection to the U. S. Senate by Paul Wellstone, said he will run for the seat again in six years.

The Minnesota Health Care Access Commission, created by the 1989 Legislature, recommended the state set up a government-subsidized health-insurance program to serve the uninsured and underinsured. Gov. Carlson said the chances for financing a program are slim. **Commerce Commissioner** Thomas Borman turned over operation of the Minnesota Comprehensive Health Association, which covers people regarded as otherwise uninsurable, to Blue

Keeping Up

Step by painful step, Minnesota slogs into the new year.

Cross and Blue Shield.

Gaming Commissioner Anthony V. Bouza said his job should be eliminated, called for creation of a new gambling commission to supervise gambling and urged development of a "carefully crafted, comprehensive government policy" for gambling. **A federal judge** ruled a new state law requiring pull tabs to be manufactured in the state is unconstitutional.

The U. S. Supreme Court agreed to hear a State Supreme Court decision that held the *Star Tribune* and *Pioneer Press* had the right to break a promise of confidentiality to news source Dan Cohen.

Hennepin County District Judge Pamela Alexander threw out a law setting a stiffer penalty for possession of crack than for possession of cocaine on grounds the majority of people convicted of crack possession are black while the majority of those convicted of cocaine possession are white.

The Metropolitan Council identified three areas as possible sites for a new airport—one to the north, primarily in southern Isanti County, and the others to the south, in east-central Dakota County and in southwestern Dakota County.

The Select Committee on Packaging and the Environment, appointed by Gov. Perpich, recommended the state reduce by 25 percent the amount of paper, plastic and other packaging material that Minnesotans discard by 1994. **Sixteen** cities joined to consider a range of environmental ordinances. **North Dakota** denied a permit for disposal of ash from the Hennepin County incinerator in Minneapolis.

Minnesota Public Radio said it will buy WLOL-FM, will move its news service from KNOW-AM to KSJN-FM and shift KSJN's programming to the new purchase. Commercial radio operators objected.

The National Collegiate Athletic Association accused the University of Minnesota of failing to maintain suitable control over its athletic program—one of 21 charges le-

veled.

Stillwater School District passed a \$35 million bond issue to finance a new high school and other projects. **South St. Paul** voters rejected a \$17.5 million bond issue to renovate city schools. **Pillager** voters approved a \$3.5 million school building plan. **Wadena** voters approved \$7.7 million for school building expansion. **After** rejecting a \$20 million proposal last spring, Brainerd residents approved a \$6.6 million school building renovation. **Mankato** School District residents voted down a \$39.9 million bond referendum. **Little Falls** residents rejected an \$8.7 million school building project. **Wells-Easton** voters turned down a \$3.5 million construction proposal.

Mankato City Council voted to seek state approval to enact a local sales tax to finance downtown renovation.

Austin and Rochester technical colleges will merge July 1.

Iron Range Resources and Rehabilitation Board terminated its financing lease with Lakewood Industries for its Hibbing chopsticks plant and took possession of the property.

A committee of the state bar association is challenging the Supreme Court decision to transfer a Swift County judgeship to Washington County.

The election of Cheryl Gelbmann and Barb Uppgaard to the Crow Wing County Board make it the first county board in Minnesota's history to have a female majority.

Fingerhut Co. plans to open a telemarketing operation in Eveleth employing 150 to 200. **Woodcraft Industries** plans a \$6 million plant expansion in St. Cloud.

Willmar City Council passed an ordinance creating a community investment fund with cash that accumulates when homeowners pay assessments in advance of the due date.

The largest farm credit service center in a four-state area was created in southwestern Minnesota when three agricultural lending agencies, Federal Land Bank Association, Production Credit Association, and Agricultural Credit Association, agreed to merge.

Tax

Continued from Page 1

ro-area communities with populations greater than 9,000, the ratio between the highest and lowest C-I tax bases per capita is 4 to 1. Without tax-base sharing the difference would be 22 to 1.

Among communities of all sizes, the difference in tax base is even more stark: With tax-base sharing, the disparity in C-I tax base per capita is a nearly 17-to-1 ratio. Without tax base sharing, the disparity would be 110 to 1.

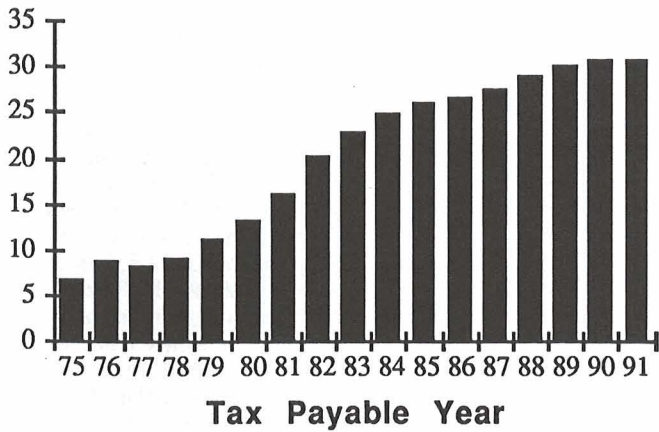
The program does affect the amount of property taxes one pays, but its effects on actual taxes paid are not as clearcut as its shifts in tax base, for a number of reasons: the interaction of state aid and credits to local governments for property-tax relief, the overlap of taxing jurisdictions, and the fact that a city contributing more tax base than it regains may still experience a net gain because it is located in a county that gains tax base overall.

Tax-base sharing creates a leveling effect among C-I tax rates across the region. It provides for a *region-wide tax rate* levied on a portion of all commercial and industrial properties. (The remaining portion is taxed at the local rate, a combination of all city, school, county, and miscellaneous tax rates.) As a result, property taxes paid by businesses in cities with higher-than-average tax rates will be somewhat lower than they otherwise would have been, and conversely, taxes will be somewhat higher for businesses in cities with below-average rates.

All communities receive some amount of tax base from the pool. Those communities with relatively poor C-I tax bases receive more from the pool than they contribute; those with relatively wealthy C-I tax bases receive less than they contribute. The result is a change in the amount of the tax base against which local governments levy taxes.

In general, cities with the wealthiest C-I tax bases per capita gain the wealthiest even though they are net contributors to the regional pool. For the most part these communities experienced great devel-

PERCENT OF COMMERCIAL-INDUSTRIAL VALUE IN SHARED POOL: 1975-1991



ment growth in recent years. Among cities with populations greater than 9,000, those with the highest C-I tax bases per capita after contributing to the pool and receiving a distribution are: *Eden Prairie*, \$1,003; *Golden Valley*, \$928; *Minnetonka*, \$862; *Arden Hills*, \$851; *Bloomington*, \$826.

These cities are among the largest net contributors to the pooled tax base. Thirty of the 188 communities in the metropolitan area contribute more to the tax base pool than they receive back. Among cities with populations greater than 9,000, the five cities making the largest net contributions are: *Eden Prairie*, \$298; *Minnetonka*, \$246; *Golden Valley*, \$198; *Arden Hills*, \$189; and *Bloomington*, \$172.

Most communities receive more back from the pooled tax base than they contributed. These are the communities with relatively smaller C-I tax bases. For instance, among the cities above 9,000 population, those with the lowest C-I tax base per capita are: *Champlin*, \$45; *Prior Lake* \$88; *Andover*, \$92; *Ramsey*, \$113; and *Columbia Heights*, \$116.

Generally these are the cities that gain the most from tax-base sharing. The five cities among those above 9,000 population receiving the largest gain per capita are: *South St. Paul*, \$164; *Champlin*, \$151; *Ramsey*, \$136; *Columbia Heights*, \$135; and *Ham Lake*, \$124.

(When the law was enacted the Legislature exempted South St. Paul from contributing tax base to the pool because of the city's economic conditions at the time. This exemption, among others, remains in place today, allowing South St. Paul to receive a distribution from the pooled tax base without contributing to it.)

Tax-base sharing is probably the only component of the local government fiscal system that remains virtually unchanged since its implementation in 1975. Nonetheless, debate over tax-base sharing has intensified in recent years and is expected in the 1991 Legislative session.

In 1990 a bill drafted by then-Rep. Peter McLaughlin, DFL-Minneapolis, would have changed the distribution of the pooled tax base as it grew over time. It was intended to set aside part of the tax base to generate revenues for specific county government expenditures (such as social services), thereby diminishing the equalization effects of the program. Although this bill did not receive a hearing in either the House of Representatives or the Senate and was voted down in an attempt to amend it to the Senate tax bill late in the session, some proposal for change is likely in 1991.

Data on tax-base sharing for metropolitan communities with populations under 9,000 are available from the Citizens League office (338-0791).

COMMUNITY COMMERCIAL-INDUSTRIAL VALUATION PER CAPITA

City (Above 9,000 Population)	1990 Total With Sharing	1971-90 Growth With Sharing*	1971-90 Growth If No Sharing**
Andover	\$213	\$200	\$ 89
Anoka	338	253	153
Apple Valley	221	191	130
Arden Hills	662	448	736
Blaine	356	334	271
Bloomington	655	491	672
Brooklyn Center	521	440	478
Brooklyn Park	307	274	222
Burnsville	510	330	503
Champlin	196	181	40
Chanhassen	200	162	153
Chaska	378	319	321
Columbia Heights	251	208	65
Coon Rapids	279	248	178
Cottage Grove	290	211	142
Crystal	276	237	133
Eagan	475	316	530
Eden Prairie	705	540	972
Edina	582	394	552
Fridley	524	396	424
Golden Valley	730	526	707
Ham Lake	260	227	123
Hastings	312	260	164
Hopkins	483	317	359
Inver Grove Heights	351	299	294
Lakeville	306	257	246
Little Canada	388	343	366
Maple Grove	260	207	196
Maplewood	622	422	546
Minneapolis	558	413	439
Minnetonka	616	567	825
Mound	217	173	91
Mounds View	298	280	163
New Brighton	305	266	212
New Hope	404	343	328
North St. Paul	269	237	119
Oakdale	241	216	123
Plymouth	513	412	623
Prior Lake	177	156	79
Ramsey	249	222	106
Richfield	275	222	121
Robbinsdale	228	192	75
Roseville	656	495	634
St. Louis Park	525	382	432
St. Paul	402	289	182
Savage	332	142	219
Shakopee	544	454	598
Shoreview	248	228	210
South St. Paul	351	268	86
Stillwater	323	273	262
Vadnais Heights	353	315	372
West St. Paul	342	285	251
White Bear Lake	262	235	157
Woodbury	273	192	218

*Indicates the growth in the commercial-industrial tax base per capita between 1971 and 1990, including the shared tax base.

**Indicates what the growth in commercial-industrial tax base per capita would have been from 1971-1990 if none of the tax base had been shared.

Warming

Continued from Page 1

The responsibility therefore devolves to states and cities. This is a particularly inauspicious time, to be sure, for us to shoulder a major new responsibility. A recession is taking hold. A major public budget deficit confronts us. Other more immediate problems have a legitimate claim on our scarce resources. How can we justify this new obligation?

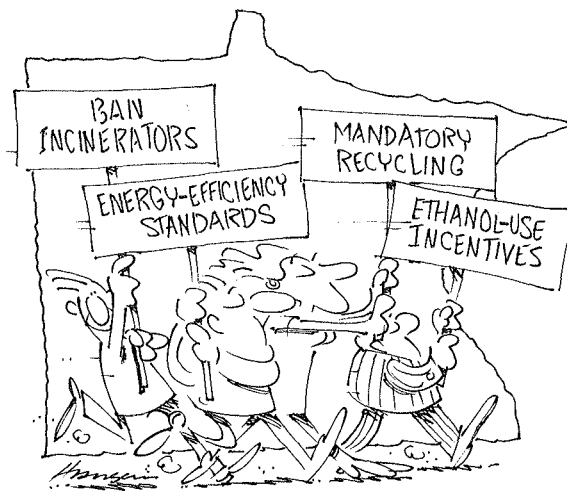
One reason is that, despite its cosmic importance, the environmental crisis lends itself to relatively simple solutions. Unlike the seemingly intractable problems of drugs, poverty and crime, a sustainable planetary environment is not all that hard to achieve, at least conceptually. We know what we must do: radically reduce our use of raw materials and in particular our consumption of fossil fuels. And we know how to do this: vastly improve efficiency, reuse products and recycle used materials.

Reducing our use of energy is the best way to strengthen the state economy. The next best is to substitute local fuels for imported fuels. Based on research by the Department of Natural Resources, for every \$1 million spent on fuel wood or ethanol produced in Minnesota, \$1.5 million of additional economic activity occurs inside the state. For every \$1 million spent for imported coal or petroleum, only \$340,000 in additional economic activity is generated.

For every 1,500 tons of garbage landfilled, one job is created, according to one of the few studies done in this area. If the material is recycled, the number of jobs rises to 2.5. If it is incinerated, the number falls to one-tenth of a job.

Another reason for aggressively pursuing a clean environment is that, in the new world order, environmentalism may be a competitive advantage.

"Most companies will be only as green as governments make them," *Economist Magazine* observes. "The greenest companies will therefore try to ensure that government policies set environmental standards at levels that they can match but their competitors cannot. The greenest governments will see such companies as potential allies."



"... We know what to do!"

In sum, there is a moral imperative to be a good planetary citizen, but there is also an economic reward and a potential business advantage to doing so.

Unfortunately, Minnesota is dragging its feet. By one basic criterion we aren't even moving in the right direction. State agencies project that we will significantly *increase* our per capita consumption of raw materials by the end of this century, including an increase in our use of coal, the fuel whose combustion contributes most to global warming.

Minnesota may suffer from what Jeanne Wirka of the Environment Action Foundation calls "suffocation by task force." In the last three years, we've had task forces on recycling, packaging, energy efficiency and global warming. The process takes years, and as a result of the requirement for consensus, the final policy recommendations are often nominal.

If Minnesota is to take seriously its environmental responsibilities, it should stop nibbling at the margins of public policy. We should undertake bold initiatives, find out what works best and strive to make Minnesota, "The State of the Art."

What should be done?

An incineration moratorium. Seventy-five percent of garbage is both recycleable and combustible. Large incinerators and high levels of recycling are not compatible. During the primary campaign Arne Carlson supported such a moratorium. He should follow in the footsteps of New Jersey Gov. James Florio and make good on that campaign pledge.

If Carlson is unwilling to do so, the

Legislature must take up the slack. At a recent meeting of the Environmental Resource Committee of the Metropolitan Council, I inquired how the committee could seriously entertain the permitting of a Dakota County incinerator that could burn more than 90 percent of its available wastes, given 1989 legislation that demanded that public agencies support reuse and recycling before incineration?

An attorney responded that the law expressed only an objective. Thus it was not only nonbinding; it was also irrelevant.

Mandatory recycling. We will recover a large percentage of used materials only if we enact mandatory recycling ordinances. Such ordinances should target sufficient materials so that at 75 percent participation rates, the county or city would exceed 50 percent materials recovery. Mandatory recycling laws are already in operation in half a dozen states.

Scrap-content laws. Mandatory recycling will generate a large supply of used materials. A scrap-content law will generate a demand for used materials. Such a law should embrace a range of products, from newspapers to packaging, from refrigerators to cans and bottles. This need not create a cumbersome state monitoring bureaucracy. Recently, Scientific Certification Systems (SCS), California, unveiled a program under which it goes into a manufacturer's plant and examines materials used in the product for post-consumer scrap content. Qualifying products get the firm's Green Cross label. Minnesota could require the label on products, just as it requires an Underwriters' Laboratories label on electrical products.

Energy-efficiency standards. The federal government has preempted Minnesota's authority to improve residential appliance efficiency, but we retain the right to develop efficiency standards for commercial heating, ventilation and air-conditioning systems, lighting and building structures. The Legislature should direct the executive branch to develop standards equal to the state of the art within 18 months.

Utility-efficiency investments. The Legislature should direct the Department of Public Service, within one year, to develop incentives for utilities that invest in conservation. Today Minnesota utilities, on average, invest only one-half percent of their gross revenues in energy-efficiency improvements. Wisconsin Electric Power invests more than 4 percent, and New England Electric plans to invest 7 percent by 1993. The Legislature should require at least 4 percent on revenues for energy efficiency.

Ethanol incentives. The Legislature can promote homegrown, renewable fuels by establishing a 3.1 percent oxygenation content for transport fuels. This has two benefits: It improves air quality and it bolsters rural economies. A higher oxygenation level can be met by using ethanol. This legislation could expand Minnesota's ethanol demand five- or even tenfold.

Wind power. Minnesota utilities, by law, must purchase electricity produced by independent power producers who use renewable resources. The price paid by the state's utilities is too low to encourage much production because it does not take into account external costs of burning coal, the fuel that generates more than 55 percent of the state's electricity. Other states have begun to quantify these externalities and reward independent producers who use clean fuels. Germany adds a 4 percent per kilowatt premium for solar electric generation. If Minnesota followed Germany's lead, entrepreneurs would make wind energy a major contributor to the state's electricity supply.

The global environmental crisis demands actions commensurate with the scale of the problem. Minnesota has the opportunity to come a global leader in this endeavor. Let's do it.

David Morris, St. Paul, is a writer, lecturer and consultant and codirector of the Institute for Local Self-Reliance.

Editorials caution against more state gambling

Star Tribune said (Dec. 15) the Legislature should take Gaming Commissioner Tony Bouza's advice and eliminate his job. It also said legal gambling should go no further in the state.

Hibbing Tribune said (Dec. 16) gambling has grown too big and has too many potential drawbacks not to have a gaming commissioner keeping an eye on things. **Duluth News-Tribune** said (Dec. 17) this might be the worst time for the state not to have a gaming commissioner, given Bouza's report on the status of gambling.

Red Wing Republican Eagle said (Dec. 27) legislators should oppose off-track betting on horse races and that there should be a limit to the state's role in trying to make Canterbury Downs profitable. **International Falls Journal** said (Dec. 27) the state doesn't need any more gambling, including off-track betting, "when it has problems with the gambling it already endorses. **News-Tribune** also asked (Dec. 28), "Does Minnesota need more gambling?" **St. Cloud Times** said (Dec. 27) legislators should "stop dragging" over the receipts from legal gambling long enough to study whether it would be smart to add off-track betting, video gaming and riverboat gambling.

Pioneer Press said (Dec. 26) the morality of gambling should be judged on its own merit, not on the

On Balance

Minnesota editorial writers forgo the regular meeting of Ambivalents Anonymous to speak out.

basis of whether a few nonprofit groups derive any benefits.

Star Tribune said (Dec. 18) the Legislature "can and should" raise the money to pay for a state health-insurance plan that provides "a sensible, humane menu of basic coverage" for people who are otherwise excluded from the health-care system. **Pioneer Press** said (Dec. 23) before the state embarks on a new program to subsidize health insurance for the uninsured, it should give taxpayers assurance that "insurance dollars aren't purchasing more health care than is justified."

Fergus Falls Journal, noting (Dec. 18) recommendations for increased state spending on welfare, transportation and health insurance, said budget constraints make this "not the best time to be thinking about adding services" and "the real challenge" is to find the way to meet needs without spending money.

News-Tribune said (Jan. 4) reality dictates that the \$197 million shortfall in the state budget for the current biennium be met by a combination of spending cuts and a dip

into the budget reserve.

Hibbing Tribune said (Dec. 21) funding for the University of Minnesota and the State University System should be cut back in the coming biennium in order to fund an increase for the community colleges, "to put the finances where they are most needed." **West Central Tribune** urged (Dec. 21) legislators to look favorably on requests of community and technical colleges for additional funding.

Rochester Post-Bulletin praised (Dec. 31) Gov. Carlson for his proposal to a state commission to examine the structure and operation of state government. **St. Cloud Times** said (Dec. 28) Gov. Carlson's proposal for a commission "to help design a more efficient state government is sound."

WJON/WWJO's Andy Hilger said (Dec. 28) the continued expansion of Minnesota Public Radio through purchase of WLOL-FM should be a matter of concern. It said MPR now owns 19 stations in Minnesota, where any other broadcaster is limited to 12, and is unfair competition to commercial radio stations.

Pioneer Press said (Dec. 9) another outer beltline around the metropolitan area "spells trouble" and would undermine efforts to make the region less dependent on cars. But the option of toll financing of highways should remain.

Republican-Eagle questioned (Dec. 28) Gov. Carlson's appointment of Gene Mammenga, chief lobbyist for the Minnesota Education Association, as education commissioner. **St. Cloud Times** said (Dec. 23) a "cloud of suspicion" hangs over the appointment.

Star Tribune said (Dec. 10) proposals to build a new bridge over the St. Croix River at Hwy. 36 south of Stillwater and a pumped-storage hydroelectric plant overlooking Lake Pepin "should not be allowed to proceed" unless stronger justification is forthcoming. **Republican-Eagle** said (Dec. 10) the "permit process should stop now" for the pumped-storage power plant because environmental dangers "far outweigh" demand for electricity.

Star Tribune said (Jan. 5) reallocation of some state highway funds from nonmetro areas to the metro area, as recommended by the Transportation Study Board, makes sense because the metro area deserves a more balanced share and because current practices allow too many rural roads to be designed and maintained at higher standards than their use requires.

Judy Alnes, chair of Citizens League committee on adoption and foster care, at Citizens League meeting Dec. 11.

The first and most important (recommendation of the committee) and the hardest to do is our call for a focus on the prevention of child abuse and neglect. Without question, and with only a few notable exceptions, we are providing services to families too late—after we have substantiated reports of the abuse of the children...

We need to put in place a variety of supportive alternatives for parents and children who are at risk of experiencing maltreatment. In addition, we need to take steps to reduce the incidence of teenage and unintended pregnancy... We need to make adoption a more attractive option to young mothers. And we need to provide child-development

Too late helping families

and parenting education to all school children...

One of the central public-policy issues underlying the entire child-maltreatment system is the legally mandated focus (on) the preservation of the family... The best interests of the child are presumed to be part and parcel with the preservation of the family...

This plays out in the child-protection system... with endless attempts to provide some kind of service to reunite families. This is how we end up with the reported cases of the multiple placements of children in foster-care settings over (many) years...

Another significant issue that needs to be addressed by the child-protec-

tion system is its cultural sensitivity... One-fourth of the children entering the child-protection system are African-American, American Indian, Asian or Hispanic. Yet the child-protection system is staffed almost 100 percent by white, middle-class Minnesotans. We recommend that cultural-sensitivity training be implemented and increased for child-protection workers and that counties contract directly with private social-service agencies that are effectively and actively working in culturally diverse communities...

Children coming into the (foster-care) system are more and more emotionally (and behaviorally) challenging to foster parents... There is a tremendous need for expanded training opportunities for

foster parents. Going into foster care simply out of love and caring for children is not going to be enough...

We also recommended that alternatives to foster care be examined, including the creation of what I like to call "newfangled" orphanages... For many children, the kinds of problems they have are not such that they need treatment in a long-term psychiatric-care facility, but they are such that they need concentrated and intense professional care.

We also see many children come into the system over and over and over again... For these children, family at home isn't working, foster care isn't working... and these children need stable alternatives where they can find familiar faces and familiar surroundings.

Too many colleges and too many costly ones

Why do Minnesota's public colleges and universities consume a relatively large share of the state's tax dollar (about 18 percent of legislative general-fund appropriations, the largest single category except for elementary-secondary school districts)? Officials of the University of Minnesota and the State University System offered two good reasons (there are others) at a recent meeting of the governing boards of all the post-high school institutions.

● We have too many public postsecondary institutions, said one official, citing the state's 57 two-year, degree-granting colleges (mostly community colleges and technical colleges). Iowa has only 13, he said, and Wisconsin, with a larger population than Minnesota, only 30; if California were to have as many separate two-year colleges per capita as Minnesota, it would need 150 more.

● We have some extremely expensive institutions, said another official—the University's agricultural-technical school at Waseca, for example. It spends some \$10,000 per student per year, and only about a quarter of the students graduate in two years. That makes the cost \$40,000 per graduate, which is "unacceptable for taxpayers."

Another way to look at the Waseca campus is that, with roughly 800 students, it costs some \$8 million a year to operate; the same number of students would cost about \$3.2 million in community colleges or \$4.6 million in technical colleges—savings, respectively, of 60 percent and 43 percent.—*Pete Vanderpoel.*

Local governments in Minnesota

Taxes and transportation

From the draft report of the Transportation Study Board, Nov. 15.

The Transportation Study Board recommends that legislation be drafted as soon as possible to address the following key transportation issues: ● Increase fuel tax and establish a mechanism for stabilizing revenues from fuel taxes.

● Dedicate a specified percentage of (motor-vehicle excise tax) revenues to transportation. ● Establish new revenue sources and expansion of other existing revenue sources. ● Approve a Twin Cities

spent more on highways in 1988 than in most other states, even though our use of the roads was below the nationwide average, according to recent Federal Highway Administration data. In only four states—California, Florida, New York and Texas—did the cities and counties collect and spend more on their highways.

Part of the reason is the extensive highway system in Minnesota; we have the fifth-highest number of miles of roads and streets in the country, most of which (90 percent) are under the control of local governments. Plus, the state spends more in grants to local governments for local roads than most other states. The dollars collected by the state of Minnesota for grants to local governments for local roads and streets was sixth-highest in the nation in 1989.

The number of vehicle-miles travelled throughout Minnesota in 1989 was 37.4 million, which was below average in the nation.—*Jody A. Hauer.*

The \$3-per-boarding charge that Congress approved this year gives the Metropolitan Airports Commission (MAC) a nifty way out of its financing dilemma. To finance an improvement it wants, the MAC can now tax property. But the MAC doesn't like taxing property. When it raises its money through leases with airlines, however, its projects require the airlines' approval.

metropolitan area sales tax for light-rail transit and other regional transportation facilities...

● Establish a separate account for funding startup of new transit systems in Greater Minnesota as part of the Transit Fund... ● Require a study of the feasibility of a four-lane system of highways linking regional centers in Greater Minnesota to the Twin Cities... ● Create a permanent Legislative Commission on Transportation to provide ongoing legislative oversight of the state's investment in transportation.

Take Note

Latest winners in the if-we-heard-it, it-must-be-worth-knowing sweepstakes.

If the charge is imposed here, the new revenues will come from users. But the MAC can say it is not a tax. And projects will not be subject to airline veto. Northwest and Delta were the most opposed during Congressional lobbying, MAC officials say. With perhaps 12 million passengers boarding by 1996 the charge could raise enough to support about \$400 million in bonds.—*Ted Kolderie.*

Uninsured persons are a very small and declining share of the patient mix at Twin Cities hospitals. According to the most recent analysis by the Council of Hospital Corporations, uninsured persons accounted for only 2.7 percent of total hospital days in 1989, down from a recent high of 4.7 percent in 1985.

During that period, the share of hospital days used by Medical Assistance enrollees grew from 10.3 to 12.8 percent. Managed-care plan enrollees increased their share of hospital use from 12.8 percent in 1985 to 21.3 percent in 1990. This is due to continued enrollment growth in managed-care plans as well as some gradual increases in their use of inpatient hospital care.—*Allan Baumgarten.*

For those hearing or joining in the

complaining about no bus shelters on the new, improved Nicollet Mall, here's the answer. The renovation was divided into construction seasons; there was neither adequate bidding time nor a wide enough weather window to do it all at once. Still to come, we're told by the principal planner: a series of information kiosks, 60 more shade trees, granite around the planters, a signage system, more than a million dollars of public art, and, yes, greatly improved shelters for transit riders—but not until next year.—*Curt Johnson.*

Ann Wynia, a former legislator who became commissioner of human services in the Perpich Administration, wrote a farewell note in the department's December employee publication. She recalled that, early in her days as commissioner, she had been particularly annoyed by a complicated rule she ran up against.

She wrote, "I asked who the legislator was who created this complicated legal issue for us—only to be reminded that it was me."

—*Stephen Alnes.*

J.M. Leadholm, Minneapolis, wrote to say, relative to an item in this column in the Dec. 18 *Minnesota Journal* concerning a Regional Transit Board-paid trip to Europe to look at light-rail transit examples, that Stockholm has a subway as well as buses. This is so. Stockholm does not have light rail: No question about that.—*T.K.*

Minnesota Journal
Citizens League
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Citizens League Matters

January 15, 1991

News for Citizens League Members

Welcome new members

- Ada Alden
- David Alden
- E.R. Boedecker
- Betty Bright
- Maryann Campo
- Tony Goddard
- Steven Gray
- Christine Jax
- Stuart Knappmiller
- Tom Krueger
- Evelyn Marrinson
- Marcella McCarthy
- Mrs. Alvin Quinn
- Nancy Myers
- Clifton Ollila
- Lane Palmer
- Dorothy Petsch
- James Petsch
- Scott Potter
- Thomas Riopelle
- P.D. Ruggiero
- Paul Sitz
- Francesa Sutherland

Thank you recruiters

- Len Biernat
- Milda Hedblom
- Alvin McQuinn
- Kathleen Riopelle
- David Rodbourne
- David Scheie
- Erika Sitz

Mind-Openers set on health care

Meetings held at new location

During the month of January the Mind-Opener breakfasts will explore questions related to health care, including cost and quality issues, and ethical dilemmas. On January 15, **George Morrow**, a consultant to a health care action group and former CEO of Physician Health

of Minnesota, will discuss some of the current ethical issues of the day. This includes the implications of procedures such as transplants, health care rationing, and termination of treatment rights, as highlighted recently by the Nancy Cruzan case.

Health care -- cost, quality, ethics -- how can the system be restructured?

Plan, Inc., will talk about restructuring the health care system by first placing decisions about care more directly in the hands of consumers.

On the next Tuesday, January 22, **Lois Quam**, chair of the Health Care Access Commission, will describe the Commission's work which has culminated in recommendations to the Legislature for guaranteed health coverage for uninsured and underinsured Minnesota residents.

On January 29, **Arthur Caplan**, director of the Center for Bio-medical Ethics at the University

All Mind-Opener breakfasts will be held at Central Lutheran Church, located at 333 14th Street South in downtown Minneapolis. Central Lutheran Church is easily accessible by bus or car. Parking is available at no charge in the lot south of the church. This is a new home for the Mind-Openers series which was formerly housed in the Normandy Inn, now closed under new ownership.

To reserve your place at a Mind-Openers breakfast call 338-0791. The cost for Citizens League members is \$6, and for non-members, \$12.

League meets with Governor Carlson

Representatives of the Citizens League met with Gov. Arne Carlson in mid-December. President Buzz Cummins, Executive Director Curt Johnson, and CIC member Ted Kolderie met with Carlson to discuss the state's fiscal crisis.

They stressed structural reforms to improve public services and generate savings long-term. Their suggestions were based on work from several past League studies, including studies on the state and local fiscal system, health care, and transportation.

Cisneros to speak to League

Henry Cisneros, former mayor of San Antonio, Texas, will speak with Citizens League members on Thursday, January 31. The theme of his message will be rebuilding citizen democracy.

The occasion will be a breakfast meeting from 7:30 to 9:00 a.m., held at the Central Lutheran Church located at 333 14th Street South in downtown Minneapolis. The cost of the meeting is \$10, and reservations are required. To make a reservation, call 338-0791.

Libraries committee nears completion

The League's committee on libraries will complete its work this month and present its recommendations to the League board in February. The committee, chaired by **Steve Schewe**, has been meeting since late July to examine library services in the Twin Cities area and to develop proposals for how libraries in the region should be organized, financed, and governed.

Attendance by committee members has been very strong: an average of 32 members every week. Of the 75 League members who originally signed up for the committee, more than half have attended at least 11 of the committee's 20 meetings to date.

League members meet with University President Nils Hasselmo

About 50 Citizens League members met over breakfast December 19 with Nils Hasselmo, president of the University of Minnesota

Under discussion was the ongoing effort to improve the University and focus its mission. Hasselmo spoke of "matching responsibilities with

is uniquely qualified to do. This means, for example, cutting vocational programs that can be ably supplied by other higher education institutions.

Citizens League members in attendance were: Directors of the Board, members of two standing committees (Communi-

The University should concentrate on what it is uniquely qualified to do.

resources" and described some changes needed at the University in light of the state's current budget problems. He emphasized the University should concentrate on what it

nity Information and Program), and members of the 1986 study committee that researched the University's Commitment to Focus proposal.

Program committee looks at politics

The Program Committee is developing new studies on the topic of rebuilding political participation. The committee, chaired by Jan Hively and Milda Hedblom, has been considering several topics, including the future role of political parties and ways to expand involvement by

disaffected groups in public life. The committee is also developing a study on issues of public service, which would likely consider proposals to limit terms of elected officials.

The Board will consider the Program Committee's proposals at its January meeting.

Study on trucks comes to a halt

The League's committee studying large trucks, safety and congestion problems and the movement of goods in the metropolitan area completed its work in late November. The committee was chaired by Ellen Benavides, director of health policy and program development for Hennepin County.

The report of the committee will be forwarded to the Board of Directors for its review at a

January 24 meeting. Committee members are welcome to attend this meeting which will be held at the Town & Country Club at 2279 Marshall Avenue in St. Paul, from noon to 2:00 p.m.

Commemorating Martin Luther King

The Citizens League offices will close on Monday, January 21 in honor of the memory of Martin Luther King.

Study committee deserves thanks

Twenty-eight Citizens League members worked for nearly 11 months to produce the report *Remaking the Minnesota Miracle: Facing New Fiscal Realities*. Jay Kiedrowski, vice-president of investments and trust for Norwest Banks and former commissioner of finance for Minnesota, chaired the committee.

The other League members who actively participated are:

William Batchter, David Black, Luci Botzek, Pauline

Bouchard, Curtis Carlson, Charles Darth, Jagadish Desai, Bright Dornblaser, Clifton French, Craig Gordon, Don Grande, Virginia Greenman, Ronald Johnson;

William Johnstone, John Karr, Edward Knalson, Ted Kolderie, A. Scheffer Lang, Tom Lehman, Van Mueller, James Myott, Florence Myslajek, Donald Priebe, Lyall Schwarzkopf, Norman Werner, Kevin Wilkins, and Lyle Wray.

CLCalendar at a Glance: January 14 - 25, 1991

Monday	Tuesday	Wednesday	Thursday	Friday
14 Libraries Study Committee, 5:00-7:00 p.m., Hennepin County Government Center, Minneapolis	15 Mind-Opener, 7:30-8:30 a.m., Central Lutheran Church, Minneapolis	16 Party Caucuses Study Committee, 4:30-6:30 p.m., Hennepin County Government Center, Minneapolis	17 Program Committee, 5:30-7:00 p.m., Minnesota Department of Health, Minneapolis	18 Community Information Committee, 7:30-9:00 a.m., Tay Do Restaurant, St. Paul
21 Martin Luther King, Jr., Holiday	22 Mind-Opener, 7:30-9:00 a.m., Central Lutheran Church, Minneapolis	23 Party Caucuses, 4:30-6:30 p.m., Hennepin County Government Center, Minneapolis	24 Board of Directors, 12:00-2:00 p.m., Town and Country Club, St. Paul	25