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Volume 8, Number 16
July 9, 1991

Rochester schools commit firmly to outcomes-based education plan

"For every complex question there is a simple answer—and it's wrong."

—H.L. Mencken.

Rochester Public Schools has made a commitment to transform all aspects of its educational program and district operations to become outcome-based. The change is major and, without question, not embraced by everyone. And it will take many years to realize fully.

Our model of change has been to start fires everywhere and all at once. This is the only way to make any real and lasting changes in an organization as complex as a school district. Our major challenge is balancing the pace of change with the readiness and support of the staff, students and citizens.

by Vernon Johnson

The change began at the end of the 1987-88 school year, when the school board adopted a five-year strategic plan. The plan outlines visions and goals for the following areas: curriculum, instruction, support services and programs, extended educational opportunities, facilities, human resources and school-community relations.

Approximately 300 citizens and staff members worked nearly a year to develop this plan. The process resulted in the creation of a new district mission statement and a complete list of specific philosophy and belief statements, along with goals for each focus area. Because we felt the most important focus was on the district's ability to achieve success with all learners,

we adopted the principles of outcome-based education (OBE) as the best way to do that. The new mission and philosophy statements strongly reflect OBE philosophy.

Clearly, adopting an OBE strategy would require something more than making curriculum adjustments or changing the mission/philosophy statements on district stationery. It would require substantial changes in all district operations. Our goal is to maximize all student output by manipulating time, curriculum and instruction.

Here is what we are doing:

Changing curriculum content and structure. In the spring of 1991, the school board approved 10 exit

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Is tax law 'shell game' or reform?

by Bob Benke

Is the 1991 tax bill a major step forward for Minnesota's taxpayers or is it a rhetorical shell game?

We won't know for certain until many years after the fate of the governor's vetoes is determined. My initial view is that it is more an example of political expediency than it is true tax reform.

Two points are very clear:

- The "local-option" sales-tax increase is not a local tax nor is it optional for local officials. When you cut through the smoke and mirrors, (1) revenue from the half-cent

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MMS had patients, but not enough who could pay

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In fact, Wegmiller said, MMS was the third busiest hospital on the

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west side of the metropolitan area in 1990 in terms of the number of patients it saw each day—behind Abbott Northwestern and Riverside Medical Center.

But approximately 60 percent of MMS's patients were covered by Medicare or Medicaid, government "insurance" programs that do not reimburse health-care pro-

viders for the full cost of treatment, Wegmiller said.

MMS's proportion of Medicare and Medicaid patients was "twice or three times what it is in the suburbs" and "the highest proportion, outside of Hennepin County Medical Center, of any Twin Cities hospital," he added.

"When you get a preponderance of Medicare and Medicaid in a hospital, there aren't enough other patients to whom you can shift the cost," Wegmiller said. That's particularly true in Minneapolis because so many other patients are covered by health-maintenance organizations (HMOs) that negotiate "very effectively" with the hospitals, he said.

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In all that heat, governors entitled to act like chefs

Muddling Through

by Stephen Alnes

Most of the editorials I have read in Minnesota newspapers about Gov. Arne Carlson's energetic use of the veto on spending measures have praised him.

One exception was the *Duluth News-Tribune*, which said the line-item veto is bad public policy in that it gets the executive into the law-writing business and disrupts the balance between the executive and legislative branches. Another exception, the *Worthington Globe*, which calls Carlson "Big City Arne," complained that the vetoed laws had been "scrutinized and approved by both DFLers and IRs alike," but were "summarily dismissed" by the governor.

A typical Carlson editorial defender, the *Red Wing Republican Eagle*, said DFLers ought to "face up to the reality" that the state is now operating under a two-party system—that IR Carlson is out to stop the DFL Legislature's "tax-spend cycle."

What was missing from the dozen-plus editorials I saw was any extended examination of the appro-

priate roles of governors and legislatures in the making of public policy. Leaving aside the questions of whether Gov. Carlson vetoed the right bills or did it in the right way, I come down in favor of governors exerting hefty influence and power over the legislative process. And that includes the use of the line-item veto.

The reasoning is simple: I can vote against a governor I don't like. I can't vote against the powerful legislative committee chair from some distant county whose views and interests are contrary to my own, who has been in the Legislature since the days of the oleomargarine tax wars and who thus exerts inordinate power over the process.

I can vote only for or against one senator and one representative, neither of whom is likely to be very important in legislative matters anytime soon. I can join in a campaign for or against a governor, but

it would be difficult for me to take part in a legislative campaign in, say, Wilkin County.

Beyond that, the public tends to hold the governor responsible for whatever happens in state government. The polls measure the approval ratings of governors but not of the chairs of the tax, education or environment committees.

Governors are blamed when taxes rise, when worthy programs are unfunded, when programs fail, when college tuitions go up, when crime rates jump and when the economy turns foul. People criticize the Legislature as a body, to be sure, but they elect legislators individually by district.

And individual legislators who vote their districts, take care of local concerns and work to be re-elected don't seem to have much trouble being returned no matter how low the Legislature sinks on

the popularity scale.

The Legislature is designed parochial, and it is, in both the best and worst senses of the word. It is also organized by committees in a structure and operates under a process that make it hard for ordinary voters to know who exactly is responsible for what. Although some legislators are well-known, yours may be invisible, either on purpose or as a result of the system.

The governor, in contrast, is highly visible. He can't escape the relentless and sometimes picky pursuit of the media. His manner is scrutinized, his motives analyzed, his words dissected, his prospects speculated about. We expect our governors to deliver the goods and to do it in acceptable style.

Vetoes aren't the only way to do that, of course, but they are a powerful tool for a governor to attempt to accomplish what he most assuredly will be held accountable for.

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

State telecommunications policy needs debate

by Milda Hedblom

The Citizens League released a report in early 1990 that gave new importance to telecommunications in Minnesota. From the vantage point of 1991, what is the status of the vision in that report?

The basic assumptions of the League report continue to apply. These include that advanced telecommunications capacity to the home is essential; that large private and public users increasingly bypass the public system, thus tending to deprive the public network of future economic health; that a weak public network will lead to two classes—the information-rich and the information-poor; and that, in consequence, clearer goals for and faster modernization of telecommunications in Minnesota are needed.

Developments in Minnesota and elsewhere reveal that telecommunications and information policies are now principal concerns on the public agenda. The question is: How do some of these developments relate to the League report?

In Minnesota, the Minnesota Tele-

futures Group was launched by the Public Utilities Commission and asked to submit a plan of action to the Commission by fall 1992. This plan is to identify appropriate telecommunications networks for Minnesota in 2000 and then recommend the action needed to achieve them. The League report is an important document in the work of the Telefutures Group.

Formation of Telefutures coincides with other recent events in Minnesota indicating a broadening public involvement in telecommunications network uses. For example, US West's information service, Community Link, is expected to be offered to the public yet this year. The possibility of a nonproprietary public-information service is being explored in the metro area similar to PIN in Santa Monica and Freenet in Cleveland. A two-day conference in May assessed the impact of telecommuting on business operations and transportation.

Beyond Minnesota, action is under

way on several fronts. From the telecommunications small-user side, a relatively new coalition has emerged called the Alliance for Public Technology. In its 1990 report, "An Information Age Agenda: a Telecommunications Service Platform," the Alliance made a national call for many of the same goals identified in the League report.

One of the functions of the Alliance is to mount demonstrations of newly available information services. The demonstrations at a Washington, D.C., meeting in February showed that innovative uses arise in unexpected ways, sometimes from local units of government, sometimes from health insurers who want to deliver health care more cheaply, sometimes from a business innovator who sees a new need for which customers are willing to pay.

The rapid development of a broader public interest in telecommunications explains a most unusual recent Federal Communi-

cations Commission initiative. In early May, the commission convened an all-day hearing on "The Networks of the Future" in an effort to clarify how the FCC and the states can best provide for the telecommunications future. While no single recommendation emerged, it was clear that federal and state levels must work together more in the future than they have in the past.

The need for convergent policy at state and federal levels is both an opportunity and a challenge to Minnesota. We have not yet engaged in the debate that would help us decide how important advanced telecommunications is to the future economy and quality of life in Minnesota. But the developments noted here are strong signs that the debate begins.

Milda Hedblom, a professor in media and political affairs at St. Cloud State University, chaired the Citizens League committee on telecommunications.

Here's one vote to keep airport at present site

Worthington Globe said (June 18) Minneapolis-St. Paul International Airport should not be moved. As for noise problems, "Aren't minor nuisances to be expected of a major international air hub?"

Pioneer Press said (June 23) that if a new airport is to be built, "and that is far from certain," it should be in Dakota County. The suggested northern site is "too remote," and the Dakota County site "looks like the better choice" between the two southern sites.

St. Cloud Times said (June 19) DFL legislative leaders, instead of "nitpicking a technicality" regarding Gov. Carlson's after-the-session vetoes, "should be attacking the crazy system that caused this impossible situation in the first place—the flood of last-minute legislation."

International Falls Journal said (June 14) the "simple fact is that Carlson acted on all the vetoes within the three days allowed by the Constitution. Whether the vetoes were delivered to the respective chief clerks of the House and Senate is of little consequence."

Dog lever

Phil Duff in the Red Wing Republican Eagle June 20.

The danger I foresee to Minnesota is that the dog track at Hudson will become a lever for forcing wider the Minnesota door to public money games of chance.

The Minnesota Journal

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On Balance

Minnesota editorial writers fiddle with the dials, trying to get a better picture.

Hibbing Tribune said (June 25) Gov. Carlson should save the money he would spend hiring a public relations firm to upgrade his image. "Is a public relations campaign going to change our feelings, our perception about the governor? We would hope that we are not that shallow."

Worthington Globe called (June 19) Gov. Carlson's vetoes a mistake. "These laws were scrutinized and approved by both DFLers and IRs alike" but were "summarily dismissed." It said "good governors work with the Legislature, not against it." However, in another editorial (June 14) it approved of Carlson's veto of a measure prohibiting employers from hiring permanent employees to replace strikers.

Rochester Post-Bulletin said (June 13) the idea of letting property owners pay their property taxes monthly instead of twice a year should be studied.

Star Tribune said (June 24) doctors who do procedures that entail risk to patients should be tested periodically for AIDS, should notify authorities if they test positive and should accept appropriate restrictions on their practice if they test positive.

Rochester Post-Bulletin said (June 21) doctors who have AIDS should report their condition to the Minnesota Board of Medical Examiners and inform their patients. It said the board should limit an infected doctor's practice.

St. Cloud Times said (June 20) patients have a right to know that their doctor has AIDS, even though some patients may overreact.

Star Tribune said (June 16) the courts should have more options than locking up criminals or putting them on probation. "Greater use must be made of intermediate sanctions such as house arrest, electronic monitoring, halfway houses, community service, restitution and fines."

Brainerd Dispatch said (June 16) shoreland-management rules in the Brainerd lakes area "should be strict enough to ensure" protection of the lakes. "Why should the rules...be more stringent than those promulgated by the DNR for the rest of the state?"

Mankato Free Press approved (June 14) the State Supreme Court ruling that drunken-driving suspects have a constitutional right to consult a lawyer before submitting

to a blood-alcohol test, saying it simply grants "the right to make sure that they are treated fairly."

St. Cloud Times complained (June 26) only 40 percent of the proceeds of the state lottery remains dedicated to environmental purposes and, "the other 60 percent has disappeared from public scrutiny, down the rathole called the state's general fund."

Hibbing Tribune said (June 27) the U.S. Supreme Court "ruled correctly" in denying the *Star Tribune* and *Pioneer Press* First Amendment protection against a lawsuit brought by Dan Cohen after editors broke their reporters' promises not to identify Cohen as the source of a news story. "The real issue here is telling somebody one thing and then pulling the rug out from under him."

Correction

Careful readers of Curt Johnson's commentary on charter-schools in the last issue might have been confused by the reference to the "school-aids committee chair" who led a charge against the education bill. Rep. Ken Nelson, DFL-Minneapolis, is the chair of the Aids Division of the Education Committee, and he was definitely a staunch supporter of the bill, with its provision for charter schools. Johnson meant to say: the chair of the House Education Committee.

Limiting environmental claims

From The Green Report II: Recommendations for Responsible Environmental Advertising by the attorneys general of 11 states including Minnesota, May 1991.

Unfortunately, attempts to take advantage of consumers' increasing interest in the environment have led some companies to make environmental advertising claims that are trivial, confusing and misleading...

The Task Force (of attorneys general who studied this trend) recommends that ● Generalized environmental claims which imply that a product has no negative or adverse impact on the environment should be avoided. Instead,

claims should be specific and state the precise environmental benefit that the product provides. ● Recycled content claims should be specific, and separate percentages should be disclosed for postconsumer and preconsumer materials. To avoid the potential for deception, the Task Force recommends that only postconsumer materials be referred to as "recycled." Recaptured factory material should be referred to by some other term, such as "reprocessed industrial material."

● Source-reduction claims should be specific, and where possible include percentages. ● Environmental claims relating to the disposability or potential for recovery of a

particular product (e.g., "compostable" or "recyclable") should be made in a manner that clearly discloses the general availability of the advertised option where the product is sold...If consumers have little or no opportunity to recycle a product, recyclability claims should not be made. ● Vague safety claims concerning disposability should be avoided. Instead, products should specifically disclose those environmentally dangerous materials or additives that have been eliminated...

The Task Force firmly believes that there is a need for the development of a national regulatory scheme for environmental advertising.

Supreme Court sends veto case to Ramsey Court

The State Supreme Court refused to hear a lawsuit contending Gov. Carlson's vetoes of 14 bills are invalid and told the parties to take the case to Ramsey County District Court.

House Speaker Robert Vanasek, DFL-New Prague, said he will resign as speaker and become executive director of the Minnesota High Technology Council. House DFLers will meet July 11 to elect a replacement for Vanasek.

The Minnesota insurance-guaranty fund was activated to reimburse some 1,300 Minnesota policyholders of Midwest Life Insurance Co., Metairie, La., after a Louisiana court froze the company's assets. The Minnesota fund is supported by assessments on other insurance companies doing business in the state.

St. Paul was one of a few big northern cities to gain population from 1980 to 1990—from 270,230 to 272,235. Minneapolis declined less than 1 percent, from 370,951 to 368,383.

Two Minneapolis doctors with AIDS resigned their practices.

The U.S. Supreme Court said editors of the *Pioneer Press* and *Star Tribune* had no constitutional protection when they broke promises made by their reporters and printed the name of Dan Cohen as the source of information concerning a minor criminal record of Marlene Johnson, a candidate for lieutenant governor in 1982. The case is returned to the Minnesota Supreme Court, which could reinstate a damage award made to Cohen or possibly find that Minnesota's Constitution shields the press from such lawsuits.

The U.S. Supreme Court ended a lengthy legal battle over the cable-television franchise in St. Paul when it declined to hear the appeal of Nor-West Cable Communications, which had won the franchise only to have the action vetoed by the mayor. Continental Cable eventually won the franchise.

The U.S. Agriculture Department said the wet spring cut land planted to corn by Minnesota farmers by some 100,000 acres. The crop is now estimated at 6.6 million acres.

Community College Chancellor Gerald Christenson recommended

Keeping Up

A few of the Minnesota public-policy trees that get in the way of seeing the forest.

a 9 percent tuition increase for the 1991-92 school year.

The State Department of Health said the Koch Refining Co. plant is not the cause of asthma cases among area residents and that pollution in the vicinity of the plant is very low.

Forest Lake teachers proposed cutting the jobs of 31 teachers in return for pay increases for those still on the payroll.

On the heels of a failed referendum last December, Mankato School District voters rejected a \$23.2 million bond referendum and \$417,000 in annual operating funds.

Little Falls School District voters approved one \$6.8 million expansion project but turned down a second one for \$1.3 million.

The school boards of Mankato and Albert Lea agreed to form a joint board for their technical colleges.

Crosby-Ironton School Board voted to keep open the Emily School in 1991-92 after Emily residents provided \$5,000 of their own money and promised to provide more.

Mountain Lake City Council voted to close its financially troubled community hospital. **Greenbush** Community Hospital ended its emergency room and acute in-patient care. **Monticello-Big Lake** Community Hospital

plans a \$800,000 expansion for out-patient services. **Worthington Medical** Center plans a \$968,000 addition.

The Hennepin County Board voted to buy Metropolitan Mount Sinai Medical Center, which is closing, for use by the adjacent Hennepin County Medical Center.

Minneapolis City Council set aside \$2 million to build two housing projects for the homeless, including chronic inebriates.

St. Cloud City Council turned down an amendment to include gay people in the city's human rights law.

Voters in New Prague, Waconia, Belle Plaine and Cologne approved becoming part of the Minneapolis-St. Paul telephone area, along with higher monthly rates. Voters in Watertown, Norwood, Mayer and New Germany rejected it.

Wal-Mart Stores Inc. chose Menomonie, Wis., for a new distribution center over two Minnesota locations—Faribault and Owatonna. The center will employ 800.

GTE Directories in St. Cloud announced it will close Gronseth Directory Service, laying off 74 employees. **E.F. Johnson Co.**, a radio communication equipment business, announced cutting 40 employees from its facilities in Waseca, Twin Cities and elsewhere.

Northern States Power Co. appealed a district court decision saying Blue Earth County could deny a license for an incinerator and dump in Mankato.

Nisswa City Council joined Brainerd in deciding to prosecute its own misdemeanor crimes because of differences with the Crow Wing County Attorney's office.

Princeton City Council approved the zoning needed to build a Pami-da store and nearby hospital and clinic outside of downtown.

State Board of Education approved the cooperation and combination plan submitted by the Battle Lake and Henning School Districts. The Board also approved the Spring Valley and Wykoff School Districts' combination plan.

International Falls City Council scheduled a special election for residents to vote on vacating city streets for Boise Cascade's \$20 million expansion.

Leonard Kuhi, senior vice president for academic affairs at the University, resigned, citing differences with President Nils Hansson. **George Boosey**, news director, left Minnesota Public Radio; the station said he resigned. Loren Omoto will succeed him. **John Yngve**, former state legislator and former chairman, Nortronics Co., was appointed chairman of Minnesota Technology Inc., formerly called the Greater Minnesota Corp. **John Tritabaugh** will become superintendent of the paired Atwater-Grove City School District. **Gov. Carlson** appointed Benton County Attorney Richard Jessen to a Seventh District judgeship.

Measuring horses economically

From The Economic Impact of the Horse Racing and Breeding Industry in the State of Minnesota 1990, by Carolyn I. Allmon, Department of Gaming, in Minnesota Tax Revenue and Policy Review, April 1991.

How would Minnesota's economy have been affected if horse racing and breeding in the state did not exist?...

(H)ad there been no such industry in the state in 1990, 7,657 fewer persons would have been employed, the state's personal income

would have been reduced by more than \$150 million and Minnesota's gross state product would have fallen by \$223.7 million...

Of the 7,657 total direct and indirect employee contribution to the economy, all but 220 work in the nonmanufacturing sectors...The farm sector contributes almost 3,700 employees in total, about 500 in addition to the 3,185 who work directly in the industry as horse owners, breeders or vendors supplying the backside with feed, hay, etc...

Of the (\$152.5 million in personal income in 1990) \$103.3 million was wages and salaries...The personal tax impact is estimated at \$31.4 million...

Though direct impacts in 1990 did not exceed those in 1988, except for an increase in total employment, this analysis clearly shows that Minnesota's horse-racing and breeding industry (especially its agribusiness component) made a very significant contribution to the state's economy in 1990.

Tax

Continued from Page 1

tax will go to the state's checkbook. (2) fewer dollars will go to the state's checkbook to cities to support essential services and (3) more dollars will flow to "state priority" programs. The financial penalties designed into the "option" leave local officials no realistic alternative.

- The Local Government Trust Fund created in the law is a significant gain for city services but a major setback for governance purists. While the earmarking of a fixed share of sales-tax revenues for property-tax relief will stabilize city service funding, the new program is vulnerable to future raids by the state.

The governor has already signaled his intent to raid the Local Government Trust Fund to pay for state programs with his line-item veto of future growth allocations. The veto reduced the "trust" level to near zero.

When all is said and done and the tax bill is decoded:

- Cities will still be efficient service providers receiving fewer property-tax relief dollars than before.
- City officials will continue to ask why all of the concern for "accountability" is focused primarily on cities.



"...As a young legislator, you should be concerned about the new tax bill... You'll probably still be around when they figure out whether it worked or not!..."

- The state's spending binge will have been temporarily slowed, but structural change will be missing. Perhaps too much attention was paid to the cities' 4 percent share of the state budget and not enough on the other 96 percent?
- The rush to reorganize, consolidate,

coordinate and/or eliminate public services will encounter the realities of short-term cost increases and limited opportunity to save substantial costs without sacrificing popular services.

Long-term balances between efficiencies and voter accessibility to

responsive public officials will be difficult to reach if the rhetoric is not toned down. Observers may well be surprised at the extent of collaboration already under way. It will also be interesting to find out what the marginal benefit/cost equation looks like.

Bottom-up reform efforts still seem to work better than top-down mandates infested with partisan motives. Minnesota's city officials remain ready, willing and able to make significant contributions to reasoned discussion of our state's spending crisis. No one has a lock on the wisdom needed to balance tough choices.

City leaders throughout the state are hopeful that the current veto-related disputes will not destroy prospects for further reform in the 1992 session. We believe that it is time for leadership and statesmanship from all of the participants in the governance process.

Bob Benke is mayor of New Brighton and immediate past president of the League of Minnesota Cities.

Less pressure

Lew Hudson in the Brainerd Dispatch June 8.

Considering the mosquito situation, high blood pressure isn't the problem it once was in the Brainerd lakes region.

New tax intended to pressure local officials

Dan Salomone, executive director, Minnesota Taxpayers Association in Fiscal Focus, publication of the association.

The new local sales-tax option was embraced by the governor in the last days of the 1991 tax conference committee deliberations as a way to resolve the dispute over whether to raise state taxes in order to maintain current levels of property-tax relief.

In basic terms, the compromise lets the 87 counties decide the question. In other words, it requires local officials to take some of the heat for the tax increases needed to pay for property-tax relief.

To start things out, the state (imposed) a one-half cent increase effective July 1, 1991, and ending

Dec. 31, 1991. The counties must (have decided) whether to keep or rescind the increase by July 1 ...Every year, each county must decide whether to impose or rescind the one-half cent local sales tax. County decisions take effect on the following Jan. 1.

The tax will be collected by the state along with the general 6 percent state sales tax, and it will apply to those purchases currently taxable under the state sales tax.

County action to adopt or rescind the local sales tax could be reversed by cities and towns representing a majority of the county's population if they adopt appropriate resolutions by Aug. 1. Starting in 1993, a county election to rescind the tax would be required if at least 10 percent of the voters in each city

and town sign a petition to rescind...

By adopting the one-half cent local-option tax, counties earn the right to receive property-tax relief from a newly established Local Government Trust Fund (LGTF). The fund will consist of money collected from the one-half cent county local-option sales tax plus one and one-half cents of the state sales-tax collections.

From the fund, the following existing programs of property-tax relief will be funded in fiscal years 1992-1993:

- Homestead and agricultural credit aid.
- Disparity-reduction aid.
- Local-government aid and equalization aid.
- Homestead and agricultural credit guarantee.

Supplemental homestead property-tax relief. • Disparity-reduction credit. • 25 percent of state aid for county human services. • Attached-machinery aid for counties.

In fiscal years 1994-1995, distribution of aid from the LGTF...will be determined by the Legislature...

In a given year, if a county decides not to enact the local sales tax or rescinds an earlier decision to adopt it, governmental jurisdictions within the county will not receive property-tax relief from the LGTF in that year.

This would amount to a substantial reduction in property-tax relief payments which, in the absence of spending reductions, would cause large increases in property-tax bills for taxpayers in the county.

Hospital

Continued from Page 1

The HMOs say, "If you try and shift any of those shortfalls from government programs, we will take our business elsewhere. Here's how much we're going to pay. If you don't like it, we'll go buy it somewhere else," Wegmiller said.

Another part of MMS's problem, he said, is that there is "much less need for inpatient hospital care today than there was in 1980 or 1970." Approximately one million fewer patient days are provided in the Twin Cities than there were 10 years ago. "That's about 10 400-bed hospitals taken out of the system."

Moreover, some 4,500 hospital beds are located within a two-mile radius of MMS in an area that has experienced a significant population decline, Wegmiller said.

And MMS is not the first hospital to close in the Twin Cities, he said, ticking off a few of them—Eitel, Mounds Park, St. John's Eastside, Lutheran Deaconess, Samaritan. Nor will it be the last, he added. And from a purely financial viewpoint, Health One will be stronger without MMS; since it acquired Metropolitan in 1987, Health One has financed operating losses of some \$40 million at Metropolitan, he noted.

One of MMS's special problems, Wegmiller noted, was that it was the product of necessary mergers of several hospitals, each with its own culture, and never developed a culture of its own. Swedish and St. Barnabas Hospitals merged in the early 1970s into Metropolitan Medical Center. Then when the new Hennepin County Medical Center was built, MMC and the county were forced by the old Metropolitan Health Planning Board to share some services and space. Mount Sinai Hospital was merged with MMC to form MMS in 1988.

Without a distinct culture, a "driving force that says this is who we are, it's very hard to develop a constituency that can relate to you," Wegmiller said. "People don't develop very strong ties to you... That's particularly true in the human services."

Wegmiller said MMS and its predecessors also failed to develop the strong cadre of primary-care



"...No doctor, he's not that sick, but he says he will be by the time we get to that blankety-blank hospital in the suburbs!..."

physicians who would bring their patients to MMS or refer patients to specialists practicing there.

Health One is a diversified health-care organization that includes hospitals, nursing homes, ambulatory-care centers, home care, hospices, emergency-transportation services and physician groups. Other Twin Cities-area institutions that it operates include United Hospital, St. Paul; Health One Unity Hospital, Fridley; Health One Mercy Hospital, Coon Rapids; Health One Buffalo Hospital, Buffalo; Fridley Convalescent Home, Fridley, and Health One Home Care and Hospice, Roseville. It has other operations in Wisconsin, Iowa and South Dakota and manages two hospitals in Michigan under contract.

Wegmiller said society appears not to care much about the closing of another institution, but it ought to worry about the people who are left behind.

"A significant group within our society finds it very difficult to get health care. Forget about affording it...Some of them don't have cars ...and medical care and hospital care are things of a very local nature. If I can't walk to it, or if I can't get on a bus line to it, I don't get it. And hospitals in the inner city serve that population that just can't be served somewhere else...It isn't just a matter of give them a check and have them call their doctor and let them drive out and see him.

"You've got to have not only affordability," Wegmiller said. "You've got to have accessibility. And Metropolitan Mount Sinai (at 902 S. Eighth St.) was a very important part of that accessibility. How these people will get care is a

concern...Who's going to watch over them? Who's going to run the senior citizens programs that cost \$200,000 to \$300,000 a year to get these people in vans, take them to their doctor's office, see that they get care, wait for them and drive them back to the senior residence?"

Medicaid was set up to care for the poor, Wegmiller said. And "poor" was defined as anyone under 100 percent of the poverty level. But today only 42 percent of the people who are 100 percent of the poverty level or less get care from Medicaid, he said. That's down from 65 percent in 1980, and it "will probably slip into the 30s before anything is done," he said.

Wegmiller said he does not object to the concept used by the federal government in establishing a fixed amount that it will pay for coverage of specific treatment programs under Medicare and Medicaid. But when the government undertook that approach in 1983, it created an advisory group to make adjustments in those payments in response to inflation and other factors, he said.

"For eight consecutive years, they (the government) have failed to fund that increase," Wegmiller said. The gap now totals about 14 percent, "and that's where inner-city providers will get killed because they're the people" who provide Medicaid and Medicare service.

Wegmiller said he doesn't believe there is a lot of fat that can be wrung out of the cost of health care in the United States. Possibly, he said, the percentage of gross national product devoted to health care might be reduced from an es-

timated 12 percent to 11.5 percent, but not down to 7.5 percent.

"The way the payment patterns are arranged, there's no particular self-interest for hospitals to have patients in hospitals who don't stay long there. We're paid a set fee. If the patient stays longer, has more tests, utilizes more resources, that's very harmful to us because we only get paid that fixed amount whether it's by HMO or government...Physicians are essentially constrained in the same way," Wegmiller said.

"Realistically, what we have is an explosion of health-care utilization," Wegmiller said. "And we've got to either stop that or we've got to pay for it.

"I noted the other day that we have now set a record for the saving of an infant—a 9-ounce baby...That baby will be in the hospital for a year. It has very little opportunity to live any kind of normal life at all. It will probably be institutionalized...I suppose next it will be 8 ounces and then 7 and then 6. If that's what we want as a society, then let's shut up and pay for it," Wegmiller said.

The U.S. has a teenage pregnancy rate 12 times that of Canada, Wegmiller said. "That's where the 9-ounce babies usually come from...A young mother, 13, 14, 15, is physiologically much more likely to be unable to produce a normal full-term fetus. In addition, they rarely get good prenatal care."

Neonatal intensive care units are a big growth industry for hospitals, Wegmiller said. "If it were a private business, it would be on the New York Stock Exchange and doing well."

The U.S. also has one of the highest rates of auto accidents of any industrialized society, he said. "We know how to solve that—wear seatbelts and airbags. Forty-two percent of Americans wear seatbelts. Walk through our emergency rooms any weekend and find out what it costs."

The U.S. also is the world's big drug customer—one out of two babies born in New York City is a crack baby, Wegmiller said. And it's a leader in hospital malpractice premiums with some \$11 billion a year, he said. Those are the places where big savings could be made in health care, Wegmiller said, and if we are unwilling or unable to address them, we should just pay up.

Rochester

Continued from Page 1

comes that describe what students must know and be able to do before they graduate from Rochester high schools. All curriculum and program-development efforts begin with these exit outcomes.

Program outcomes were developed for all curriculum areas. These describe what students are expected to learn in each program area. Finally, *essential learner outcomes* are developed for all curricular areas by summer teacher curriculum-writing teams. Teachers use *essential learner outcomes* as guides when they develop *lesson outcomes*, which are teacher-generated and very much at their discretion.

Developing enrichment and remediation activities (also designed by teacher curriculum teams) for all outcomes has been a major challenge. We still have much work to do.

Organizing instruction for success. We know that if we are going to personalize instruction for each learner and achieve success for all, the typical 30-learners-to-1-teacher-in-a-four-walled-room is not going to get the job done.

Many teachers are organizing in cross-grade-level teams and cross-disciplinary teams to deliver instruction. This enables them to group and regroup students according to "what they are ready to learn," versus static grade-level groups that ignore changes in the learners' growth and progress.

It is exciting to watch cross-disciplinary teams at the secondary level developing classes that integrate subject matter. For example, a world history, art and French team has formed. Imagine how powerful it would be for a student learning about the French Revolution from such a team of teachers!

Student grouping and regrouping is now a more frequent strategy at all grade levels. You will often see students moving between groups daily and weekly.

Managing information. A real challenge facing any system that intends to become outcome-based is assisting teachers in managing instructional information. Because the instructional program is more personalized, we feel teachers



"...Not only is my little brother smarter than I am, he knows more than I do!... Do you suppose he'll graduate before I will?..."

need assistance in managing data gathered about students. Furthermore, teachers indicated they want the capacity to access curriculum in an on-line manner.

They also want the capacity to generate assessments/tests, as well as enrichment and remediation activities, for individuals and groups of learners. Without such a computerized system, personalizing instruction is certainly at risk of failure from an avalanche of data and no way to manage it.

We decided to develop our own instructional management system because we could not find one that met our requirements. Several elementary and secondary schools will test the system this fall.

Repackaging time. Time is one key variable to maximizing student output. At the elementary level, many teacher teams are using larger blocks of time rather than the age-old one-hour-per-period paradigm. At the high-school level, 18 prototypes were used in the past school year that were organized in 100-minute blocks. These classes also involved more than one discipline and were taught in flexible schedules throughout the week.

Rather than following rigid time structures, teachers are moving to flexible blocks of time in which instruction is designed around the needs of learners.

Integrating support services. Typically, there has been little, if any, integration of support services, such as library or special education, with the regular classroom. We have teams of regular and

support-service educators attempting to provide curriculum-based services in the regular classroom for all exceptional learners, whether handicapped or gifted.

This change in philosophy also affects such programs as library/media services. Media specialists work with teaching teams or individual teachers to plan activities or materials that support classroom instruction.

Changing learning materials. The district spends more than \$300,000 a year on textbooks. Over the last several years, however, we have intentionally not purchased texts to replace our aging materials. Instead, we have applied our resources to a wide range of print, media and electronic resources that can support instruction. It is becoming clear that if you are going to personalize instruction with all learners, a variety of instructional materials will be necessary.

Competency-based staff development. The district has invested heavily in staff-development programs. The most significant change is to restructure all training so that it is competency-based. Staff members will earn credits, which will mean improved pay when they prove they have incorporated changes in their classroom or in their administrative assignment.

State and local policy changes. All board policies are being reviewed to determine whether they support district directions. During the 1990-91 school year, the district received several waivers of state regulations from the State Board of

Education. Among them: a waiver to permit a teacher to teach any subject matter represented by the team of teachers of which the teacher is a member; a waiver to permit students to attend school fewer than the required number of hours a day; a waiver to enable Rochester Public Schools to graduate students based on our exit outcomes rather than on the current credit requirements; a waiver to permit our district to certify teachers to middle school rather than having them attend a college program; a waiver from the mandate of starting school after Labor Day.

Participatory decision-making. A key policy change fundamental to the transformation of district programs and operations is participatory decision-making. Twelve quality indicators have been developed by the board for staff use in organizing involvement of others in decision-making.

No change is easy. When times get tough, we often think of the anonymous quote, "There is nothing more unequal than the equal treatment of unequals." This is what education has been and why we must change. We want a system where all learners can be successful.

I believe that schools can organize and deliver programs and services that will achieve success for all. We must work smarter and harder with the resources we already have.

Vernon Johnson is superintendent of Rochester Public Schools.

Still with us

From Minnesota Labor Market Review, Minnesota Department of Jobs and Training, June 1991.

Despite signs of renewed vigor in retail sales and housing starts, the job market has not followed suit. (April had) a drop of 2,000 jobs on a seasonally-adjusted basis. It was the fifth fall in the last six months, indicating that the recession is still with us...Construction and trade businesses added far fewer employees during this warm weather pickup, and government jobs, which also typically expand during the spring months, didn't this year.

Legislative auditor assigned several studies

The Legislative Audit Commission recently gave the Legislative Auditor's Office its marching orders for new program-evaluation studies.

The commission, chaired by Rep. Ann Rest, DFL-New Hope, directed the auditor to conduct these studies: central administration functions at all four public higher education systems, including the University of Minnesota; regional transit planning, including how planning agencies interact with highway planning in the Department of Transportation; motor-carrier regulation, an issue of some contention between different trucking groups; the state's system of public defense and how services vary around the state; and how state agencies do (or don't) contract for services. This group of studies is due to be completed by the beginning of the 1992 legislative session. —Allan Baumgarten.

State Demographer Tom Gillaspay told an audience of planners, developers, and attorneys in the waning days of June that he had the dubious distinction of making the last public presentation on behalf of the State Planning Agency. The 1991 Legislature eliminated the agency. The surviving staff members now make up the Office of Strategic and Long Range Plan-

ning (SLRP).

Gillaspay crowed a bit over how close demographers came to predicting the growth in the 0-4-year-old population for the 80s (not much glory in predicting the size of other age groups, he admitted). He said they missed the mark in Minnesota by only 66 kids. State Sen. Larry Pogemiller, DFL-Minneapolis, waiting his turn on the panel, whispered audibly, "That's why his job didn't get cut." —Curt Johnson.

At the same meeting, Mike Munson, of the Metropolitan Council, said that the biggest surprise of the 80s, demographically, was the much greater-than-expected migration of young adults (25-44 age group) to the Twin Cities area. They accounted for two-thirds of the spurt of unforecast growth in the latter part of the decade. —C.J.

The Legislature increased state taxes on cigarettes twice during its 1991 session. First, it approved a 5-cents-per-pack increase in the state cigaret tax in the omnibus tax bill, effective June 1, 1991.

cess point to baccalaureate education, particularly for students of color... The data (for Minnesota minority students) reveal that few are using transfer as a bridge to other postsecondary schools. For example, of the 3,441 students who transferred in 1986, 47 were black, 12 Hispanic, 48 Asian, 30 American Indian and 3,101 white.

The interview data (of 65 persons connected with support programs for students of color) suggest that if Minnesota colleges and universities are to recruit and retain students of color, they must work on cultivating a welcoming environment for minority students... The data also point to the need for more people of color on faculty and staff, the need for curriculum reforms that will include contributions made by people of color, and the need to improve community college transfer opportunities for students of color.

Take Note

Careful cultivation of Minnesota's policy soil yields these early results.

Second, during the last days of the session, legislators agreed to fund House File 2, the bill that would have begun a program of health coverage for uninsured Minnesotans, with an additional, two-stage increase in the state cigaret tax. The effective date of the first 4 cents per pack of the H.F. 2 tax increase was also Saturday, June 1.

On Monday, June 3, Gov. Carlson vetoed H.F. 2, including the cigaret tax increase. While health-policy observers were divided in their predictions of what the governor would do, officials at the Minnesota Department of Revenue assumed he would veto the bill. A week earlier, they had issued a memo to cigaret distributors explaining how the new nickel per pack increase would be implemented on June 1. The memo did not advise distributors about paying the H.F. 2 tax. —A.B.

Of the more than 1,400 deaths investigated by the Hennepin County Medical Examiner in 1990, 10 percent were alcohol-related. This represents a 41 percent increase in alcohol-related deaths over 1989, according to data from the Minnesota Department of Human Services. In most of these cases acute alcohol intoxication was listed as a significant contributing condition to the death; in 10 cases death resulted from acute alcohol poisoning. —J.A.H.

CityBusiness reported (June 24) why Wal-Mart Stores Inc. chose Menomonie, Wis., for a major dis-

tribution center over Faribault and Owatonna. It seems the choice came down to a matter of dirt: the soil at the Wisconsin site is such that the building can be built upon it without excavation estimated to cost \$500,000. Community infrastructure also was cited as a reason for preferring the Wisconsin town, *CityBusiness* reported. —Stephen Alnes

Several lawyers called the Environmental Quality Board to complain about the misprint (reported in our last issue) in the *EQB Monitor* on construction of poultry barns for "lawyers" (instead of "layers"). Some anonymous state agency employees also noticed the misprint and circulated a note describing the environmental reviews needed for the "Central Minnesota Attorney Feedlot Expansion Project."

"Each barn will be constructed within a 100-yard distance of airports, dangerous roadway intersections, hospital surgery suites, the State Capitol, and various centers of productive and unproductive activities which may be sources of lucrative litigation."

"As part of the project, a 12-million ton/day manure-composting facility will be constructed at West Aavenblaatt to dispose of the chicken and bull manure generated at existing and expanded feedlot systems..." And so on. —A.B.

The New Ulm Journal went from six-day to seven-day publication last month, becoming the seventh Minnesota newspaper to come out every day. The others are in Minneapolis, St. Paul, Duluth, St. Cloud, Virginia and Winona. —S.A.

College students of color

From Students of Color in Minnesota's Colleges and Universities, CURA Reporter, Center of Urban and Regional Affairs, University of Minnesota, April 1991.

Though minority enrollment in higher education has kept pace with recent increases in overall enrollment, the number of students of color who actually graduate from Minnesota's institutions of higher education is extremely low...

The technical colleges and the University of Minnesota have the highest minority enrollment, but the greatest increases in minority enrollment (from 1986-88) were reported by community colleges...

Degrees completed by minority students have been very few, even though their enrollments are on the rise... Nationally, transfer of students from two- to four-year colleges is viewed as an important ac-

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Citizens League
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Citizens League Matters

July 9, 1991

News for Citizens League Members

Welcome new members

- Jennifer Ashwill
- Mary Amundson
- Susan Bergh
- Anne Carlander
- Lester Carlander
- Ronald Clark
- Erna Dawson
- Northrup Dawson
- Launa Ellison
- Bob Frey
- Jane K. Frymire
- Janet Gendler
- Mace Goldfarb
- Elaine Grittner
- Mark Hanson
- Stephen Hedman
- Robert Heiberg
- Aron Heiberg
- Harriet Holden
- Charles Jarvis
- Eleanor Jelinek
- Charles Johnson
- Sandra Johnson
- Judy Karasch
- Elizabeth Kiernat
- Lynn Kneeland-Adams
- Lauren Law
- Lisa Lee
- Dea L'Heureux
- Phillipe L'Heureux
- Michael Lindsay
- Waldron Lowe
- Joyce Malmon
- Stan Malmon
- Jane McCrossen
- Dennis Morrow
- James Muchow
- David Olson
- Paul Overgaard
- Barbara Portwood
- Nathalie Pyle
- R. R. Rand
- Martha Saul
- William Saul
- Ara Schletzer
- Jeanne Solberg
- James Wright II
- Betty Zimanske

Membership elects new board directors for 1991-92

Voting results in a tie for first time in Citizens League history

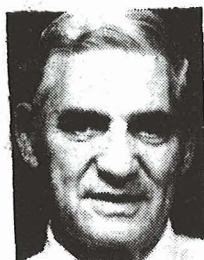
Citizens League members elected eight



Ellen Brown

directors to three-year Board seats. According to the results tabulated by the elections committee, those elected were: **Ellen Brown**, self-employed; **Russ Ewald**, retired executive vice president of the McKnight Foundation;

Milda Hedblom, a consultant and professor in



Russ Ewald

media and political affairs at Augsburg College; **Bill Johnstone**, attorney for Dorsey & Whitney; **Bill Kelly**, vice-president of government relations for Norwest Corporation; **Wendy McDowall**, director of

government affairs for Dayton Hudson



Milda Hedblom

Corporation; **Vivian Jenkins Nelsen**, president of the International Institute for Interracial Interaction, Inc.; and **David Ziegenhagen**, chief executive officer of the Foundation for Health Care Evaluation.

The directors will assume their new positions



Bill Johnstone

at the transitional Board meeting in August. At the transitional meeting, the members of the current Board conduct their final business and then transfer organizational leadership to the 1991-92 Board, including the eight new

directors. The newly elected directors will serve through the 1993-94 year.



Bill Kelly

For the first time in institutional memory, the balloting resulted in a tie for one of the open seats. According to League bylaws, ties are to be decided by lot, under supervision of the elections committee. The names of the

two tied vote-getters were put in a hat; the name drawn out was declared the winner and added to the list of new directors.



Wendy McDowall

About 950 members, or 28 percent of the membership, sent in ballots in time to be counted by the elections committee.

Six League members served on the elections committee this year. Those members



Vivian Jenkins Nelsen

are: **Peggy Alnes**, **Harold Chucker**, **Larry Kelley**, **Pat Leary**, **Maxine Mandt**, and **Bill Tarbell**. The League thanks these six members for volunteering their time to count the ballots and oversee the election.

Three of the newly elected directors are coming off



David Ziegenhagen

their first terms as Board members. League bylaws allow persons to serve two consecutive terms. The eight members whose terms expire this year are: **Ellen Brown**, **Andrew Czajkowski**, **Milda Hedblom**, **Karen Himle**, **Bill Kelly**, **Barbara Lukermann**, **Chuck Neerland**, and **Wayne Popham**.

Mind-Openers brought important policy makers to the public

The Citizens League Mind-Opener Breakfasts enjoyed another successful year in 1990-91. The following speakers made the Mind-Openers the place to be on Tuesday mornings.

Changes and Challenges in Telecommunications: **Milda Hedblom**, chair, Citizens League Telecommunications Committee, and **Randy Young**, director of Telecommunications Policy, State Planning Agency.

Reviving the United Nations: **Harold Stassen**.

The Minneapolis and St. Paul Referenda: **David Bennett**, superintendent, St. Paul Public Schools, and **Robert Ferrera**, superintendent, Minneapolis Public Schools.

Minnesota's State and Local Fiscal System: **Jay Kiedrowski**, chair, Citizens League Fiscal Committee; **Chief Justice Peter Popovich**, Minnesota Supreme Court,

Judge Patrick Fitzgerald, Hennepin County District Court, and **Judge Robert Forsythe**, president, Minnesota District Judges Association; **Carl Holstrom**, superintendent, St. Louis Park Public Schools, and **Sen. Randy Peterson (DFL-Wyoming)**, chair, Senate Education Funding Division; **Don Slater**, executive director, Minnesota League of Cities, and **William Johnstone**, attorney, Dorsey and Whitney and a member of the League Fiscal Committee.

Abused Children: Where Do They Go: **Michael Weber**, director, Hennepin County Community Services Department, **Lester Collins**, executive director, Council on Black Minnesotans, **Douglas Goke**, administrator, St. Joseph's Home for Children, and **Judy Alnes**, chair, Citizens League Child Maltreatment Committee.

Health Care Issues: **Walt McClure**, Center for Policy Studies, **George Morrow**,

health care consultant to the Business Health Care Action Group, **Lois Quam**, chair, Health Care Access Commission, and **Art Caplan**, director, Center for Biomedical Ethics; **Andy Czajkowski**, president and CEO, Blue Cross & Blue Shield of Minnesota, and **Powell Woods**, vice-president of Human Resources for the Cleveland-based Nestle Corporation.

Workers' Compensation: **Bernard Brommer**, president, Minnesota AFL-CIO, and **John Lennes**, commissioner, MN Department of Labor and Industry.

Restructuring Education: Consolidating and Adapting: **Gerald Christenson**, chancellor, Minnesota Community Colleges, and **Gene Mammenga**, commissioner, MN Department of Education.

Balancing the Budget: **John Gunyou**, commissioner, MN Department of Finance, **Sen. Gene Merriam (DFL-Coon**

Rapids), **Rep. Terry Dempsey (IR-New Ulm)**, and **Rep. Dee Long (DFL-Minneapolis)**.

Legislative Issues: An Outside Look at the Minnesota Miracle: **Steven Gold**, director, Center for the Study of the States, Rockefeller Institute, State University of New York, Albany; *Fiscal Disparities:* **Rep. Charles Weaver (IR-Champlin)** and **Peter McLaughlin**, commissioner, Hennepin County; *Packaging the Environment:* **Rep. Jean Wagenius (DFL-Minneapolis)**; *Health Care Access:* **Sen. Linda Berglin**, (DFL-Minneapolis).

Getting Around: **Michael Christenson**, chief administrator, Metropolitan Transit Commission, and **Doug Differt**, chief transportation engineer, MN Department of Transportation.

Board of Directors selects new study topics

On June 27 the Board of Directors approved three topics for future research. Upon the recommendation of the Program Committee, chaired by **Jan Hively** and **Milda Hedblom**, the Board gave first priority to:

Organization of Local Government Services: Goals and Structures. The study will determine when and how to restructure delivery of specific public services.

Information will be sent to all members about this study and the one approved earlier on

seeking elective office.

The Board approved two other study topics pending another review by the Program

The League will study public service delivery, school integration, and metropolitan growth.

Committee.

One is *School Desegregation in the 1990s: A Collision of Community Values.* This study is to examine whether current practices to integrate public schools should continue or whether new approaches to ensuring quality education for

all students are necessary.

Some on the Board said issues such as children's readiness for school were more pressing.

The other study, *Growth in the Metropolitan Region: How Will It Be Governed and*

Served?, will look at how demographic changes have altered the character of what is "metropolitan" and determine appropriate government structures. Board members want the committee to examine the links between what is and is not considered metropolitan.

Moderators made the meetings flow

Over the series of successful 1990-91 Mind-Opener Breakfasts, several individuals volunteered to moderate the meetings, by introducing the speakers and making sure the meetings began and ended on time.

Ed Hunter and **Tony Morley** each spent many Tuesday mornings at the podium, moving the meetings along smoothly. The League wishes to thank them and other League members who moderated: **Judy Alnes**, **Buzz Cummins**, and **Bob Erickson**.