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**Preview '81
focus on youth issues
and more:**
-teen pregnancy, juvenile
offenders, budget cutbacks etc.

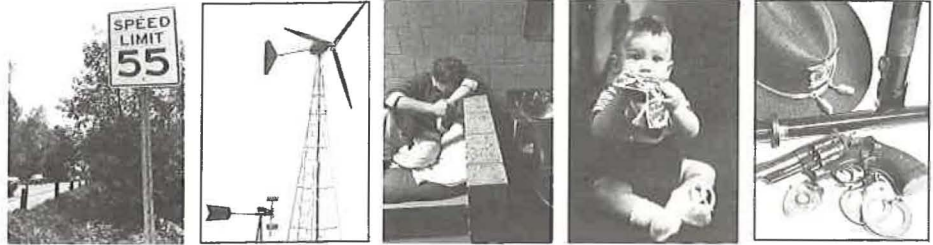
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interim

Minnesota House of Representatives

Sept./Oct. '80

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On the cover
Young Minnesotans and the issues of '81. Since last session, interim committees have held numerous public hearings throughout the state as Minnesota, like the rest of the nation, wrestles with teenage pregnancy, budget cuts in education, and how best to deal with the juvenile offender — the problems of the young that affect us all. *Interim* focuses on these and other issues the 1981-82 Legislature will face when session begins on Jan. 6, 1981.



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Photos: Tom Olmscheid

Preview of '81

How will state agencies, schools, and cities adjust to budget cuts? Is Minnesota in trouble with the 55 mph speed limit? How should we deal with commitment of the mentally ill? Teenage pregnancy? The juvenile offender? The needs in education and energy? What shape is our state park system in?

Interim committees and commissions dug into these and other questions that make up the issues of 1981. Here, *Interim* sums them up, beginning with a look at the state park system. Now that more Minnesotans are staying home, can it carry the load?

State Parks — a record year

"Minnesotans are staying at home. Minnesota state park use may set records in 1980 if the trend continues," Don Davison, from the DNR's division on Parks and Recreation, told the Recreation and Open Space subcommittee of Environment and Natural Resources on June 30.

State parks set attendance records Memorial day weekend. Davison said some parks had to turn people away. O'Brien State Park turned away 375 camping units, Wild River turned away 200 units, St. Croix — over 300 units — and Itasca turned away 140 units.

Another interesting change, Davison said, is the type of campers using state parks. In the past, the electrical sites were the first to fill up. This year they were the last. Davison said more people are camping with tents and light foldout campers.

Parks and recreation programs

Davison reviewed the Parks and Recreation Division's five programs:

Planning This program is not directly under the state park system; its funding comes through the Legislative Commission on Minnesota Resources (LCMR).

Acquisition Davison said the state owns about 90 percent of the land within state park boundaries and has given acquisition a lower priority. "We would like to have funds available if an owner of private land within the park becomes a willing seller, but we are not recommending new acquisitions," he said.

Park Development This program has a budget of about \$9 million per biennium. Of that \$1.6 million comes from motor vehicle permits and about \$2 million from the marine gas tax. LCMR approves funds for park development.

Maintenance Funds for this program come from the state general fund. The program deals with the upkeep of buildings and the physical plant.

Operations This program deals with the day-to-day service in parks and receives funds from the general fund.

A shortage of park maintenance funds

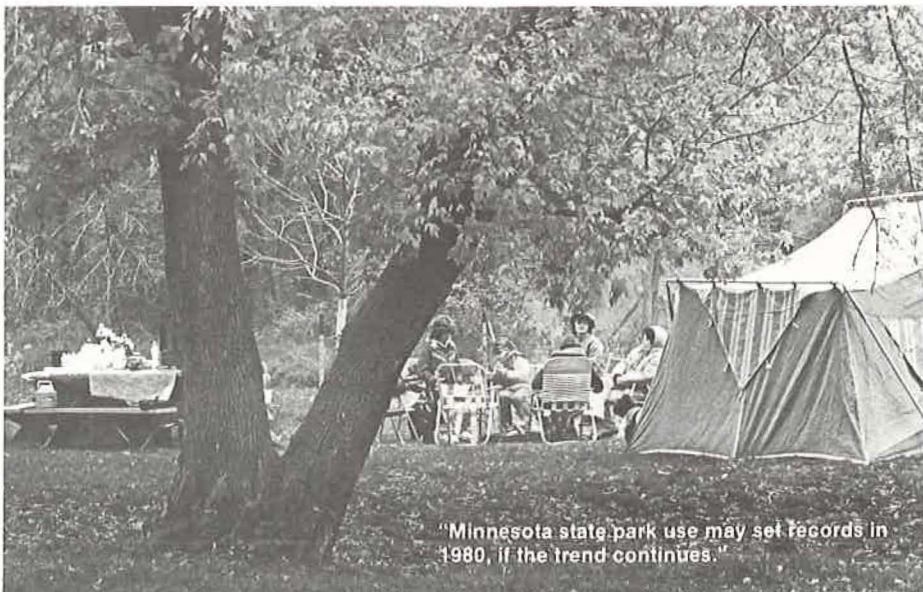
Wayland Porter, Parks and Recreation Division, DNR, said the division is short of maintenance and operations funds. He said park user fees won't cover maintenance costs and the department will request funds from the Legislature.

Davison said annual Minnesota State Park vehicle permits are \$5 and daily permits (actually two-day permits) are \$1.50. He said Wisconsin did a study of fees in state parks in 24 states. The average annual permit in those states is \$11. The department must go to the Legislature to increase the vehicle permit fee. The commissioner can raise fees for camping, boat rentals, wood, etc.; and the department did increase camping fees for 1980.

Alternatives to increased funding would be: reduce park expenses, lease concessions, shorten operating seasons, decrease services, or close certain small state parks, Davison said.

DNR Commissioner Joseph Alexander later said the cutbacks in the DNR's budget due to the budget deficit will result in fewer services or shorter seasons at state parks.

Alexander said the most visible changes will be the snowmobile trails this winter. There will be less maintenance, so the trails will be a little rougher, he said. □



"Minnesota state park use may set records in 1980, if the trend continues."

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To avoid federal penalty, half of Minnesota drivers must be driving below 55 mph by Oct. 1981.

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Minnesota may get a big speeding ticket

Minnesota stands to lose five percent of its federal non-interstate highway funds next year because drivers are not complying with the federal 55 mph speed limit. The Legislature may not be able to do anything about it, said Rep. Shirley Hokanson, (DFL-Richfield) who chairs a transportation subcommittee.

Drivers have already lowered driving speeds considerably, according to a House research analyst. The study he presented to the committee on Sept. 23 shows that neither stricter enforcement nor higher gas prices is likely to reduce speeds further.

“You’d have to say that, right now, it’s an unsolvable problem,” the analyst said.

Hokanson warned that the state transportation department is already expecting financial difficulties because of projected budget cuts. Loss of federal funds could seriously harm state highways, she said.

Minnesota Department of Transportation (Mn/DOT) studies show that the median speed on Minnesota highways is 55.4 mph. Median speed means that half the drivers are driving above that speed and half below.

To avoid federal penalty, half of Minnesota drivers must be driving below 55 mph by Oct. 1981. A year later, 60 percent of drivers must drive below 55 mph; 70 percent by 1983.



The analyst said that 40 percent of drivers travel between 55-60 mph, the tolerance level highway patrol policy allows. Those driving faster than 60 mph range from 11 to 23 percent.

John Harbinson of the State Highway Patrol said enforcement of speed limits requires driver cooperation. Drivers, he said, expect the 5 mph tolerance, although they do support the lower 55 mph limit.

The highway patrol, Harbinson said, has increased arrests for speeding since the enactment of the 55 mph limit. But he expects that courts would reject enforcement of the limit between 55 and 60 mph.

The analyst told the subcommittee not to assume that the federal government would lower its standards. He said there are indications that Congress may tighten standards.

Rep. Gaylin Den Ouden (IR-Prinsburg) reminded the committee that no state had yet lost funds for noncompliance with speed limit regulations. He said that the federal government had not penalized Minnesota for noncompliance of other standards including pollution control standards. □

Civil Commitment — bills headed for 1981 Legislature

The Minnesota Supreme Court has ruled that “there must be a hearing within 72 hours after a mentally ill or mentally retarded patient is put under a ‘hold’ order.”

The U.S. Supreme Court has required there be “clear and convincing proof before a commitment can be ordered.”

The Departmental Affairs subcommittee of Health and Welfare reviewed laws relating to civil commitment of mentally disabled persons at meetings this interim. The subcommittee met in St. Cloud, Willmar, Anoka, and St. Paul. At the St. Paul hearing, people discussed two draft bills that the Supreme Court Study Commission on the Mentally Disabled and the Courts has proposed.

Rep. Tad Jude, (DFL-Mound), a member of the commission explained provisions in the draft bills.

Bill number one would provide due process to the mentally disabled and would:

- provide summons procedures for hearings notices to patients,
- limit use of orders to hold patients,



- require medical records be available to patients,
- allow only one pre-petition medical examiner,
- require specific physician's statements for emergency hospitalization,
- allow patients to receive the physician's statement,
- require pre-petition screenings,
- allow psychologists to issue statements supporting petitions,
- require attorneys to be advocates of clients,
- require clear and convincing evidence to prove need for hospitalization.
- state a policy favoring informal hospitalization by consent rather than commitment.

Draft bill number two would provide for appointment of an ombudsman and advocates for persons subject to commitment.

Reactions to draft bills

Richard Allen, dean, Hamline Law School, also a member of the study commission, said new court rules could implement most of the commissions recommendations, but: "Bill number one is controversial, especially some of

the recommendations on due process," Allen said.

Hennepin County Probate Court Judge Melvin Peterson suggested the Legislature wait to change the 1967 Hospitalization and Commitment Act until the Supreme Court Rules Committee makes a report. He said there are many conflicting interests between patients, the state, and persons the commitment process involves.

He said requiring pre-screening hearings, 60-day hearings, and annual hearings costs money. The courts would need more funds. Peterson said that Hennepin County used the summons procedure, but it didn't work because patients failed to appear in court.

John Mulvahill, Minnesota Medical Association, said the association supports the study commission's recommendations except for these points:

- the recommendation that would allow a consulting psychologist to provide written statements supporting commitment petitions,
- patient access to complete medical records,
- recommendation that hearings be in a court room whenever possible,
- eliminating state hospital heads' discretion in denying admission to a patient when a physician recommended admission.

Gary Jorgensen, Citizen's Commission on Human Rights, said the group favors reform of commitment laws. He said pre-petition screening would eliminate unfair petitions, and there should be mandatory 60-day hearings for indeterminate commitments. He said the commission on human rights recommends a general practitioner exam of a patient, in case a physical problem is causing mental disability. He said few psychiatrists do a physical exam.

Sharon Fischer from the Minnesota Mental Health Association said the association supports the Supreme Court commission's recommendations. The association favors diverting mentally disabled persons to the least restrictive treatment facility, she said.

Minnesota Civil Liberties Union representative, Linda Ojala, said the group generally supports the commission's recommendations. She said commitments should be for only determinate periods of time. There should be a review of those commitments in 30 days

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People committed to a state hospital don't know how they got there or how to get out.

— Charles Thomas

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and every 90 days thereafter. She said a mentally disabled person should have the right to a trial by jury in commitment cases.

Other views on civil commitment

John Winkel said the Hennepin County Attorney's Task Force on Civil Commitment found that commitment has adverse effects on patients; there should be more informal treatment alternatives; and there should be a finding of 'dangerous' before the court can order a commitment.

Charles Thomas, Legal Services, Mankato, said the problem with the present system is "people committed to a state hospital don't know how they got there or how to get out." He said bill number two would meet the civil-legal needs of patients.

A member of the Mental Health Advocates Coalition, Edith Peilen, said she had a child committed to Hastings State Hospital. She said it was easy to commit the child. She urged more local crisis centers and more community centers to allow local placement.

A former state hospital patient said there was never an investigation of her situation. She said she had been through three commitment hearings without receiving advice.

Roland Peek, Department of Public Welfare, said the state hospitals' staffs examine patients, authorize and revoke provisional discharges and are responsible for protecting the rights of committed persons. He said the 1967 Hospitalization and Commitment Act needs some changes.

The law needs clarification of definitions and the criteria for "dangerousness" of patients, he said. There should be special criteria for juvenile commitments. The law should require that attorneys be responsible to patients. "Patients need the right to treatment or to refuse treatment," Peek said. □

Juveniles

Should Minnesota lock up status offenders?

Status offenses include truancy, waywardness, runaways, and consumption or possession of liquor or tobacco. The question is whether it is in the best interest of the child to hold him/her in a secure facility until someone can help the child, or if holding the child in a secure facility with more serious offenders tends to "criminalize" the youth.

Status offenders, juveniles who commit acts that would not be crimes if the offenders were adults, are a concern of lawmakers, judges, police, social workers, teachers, and parents.

In recent years, Minnesota has moved away from detaining youthful status offenders in secure (locked) facilities, and toward keeping the less serious offender closer to home, Rep. Ken Nelson (DFL-Mpls), told the Juvenile Justice subcommittee of Criminal Justice. The subcommittee met June 16 and July 8 to hear from people whose jobs involve them with the juvenile justice system.

This is an edited dialogue from some of those testifying at the meetings.

Runaways are a major concern.

Judge George Peterson, Ramsey County Juvenile Court:

There must be a distinction between run-from's, juveniles who run from detrimental family environments, and run-to's, juveniles who go to the streets.

Steven Geiges, Eden Prairie juvenile officer:

There are three groups of runaway kids. There's the group (99 percent) that run once and never go to court; there's the group that run more than once; and there's the group that run more than once and commit criminal offenses.

We need a safe, secure place where we can hold the juveniles in the third group. The police can pick them up and bring them home to their parents, but they run again.

Ken Truax, Ramsey County Juvenile Court referee:

Of the runaways we see, 95 percent are girls. These girls are running to young men, other friends, and pimps. We need a secure facility to overcome the influence of these people on the girls.

James Fisher, Minnesota Sheriffs Boys Ranch and Girlsvilla:

About 24 percent of the girls and 16

percent of the boys we work with are runners. Most girls run to someone. We need laws to do something about the adults who harbor these juveniles.

There are also juveniles who go on mis-directed runs. These youth need protection from themselves. They are not likely to harm anyone, but often someone will take advantage of them. Secure intervention is needed.

Should the system change?

Gail Baez, assistant county attorney, Hennepin County:

Family problems may have a bearing on juvenile problems, and it is a good idea to keep most status offenders out of institutions; but we need an ultimate backup when community resources fail.

Patricia Belois, Hennepin County Juvenile Court referee:

Detention of a juvenile is necessary for a period of time so that staff can do psychological tests and physical exams. These are necessary before we can help the juvenile.



Rick Lindberg, Hennepin County probation officer:
If the state feels that status offenses are detrimental to juveniles, then the law enforcement system needs the tools to deal with those offenders.

Bill Gatton, Coalition for Youth Rights attorney:
Minnesota is among a minority of states that classify status offenders and criminal offenders together. This hinders the court in dealing with both groups.

Katie Ganley, Minnesota Youth Advocates Coalition:
We should not treat status offenders as delinquent. There is a need for more diversion and intervention programs that have flexibility to respond to individual children.

Robert Scott, assistant county attorney, Anoka County:
There should be a separate category for status offenders in the court system. Putting status offenders under a present category isn't advisable. Dependency focuses on a parent's inability to provide for the child and delinquency focuses on the child's irresponsibility.

Should the system stay as is?

Robert Greisgraber, Crime Control Planning Board:
There are two arguments against changing the system. First, there is no proof that detaining a juvenile helps. Second, if the educational system needs a backup in dealing with problem youth, it is easier to get a delinquency charge than to prove criminal behavior.

Jon Penton, Department of Corrections:
The Department of Corrections's position is to stay with the present law. We should allow as many options as possible before a child goes to the commissioner of corrections (a secure facility). Almost 90 percent of the juvenile status offenders don't end up in the court system. Those that do have exhausted the other resources available to them. The final step is a petition to the court.

Dick Erickson, Correction Services of Minnesota:
Will treatments change if the child is moved from delinquency to a dependency category? Will kids receive less stigma because of a dependency label than a delinquency label? Will a new system work better, or will it just change semantics? The law should stay the same.

Is there an answer?

Bill Neiman, assistant county attorney, Hennepin County:
There are two reasons why it is impossible to come up with an answer to the questions about the juvenile corrections system. There is the factual problem of dealing with a wide group of people. There is the philosophical problem of parents' rights versus youth rights; and society's right to conforming behavior versus the right of an individual to choose his/her own behavior.

Ken Beitler, human services planner, Hennepin County:
Each status offense category is different. Changes in the law should consider each status offense separately. Behavior of juveniles involved in status offenses is a symptom of other problems. We are limited in the things we can do. There are only so many resources. There is no program that will totally solve the problem. □

Juvenile Delinquency: A National Problem

On Oct. 12, 1980, *Parade* magazine reported that, this year, juvenile courts will process more than 1.25 million youngsters in the U.S., and a fifth of them will be locked up for some period of time. But, *Parade* says top officials who deal with juvenile delinquency feel the system of state training schools only hardens youth and helps them become adult delinquents.

One official said it costs about \$20,000 per year to keep a child in a state institution. He said private facilities cost less and help the kid more.

He said delinquency goes up when school starts. And, there's a difference in the number of court referrals from poor and richer school districts.

Delbert Elliott, Behavioral Research Institute, Denver, said there's a difference in the way the police and the courts handle cases. He said, if a middle-class kid gets caught, the police are less likely to arrest the youth, and if arrested, the district attorney or the judge are more likely to throw the case out.

Parade says, "Arrests of juveniles seem to have leveled off in the past several years, but part of the decline may be due to the reluctance of police to arrest for status offenses. And no one really knows how many crimes go unreported because of the reluctance of police to arrest, and courts to prosecute, youngsters from middle- and upper-class homes. □

"This year, juvenile courts will process more than 1.25 million youngsters in the U.S., and a fifth of them will be locked up for some period of time."

Budget Deficit

On August 19, Governor Al Quie announced a \$195.1 million deficit in the state budget. The Minnesota Constitution requires that the governor balance the budget, so Quie also announced plans to cut state expenditures.

The governor's plan is to cut 8.3 percent from expenditures in four areas of state funding: 1) state agencies, 2) local governments, 3) school districts, 4) post-secondary education. Various House committees have met to discuss the planned cuts.

Finance Commissioner Wayne Burggraaff told the Appropriations Committee that Governor Quie's plan to cut the state budget will not include a tax increase or a cut in welfare payments.

Heads of the four areas will decide which programs to cut.

The governor's plan protects certain expenditures and defers others.

The governor, according to Burggraaff, chose to cut uncommitted dollars. This system, he said, does not try to judge the value of individual programs.

But Committee Chairman Gordon Voss said the governor should have considered the value of individual programs. The programs getting protection from cuts are not necessarily the best programs, he said.

The governor's cuts are biased against new programs simply because agencies haven't had the time to commit the new money, according to Voss.

Forty-four percent of the state's total appropriations are protected funds, including: debt service and tax refund accounts; income maintenance and medical assistance payments; money for federal matches and the expenses for the Legislature, judiciary, and the constitutional officers.

Governor Quie blames the national economy for the present \$195.1 million budget deficit, said press aid Robert Anderson. He says that Quie's program of indexing state taxes to inflation decreased the state's revenues. Many other states are experiencing similar deficits, Anderson said.

The governor's budget last year did not take inflation into account except in salaries, Burggraaff said. The 1982 budget, however, will have an inflation factor of 9.1 percent; the 1983 budget, 8.6 percent. Quie may request a reserve against future deficits.

State Agency Cuts

Burggraaff said that much of the reduction in state agencies will come from deferring new programs and from unused allotments (cancellations).

Based on past cancellations, the governor expects agencies will return \$25 million from their appropriations. Quie has proposed immediate cancellations in the form of budget reductions.

Burggraaff said the fact that the governor will allow agencies to use the money to pay for expected increases in employees' cost of living adjustments and workers' compensation insurance somewhat lessens the benefit of unused allotments. Agencies will have to absorb cost increases in other areas of their budgets, Burggraaff said.

He said, agencies may cut programs left unprotected in the governor's plan. The governor used the uncommitted dollars in various programs to determine the amount an agency could reduce expenditures. The selection of programs to cut is up to agency heads, he said.

Local Government Cuts

The Taxes Committee met on Aug. 28 to discuss the impact of budget cuts on local units of government.

Commissioner of Finance Wayne Burggraaff, explaining the deficit in state funds, said that in the past revenues were above estimates. The state may now need to consider forming a formal reserve fund, he said.

The 8.3 percent cut in four areas of state funding will mean a cut of about \$21 million to local governments (cities, counties, and townships).

The cuts give local government units little discretion in this year's spending, according to Donald Fraser, mayor, Minneapolis. He suggested the governor delay cuts until 1981. (Later, Governor Quie did delay cuts to local governments until March 1981.) Fraser said the lack of funds could increase property taxes, and the city may need to cut services such as snowplowing.

Dakota County Commissioner Patrick Scully said the Dakota County cut is about \$75,000. He said this will not affect employees or services, but if the state delays local government aids, the impact of cuts could double.

Roger Peterson, Association of Metropolitan Municipalities, said that cities receive between 20 to 80 percent of their budgets from state aid. The cut could be as high as seven percent of the budget, and cities are limited in what they can cut from their budgets, Peterson told the committee.

The impact of cuts will be severe in the City of Duluth, Michael Hart, Duluth City councilman said. He said the city will need to cut services such as plowing, library hours, and summer recreation programs.

Post-secondary Education Cuts

The Higher Education Division of Education met Sept. 23 to hear how budget cuts due to the deficit in state funds is affecting post-secondary education.

University of Minnesota

University of Minnesota Vice President Dr. Stanley Kegler said state budget cuts reduced the University's appropriation by \$14.1 million. He said, in addition, salary adjustments and increases in insurance costs in Jan. will leave the University with a shortage of \$16.5 million.

Kegler said the administration's proposal to meet the deficit would reduce reserves \$4.5 million, reduce state special appropriations \$1.6 million, reduce expenses \$2.4 million, increase tuition (about 10 percent) \$3.5 million and borrow \$4.7 million.

The University will lose federal funds because of the loss of state matching funds, Kegler said.

State Universities

Dr. Garry Hays, chancellor, State University System, said their appropriation cut is \$4,006,000. With salary adjustments and insurance, the system has a shortfall of \$4,613,000. He said the individual universities will decide how to cut costs. This will probably be through holding employee positions open; reducing equipment and supply

budgets; reducing library budgets; cutting publications, travel, and maintenance.

Hays said they are not sure if the system should increase tuition, but the system will probably have a \$1 per credit tuition surcharge.

Community Colleges

State Board for Community Colleges Chancellor Dr. Philip Helland said the cut to community colleges is \$2,664,500. This shortage increases with salary adjustments in Jan. of \$178,112 and insurance rate increases of \$347,470.

Community colleges are planning to install a tuition surcharge of \$1 per credit. He said the system can handle the appropriation cut this year but would have difficulty if the trend continues.

Private Colleges

Dr. Marion Shane, Minnesota Private College Council, said the Legislature appropriated \$5,105,000 per year this biennium for aid to certain students who attend private colleges. Because of the budget deficit, this amount will go down \$485,000.

AVTI's

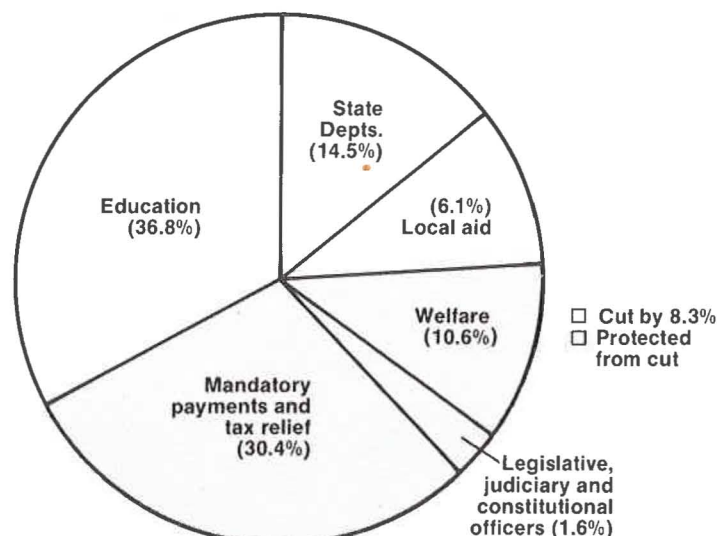
Assistant commissioner, Division of Vocational Technical Education, Dr. Mary Thornton Phillips said the cut in AVTI funds is \$5,045,260. She said this will affect each AVTI differently. Some have no cash reserves, so they will go into deficit spending, which is not legal. Phillips said that further reduction in funding would result in some AVTI's closing. She said the Department of Education will recommend legislation to allow AVTI's to transfer capital funds to operations accounts.

Higher Education Coordinating Board

Dr. Clyde Ingle, HECB, said tuition increases may have an adverse effect on the higher education system, especially at the community college level. Students with the greatest need will feel the greatest impact, he said, and cuts in the budget add an additional burden to the student and his/her family.

Ingle said education is a special responsibility of the state and may be more important than other state expenditures.

The State Budget — where it goes



School District Cuts

Nearly one-quarter of Minnesota's 438 school districts may go into debt by June 30, 1981 due to cuts in state aid to school districts. On Sept. 3, the School Aids Division of the Education Committee met to hear what the governor's office, school administrators, and teachers had to say about the cuts.

Governor Quie's plan to balance the budget by the end of fiscal year 1981 calls for an 8.3 percent reduction in education school aids. That adds up to about \$89 million.

According to Howard Casmev, commissioner of education, cuts to local districts will equal 5.3 percent of their operating budget (state aid and local levy).

Aid reductions are in the programs of:

- foundation aid/levy
- transportation aid/levy
- special education aid
- vocational education aid
- other aids

Programs excluded from aid reduction:

- adult GED tests
- AVTI debt service
- Indian scholarships
- teacher mobility program

The amount of state aid cuts will be different in each district, governor's office representative Bob Renner said. "The \$89 million won't be restored, but the governor will restore the foundation aid base," Renner said.

Rep. Willis Eken (DFL-Twin Valley) asked how school districts can cut budgets when they have signed contracts committing most of their funds. Renner said a number of districts have a fund balance, and some districts can go into a statutory operating debt.

According to state law, school districts cannot go into debt by more than 2.5 percent of their revenues. Renner suggested schools can reduce programs and then borrow funds.

Willard Baker from the Minnesota School Board Association said three-quarters of the districts in the state have some fund balance, but few have enough to cover the 5.3 percent cut. We don't have the flexibility some units of government do, because we have limited levies and we can't charge fees, he said.

School superintendents spoke to the division giving the specific problems districts have in dealing with the cut.

"We have a reserve of \$2.6 million," Richard Green, superintendent, Minneapolis Public Schools, said, "but, the cut in state aid is \$6.2 million." He said Minneapolis has unique problems because of the large number of students (39,000). He said the district has received 1,000 new Limited English Proficiency (LEP) students this year. Minneapolis students speak between 28 and 30 different languages, he said.

Green said costs for energy have gone up and, also, costs of programs for chemical dependency, teenage parents, and for dropouts. We are also desegregating under federal court order, he said.

"We'll do what we can to cut costs, use up our reserve funds, and then seek the governor's approval to exceed our statutory debt," Green said "I won't close the doors to the schools. We'll make cuts next year."

Moorhead Superintendent Ben Trochlil said the district lowered its statutory debt from over \$1 million in 1977 to \$200,000 in 1979. To reduce the debt the district closed four schools, laid off 100 staff, sold property, increased fees for athletics and driver's education classes, and reduced field trips, athletics, and extracurricular activities. The fund cuts will increase the district's deficit by \$525,000. This leaves us with an insufficient cash flow, Trochlil said.

Other speakers expressed concern over teacher layoffs. Some superintendents said they could ride out this year, but said severe cuts would be necessary next year if the state doesn't restore the \$89 million.

At the hearing, Renner said the state aid cuts would begin with the mid-Sept. payment. Since then the governor revised that schedule and said reductions would begin in Nov.

Governor Quie has proposed an increase in per pupil aid for the next biennium, through cutting costs in other areas of state government. He, however, has not proposed restoring the \$89 million cut from this year's budget. □

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"I won't close the doors to the schools. We'll make cuts next year."

— Richard Green

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Janet Clark on Teenage Pregnancy

Rep. Janet Clark (DFL-Mpls.) chairs the Social Services subcommittee which is holding hearings on teenage pregnancy. She says witnesses at the teenage pregnancy hearings made conflicting demands.

"I see one possibility of resolving this conflict," she said, "That's putting together some seminars so parents would be working with local boards of education to develop sex education programs.

"I think if parents were involved they would more readily accept sex education."

Clark believes that mandatory sex education is the best option the Legislature has to prevent adolescent pregnancies.

"The teenagers just have to understand the problems of living with a child alone or even marrying at a young age. They have to understand the long range effects of bearing a child and quitting school."

But sex education has so far been a local option and Clark expects communities would oppose a mandate.

"There were recommendations that sex education be a state mandate. That would make some people angry. But if the mandate were that groups should form — parents, teachers, and school administrators — I think it would be better accepted."

Clark also suggested that adolescents could help solve the problem. "Maybe we underestimate our young people," she said. "You know, we had young people testifying at our hearings. Maybe we ought to try to pull them more into working with us. But how do we do that?"

Clark emphasized that the committee had not yet discussed the testimony nor reached agreement on what action to take.

“The teenagers just have to understand the problems of living with a child alone or even marrying at a young age — the long range effects of bearing a child and quitting school.”

"We won't know the political implications of this issue until we go to committee hearings," Clark said. "We may not have a piece of legislation.

"No one wants teenagers to become pregnant. But how to prevent it . . . Some people are saying you teach your children to abstain. You tell them, 'No, no,' then there won't be a problem. I don't believe that works.

"The desirable thing is for parents to take over sex education. The schools are already overloaded. But many parents are not comfortable with it. They can't relate to their children. They're not close enough.

"There are parents who could benefit from parent-child seminars on sex education, where the parents and child are together."

Clark disputes, as some witnesses charged, that sex education has increased promiscuity. "I don't believe that," she said. "Pregnancy has increased, too, in areas where there is no sex education."

Clark said the committee wanted to know "what kinds of girls get pregnant."

"Many times they're from single parent families. Many times they've been abused. They often do poorly academically. They have a low self image.

"You can almost predict that these are the kinds of girls who are going to go out seeking affection," she said. "But that's not always the case.

"A lot of it has to do with the feeling of accomplishment. If

you want to finish school to become a teacher or an attorney, there's something driving you. You want to be careful not to jeopardize your future.

"But you can't resolve this thing with a piece of legislation. Poor accomplishment often happens in the first grade. Maybe it's too late by the time they're in the 7th grade.

"As a parent," Clark said, "I get angry at the schools. You know, 'Why isn't my daughter getting this or this?'"

"But as a former teacher, I know my classrooms were too large. I got no support from some parents. The whole system," Clark said, "is in shambles."

Clark believes that the committee should consider the male's role in adolescent pregnancy.

"There's been no emphasis on the young man's role," she said. "Much more pressure needs to be put on the boy that's encouraging the thing. No one has talked about the kind of boy who puts the pressure on."

Clark said the prevalence of sexual overtones in our culture and media — advertising — encourages teenage sexual activity. But trying to counter it with legislation leads to conflicts with federal and constitutional issues.

"Maybe you could turn this thing around without legislation," she said. "If consumers decided they'd had enough of that kind of advertising, they might boycott the products." □

Teenage mothers

— a look at the problem

People who testified on teenage pregnancy to a House subcommittee agree that they disagree. They also agree that more teenagers becoming pregnant is a problem. But that's as far as the agreement goes.

The Social Services subcommittee of the House Health and Welfare Committee held hearings across the state from July to Oct.

Opinions differ as to where the fault lies — with boys, parents, schools, or with the media, professional counselors, or adult moral deviants.

Suggested solutions included more sex education in schools or less sex education in schools; more readily available contraceptive devices to teenagers or no contraception available to teenagers; more information to help adolescents make decisions or stronger demands that adolescents comply with the decisions of adults; and more state funding of various programs.

Testimony focused on two issues: how to prevent pregnancy in teenage girls and what to do after a teenager becomes pregnant.

Do we need more sex education in schools?

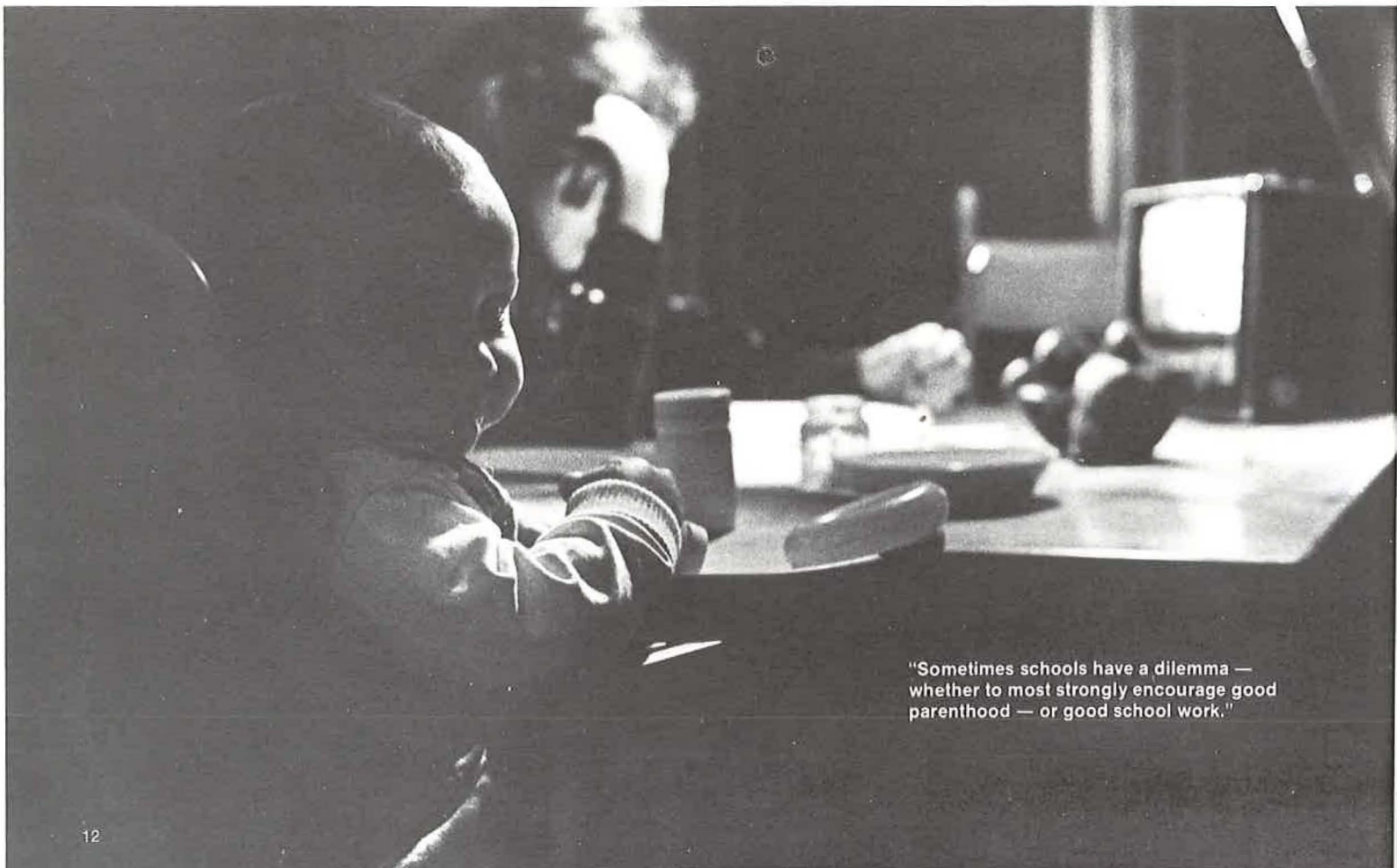
A number of witnesses said schools need more comprehensive sex education programs.

"For kids to make an intelligent decision about their sexual activity," said Deb Latterell of St. Cloud, "they need all the facts and ideas."

Schools are caught between conflicting community values, said Larry Harris of the Minneapolis Public Schools. Parents want the schools to help reduce pregnancies but complain when schools talk about sex. "If we put out contraceptive information, we get clobbered," he said.

Some witnesses said that classes emphasizing anatomy and physiology are inadequate. Sex education should concentrate on developing positive self image and responsible behavior, said Wanda Miller of the state Department of Education. Teenagers want to know about their total sexuality. They want to know about communicating with their partner and about values, witnesses said.

"At one time, it was real simple," said Merline Kawamba of the Friends of Planned Parenthood. "When you got to



"Sometimes schools have a dilemma — whether to most strongly encourage good parenthood — or good school work."

a certain age, you'd get married, have babies, and everything would be hunky dorey. Now it's not that way. We find people having to make decisions that people never had to make."

"We need to teach them that they are capable of controlling their own lives and making the best choices available," said Liz John of Stearns County.

Another witness objected that teenagers are not ready to make socially responsible decisions. "They should be given right and wrong because they can't handle both sides," he said.

Others said that sex education in schools takes away the parents' right to instruct the children in a family's religious tradition. Schools must teach sex in a way that is void of values, said Liz John. "Value-free sex education teaches only to be concerned with the pain or pleasure of the moment."

Pregnancies began to increase when schools began teaching sex education, one witness said.

Should contraceptives be readily available?

"Abstinence is still the only foolproof method to prevent pregnancy," said Jay Patterson of Otter Tail County. Adolescents should be told that premarital sex is immoral, he said.

The availability of contraceptives, said Jean Weir of Virginia, encourages promiscuity. "Those of us who grew up in an era of no sex education and no contraceptives should have had more pregnancies," she said. "But we didn't. Something else than the lack of contraceptives was behind it."

Many people agreed that knowledge and availability of contraceptives does not prevent pregnancies, because the teenagers don't use them.

"Many girls won't use contraceptives," said Pat Streitz of Duluth, "because sex is unpremeditated and the use of birth control indicates that they were planning to have sex and, therefore, are promiscuous."

What's the parents' role in sex education?

Some speakers said parents don't talk with their kids about sex. Parents are a primary source of sexual information for only about 28 percent of teenagers, said Mickie Scholtus of Eveleth.

"Too many parents do not deal with sex at home," said Deb Latterell. "They said it should be left to the churches. The churches don't deal with sex education."

Kids have plenty of time at home with their parents to obtain their values, Latterell said.

One parent admitted her reluctance to be the sole educator of her children. "I'm not arrogant enough to believe that I can get everything right in presenting sex to my daughter," said Connie Mengelkoch, St. Cloud.

"Education should be used to wipe out the hereditary ignorance of the parents about sexual matters, not to perpetuate it," Mengelkoch said. "Mothers and daughters often have a tough time talking together about sex."

One witness described a course he developed to teach parents how to talk to their adolescents about sex.

But another criticized that the course contained antireligious values and feared that parents would spread them to their children.

Are teen pregnancies accidental?

Many teenage pregnancies are not accidental, said Jay Anderson of the St. Louis County Child Protection Department. Many girls get pregnant because they hope the love between themselves and their babies will replace love they don't get at home, he said.

Some girls get pregnant to escape from home or to get attention from their families, Anderson said. Some believe it will help them become, and be treated, like an adult.

Some girls, Anderson said, get pregnant because of peer pressure. Diana Schley, a high school senior from Biwabik, agrees. Girls get pregnant in groups, she said. One girl will get pregnant and convince her friends to do so.

Schley said family background also affects who will get pregnant. Those with no compelling interest and low self esteem are more likely to get pregnant, she said.

One speaker said girls need more sense of purpose than raising a family. If they are not encouraged in areas other than motherhood, they think getting pregnant is all they can do well.

Schley said girls often worry about career choices. "Everything is set if you get pregnant and go on welfare," she said.

Cindy Olson, a teenage mother from Princeton, agreed. "Kids are afraid of the world," she said. "They don't know if they can make it out there."

But having a baby doesn't usually solve a girl's economic problems, according to Larry Harris. They quit school lacking job qualifications, he said.

How do schools relate to pregnant teens?

Harris said schools try to keep teenage mothers in school. "We have to have employable parents so we don't commit another generation to welfare."

Another problem is that teenage mothers often don't know how to raise a baby. "I was amazed about how little they knew about child development," said counselor Mary Dubay of North Branch.

Sometimes schools have a dilemma — whether to most strongly encourage good parenthood — or good school work, Harris said.

Twenty-one school districts have a program for pregnant students, said Don Johanson of the Minnesota Department of Education. Some of the programs teach parenting skills.

But Debbie DeSchapper of the Chisago County Nursing Service said that you can't teach a girl everything she needs to know about mothering in a classroom. "They need good role models," DeSchapper said. She suggested placing the young mother and child in a foster home.

"The greatest need in the schools is for day care," Don Johanson said, "because most students drop out after giving birth."

Programs need funds

A number of speakers lamented the shortage of funds for programs. "If we could teach these girls to play football, we'd have all the resources we need," said Larry Harris.

Witnesses criticized American culture and the media. They said that images of sex are everywhere. Young people can't help but be curious, one said.

"Sex is used to sell everything but contraceptives," said Merline Kawamba.

Young people are starting to mature younger, said May Zimmerman of the University of Minnesota-Duluth School of Medicine. In 1940 only three percent of the 13-year-old girls had reached sexual maturity. Now it's 13 percent. She estimated that 75 percent of 16-year-olds are capable of bearing children compared to one-third of American girls 40 years ago. □

UPDATE energy

“Conservation will become the state’s most important source of energy for the next two decades.” Minnesota Energy Agency

MEA Presents Biennial Report

MEA Director Mark Mason told the Legislative Commission on Energy on Sept. 25, if state government does not strongly encourage conservation, the standard of living of Minnesotans will decline.

Mason presented his agency’s 20-year forecast of the state’s supply and demand for energy and suggestions on how Minnesota might meet its energy needs.

Energy experts acclaimed the biennial report as the leading authority on the state’s energy situation. Only three or four states have the ability to analyze the economic effects of energy, according to Mason.

Energy prices

By 2000, the cost of energy for Minnesotans will rise from 10 to 18 percent of total goods and services that the state produces, Mason said.

Because 80 percent of every energy dollar leaves the state, increased spending on energy will make Minnesota less wealthy, MEA Conservation Director John Armstrong said.

The cost of energy is rising faster than inflation and wages, Mason said.

MEA Data Analyst Richard Wallen

told legislators that the cost of heating a home with natural gas in the metropolitan area will rise more than 10 times, from \$443 per year to \$4930 per year, unless state government and individuals make a strong commitment to conservation. Heating a home with fuel oil will increase more than 24 times in the same 20-year period, Wallen said.

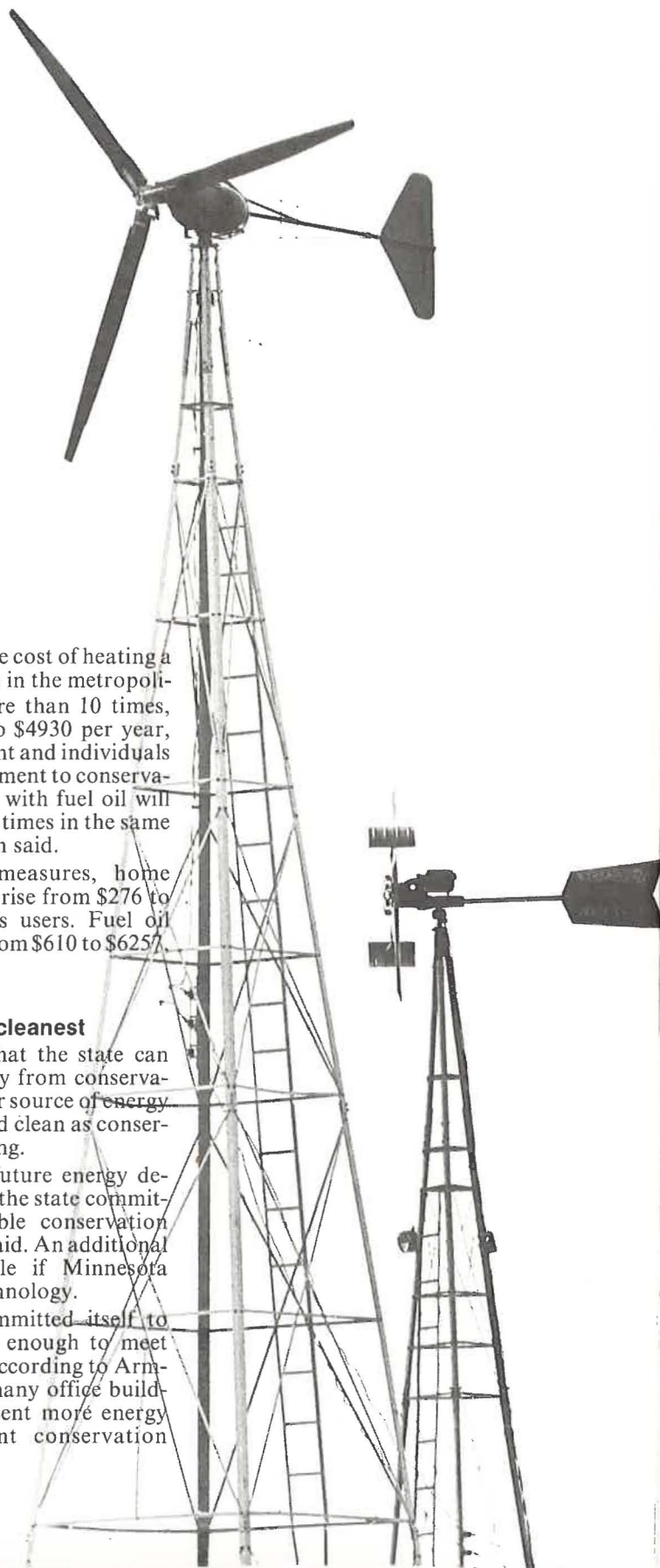
With conservation measures, home heating costs will still rise from \$276 to \$3068 for natural gas users. Fuel oil costs would increase from \$610 to \$6257, Wallen said.

Conservation: quickest, cheapest, cleanest

The report stressed that the state can gain substantial energy from conservation. “There is no other source of energy as quick and cheap and clean as conservation,” said Armstrong.

A 20 percent cut in future energy demand could happen if the state committed itself to achievable conservation methods, Armstrong said. An additional 10 percent is possible if Minnesota develops expected technology.

Industry has not committed itself to conservation strongly enough to meet its own self interests, according to Armstrong. He said that many office buildings could be 70 percent more energy efficient with present conservation technology.



Each dollar that goes for conventional fuels, Armstrong said, would have four times the economic benefit if Minnesotans would spend it on conservation. Cost to install achievable conservation measures on an average Minnesota house would be about \$2000.

Government's role in the energy future

Government must get more involved in developing state energy policy, Mason said, because "market forces don't always result in the most effective policy."

The state's regulatory policies will "make or break incentives" for conservation and alternative technologies, said MEA Alternative Energy Director Ron Visness. In addition, Visness said, the state owns much of the resources that could become alternative fuel sources.

Visness said Minnesota has always imported energy from other states and other nations. But by developing its own energy resources, Minnesota could become an energy exporting state. Development of biomass fuel — such as peat, cattails, and agricultural waste — has the greatest potential to serve as an alternative fuel for Minnesota, he said.

The use of wind to generate electricity also has great potential in the western part of the state, Visness said.

Biennial Energy Report — Responses

The Legislative Commission on Energy heard responses to the Minnesota Energy Agency's biennial report. Witnesses spoke about market forces on energy policy, fair prices for low income energy users, jobs from alternative technology, and the government's role in policy development.

Government's role and private solutions

Sung Won Son, an economist with Northwest Bankcorporation, said that government's role is to encourage private solutions. He said that government should provide tax breaks for investment in conservation and alternative sources but should not be selective about which technologies to subsidize. The market, he said, should select technologies.

Ed Schuh, economist with the University of Minnesota Agricultural School, anticipates a conflict between using agricultural products for fuel instead of food. "The state doesn't produce the surplus it did in the 50's," he said.

Michael Murphy, an energy consultant, said that Minnesota has ample knowledge and incentives but lacks a strategy for implementing an energy policy. "We face limited financial resources and must make the best possible decisions," he said.

Public policy will not succeed unless the public understands and cooperates, said Dean Abrahamson, professor of public affairs at the University of Minnesota.

Bernie Brommer, of the AFL-CIO, believes that developing alternative technologies will create new jobs for Minnesotans. And, he said, "industrial use of energy could be cut in half without hurting the economy."

Energy and the poor

Earl Craig, of the Urban Coalition, said energy is the most important issue facing poor people today. "Poor people," he said, "have the least energy efficient homes, cars, and appliances and the least ability to replace them with efficient products."

Craig said that Minnesota must consider the effects energy policy could have on poor people. "Welfare through fuel assistance doesn't provide equity," Craig said.

Craig told the legislators that recommending energy policy be left to the market would be a political, not an economic decision. "The market benefits one group of people over another," Craig said.

"Alternative energy doesn't make any difference to poor people because they can't afford it," said Martha Ballou of the Citizens Action Committee. She recommended that the Legislature enact a guarantee that "no one will go without heat or lights because they can't afford it. Price controls," she said, "would be an important part of energy policy."

Cogeneration

Cogeneration is the simultaneous production of two energy products — such as electricity and hot water — from a single source. Advocates say that the efficiency of Minnesota's electrical power plants, for example, could increase from 40 percent to 80 percent, reducing the amount of energy necessary to produce heat and electricity.

The House subcommittee on Utilities, Rep. Todd Otis (DFL-Mpls), chairman, heard testimony, Sept. 11, on potential use of cogeneration in Minnesota.

"Cogeneration offers Minnesota significant benefits in reduced energy costs and reduced environmental impacts," said Delip Limaye, an energy analyst. "The major constraints to implementation of cogeneration are economic and institutional, not technological."

Cogeneration's not a new idea

Industries and utilities have used cogeneration since the early 1900's, Limaye said. He said many types of manufacturing plants in Minnesota could make economical use of cogeneration, in addition to mining, school buildings, commercial districts, and industrial parks.

Minneapolis attorney Leland Watson agrees that cogeneration has potential in Minnesota, but, he said, there are two major problems.

Cogeneration facilities need to be able to sell excess power during times when their own demand is low in order for the facility to be economically feasible, Watson said. But Minnesota utilities have surplus electrical generating capacity and do not need to buy cogeneration excess. So they cannot afford to buy the excess at attractive rates, Watson said.

In addition, Watson said that Minnesota's Public Utilities Commission is "among the bottom three in support of cogeneration." Without strong regulatory support, cogeneration is not attractive, he said. ♪

Conference — Utility Investments in Conservation

The 1980 Legislature enacted a program to allow investor-owned utilities to invest in energy conservation measures in residential buildings. The law (Ch.579, HF1710; originally HF2095, Stoa, DFL-Winona) provides that the Public Utilities Commission allow utilities to earn a fair return on their investments.

The House Energy Committee, Ken Nelson (DFL-Mpls), chairman, sponsored a conference to develop the program which will carry out the new law. Representatives from utility and finance companies, government regulators, legislators, consumer groups, and alternative energy companies attended the Sept. 24 conference in St. Paul.

Following are summaries of testimony from the conference:

George Sakellaris **New England Power Service Co.**

"Conservation and load management makes sense from a corporate and a consumer point of view," Sakellaris told the conference.

He said his company has a commitment to investing in conservation measures and to load management. So far, he said, that commitment has saved his company \$1.5 billion in capital investments and saved their customers \$1.2 billion in utility bills.

Utilities should expand their definition of business beyond simply providing electricity to the customer at the cheapest cost, he said. "Stop thinking in terms of a single product," he said. "Customers don't buy heat. They buy a comfort level.

"Utilities should be leaders in the energy conservation movement," Sakellaris said, "because they can make it happen." He said that companies could lower production costs through conservation and, thereby, increase profits. "The best energy strategy for our nation," Sakellaris said, "is conservation."

C. P. Davenport **Pacific Power and Light Co.**

Since 1973, Davenport said, PP&L has not been marketing its product the way it had for the previous 60 years. "It is not cost effective," he said. "Since 1973, we have been deselling our product."

PP&L pays the entire cost of insulating and weatherizing a customer's home if the cost of the project allows the company to save the cost of producing new sources of energy.

The homeowner pays back the cost only if he sells the home, but without interest. Since the average mortgage in PP&L's area is seven years, the conservation project is essentially an interest-free loan to the utility customer from the utility. "We think it's a cost effective expenditure," Davenport said.

Davenport warned, "A program that is cost effective for my company may be suicidal for Northern States Power Company. I don't know. Your program has to fit your utility."

Eugene Meyer **Kidder Peabody Inc.** **(investment counselors)**

"How do we finance this good thing, this conservation?" Meyer asked. He said the law paid little attention to raising money for conservation investments. "If you don't use capital to finance these projects, they'll take 30 years.

"But the capital markets are in disarray. The market for utility stocks is dwindling," Meyer said, "because utility stock is being sold below book value."

He explained that inflation drives up the cost of capital. Presently utility stocks are selling below the inflation rate. "The cost of capital in the nation is 15 percent," he said. "PP&L is getting a 10 percent return on equity.

"So long as stocks are sold at under book value, conservation programs are being offered under the cost to produce them. The investor," Meyer said, "is subsidizing the utility customer."

Allan Hoffman **Energy Productivity Center** **Mellon Institute**

"The utilities' best future market may be in selling conservation technology and services," Hoffman said. He emphasized that conservation is the most important energy saver.

"The country has to come to a social agreement," he said, "that we will do first things first. Do conservation and let it determine the remaining need. Then let other technologies compete."

Roy Alper — California **Public Utilities Commission**

California law requires that utilities help customers finance solar water heaters through \$20 per month rebates on heating bills for three years, Alper said.

The cost of the program, he said, is \$182 million. The savings from not using electricity or gas to heat water is \$615 million. "Solar water heating is ready for the market. The state is demonstrating it to the market," Alper said. □

Energy Agency Budget Cuts

Governor Quie's budget cuts eliminated three-quarters of the energy conservation funds the 1980 Legislature appropriated, Mark Mason, director of the Minnesota Energy Agency (MEA) told the House Energy and Utilities Committee Sept. 11.

The funds would have provided home weatherization grants and energy audits for homes, schools, and commercial buildings. An energy audit determines a building's need for insulation and weatherstripping by showing heat loss.

The \$2.1 million MEA budget cut is 21.5 percent of its total budget. The average reduction for state agencies is 8.3 percent. The governor cut new programs which had not yet committed their funds, Mason said, plus a percentage of remaining funds.

Mason termed some of the cuts "deferrals" but is not certain the governor will support reappropriation for the same programs in the 1981-82 session.



Ken Nelson — Minnesota's Energy Needs

Representative Ken Nelson (DFL-Mpls), chairman of the Minnesota House Energy Committee, believes state government must plan and regulate for the state's energy needs. He doesn't believe private utilities and market forces, alone, will meet Minnesota's energy needs.

He has taken that message to utility and finance managers, consumers, and other elected officials.

The gist of what he's saying is that government, business, and consumers must "forge partnerships" to develop conservation measures and renewable fuel sources.

Energy community meets

A Sept. energy conference, of what one participant called "the Minnesota energy community", was the first step toward such partnership. The Minnesota House Energy and Utilities Committee sponsored the St. Paul conference which brought together representatives from utilities, consumer advocates and state regulators. "It was good to see them talking peaceably for a change," an observer noted.

Nelson hopes that the three

groups can overcome long time antagonisms but worries about how customers view utilities.

"I think there will be an increasing tension between utilities and consumers in Minnesota," he said. "If people feel that they're being ripped off, they're going to be less trusting, not only of utilities but of those who advocate partnership, such as myself. I'm not saying I don't have my suspicions of utilities, but we have to pull them into the arena as much as we can.

"The utilities' talk isn't very popular these days. They say they have to get their fair share on their investment returns. I don't know what is a fair share in these times.

"Is it fair that utilities get 14 percent or 10 percent returns?" Nelson asked. "I don't necessarily think that is fair when there are poor people who can barely pay that bill. That's survival for them. It's profit for others," Nelson said.

Government must determine energy policy to protect the long range needs of all the people in the state, he said.

Goals differ

"The goals of government and utilities are not the same," Nelson said. "The equity question is the big difference. Why should poor people have to pay 20 percent of their expendable income for energy and high income people spend five percent or less? This compels government into energy decisions," Nelson said.

Nelson believes that government is better able to forecast future needs. Such forecasts determine whether utilities will build new power plants or contract for new supplies of fossil fuels.

"Using new supplies of energy drives up the price for customers. The marketplace doesn't have the forecasting vision or planning insight government should have," Nelson said.

"We talk about the average cost we're now paying per unit of energy versus the marginal or new costs coming in," Nelson said. "Costs are being averaged down to these low, old costs.

"But we know that if we have to put in a new power plant or drill new natural gas wells, the cost of the new energy will be astronomical."

State now forecasts energy needs

"What's coming?" Nelson asked. "Government knows that better than anybody. The individual consumer is not conscious of it nor able to change it.

Government can — through proper conservation and renewable energy policies — forestall, if not prevent, that new power plant," Nelson said.

Nelson admitted that government ability to forecast energy needs is new. "Up until a couple of years ago," he said, "we were leaning on the utilities to do the forecasting for us. Determination of need for a new plant was based largely on the data they provided.

"That's shifted away," Nelson said. "The Energy Agency now gathers that data. They have their own forecasting ability. We've got a staff in state government that's as good as you'll find in the private market."

"The biggest bang for the buck"

Nelson believes government energy planners should be careful to get the "biggest bang for the buck." But denies business claims that government is unable to plan efficient use of resources.

"The marketplace itself is going to have trial and error. It is going to take risks. It is going to make wrong investments," Nelson said. "Probably as much as government."

In Sept., Nelson, as chairman of the National Conference of State Legislatures' Energy Committee, spoke before the U.S. Government Operations subcommittee on Environment in Washington. He urged completion of federal guidelines and cooperative programs that would encourage states to complete their energy planning efforts. □

Saving Minnesota's Farms Agricultural Preserve Act

Minnesota loses much agricultural land to urban growth every year. But conversion of forest land to agricultural use recovers farm acreage, according to a study by the Legislative Commission on Minnesota Resources.

Between 1967-77, each year, 49,000 acres of Minnesota farmland went to urban and rural transportation and water uses. But the study, "Minnesota Timber Resources Survey", says that crop, pasture, and range acreage remained constant because farmers converted forest acres to agricultural use.

Mining, energy production, road expansion, and forest preservation also deplete the state's commercial timberland, according to the study.

"The interests of the farm and forestry sectors are similar," the study says, "yet policies often pit one against the other." The study suggests formation of a special farm-forestry committee to review state policies.



Legislature moves to preserve ag land

Urban development and resulting rising taxes often drive farmers off their land. So the Legislature has declared it is state policy to preserve agriculturally suited land for agricultural uses. Through the Agricultural Preserve Act, the Legislature has moved to give metropolitan area farmers a tax break for placing their lands on an agricultural preserve. (HF1612, Schreiber, IR-Brooklyn Park; Ch 566)

In its first hearing before the Agriculture Committee, HF1612 applied to farms statewide. In order to test the concept in a small area, the committee later amended the bill to apply only to farms in the seven-county metropolitan area.

The resulting new law requires local governments to designate agricultural preserves by zoning and local planning. Farmers within the designated area may apply to include their land in the preserve. If a farmer does not apply, the preserve has no direct effect on his land.

Law includes restrictions/protections

Land on the preserves is subject to a number of protections and restrictions. The farmer must use farming methods that meet federal soil and water conservation standards and must maintain the agricultural use of the land for at least eight years. The obligations transfer to new owners if the farmer sells the land. In return, the bill protects agricultural use of the land from non-agricultural development for at least eight years. The farmer gets a tax break and protection of normal farm practices and structures. Local tax assessors must value land on its agricultural use only and cannot con-

sider increased value from other factors. The mill rate for preserve land cannot exceed 105 percent of the statewide average.

A local government may not make laws which restrict normal farm practices or structures for farms on a preserve. In some areas, residents of new housing developments have sponsored ordinances restricting long-time practices which they felt created bothersome smells or noises.

A municipality may not annex preserve land unless the municipal tax base will either not support normal government services, or municipal lands completely surround the farmland.



EQB reviews proposals

The bill also places additional restrictions on the exercise of eminent domain powers of governments and private corporations; and state agency subsidizing of nonagricultural projects. The Environmental Quality Board must review all condemnation proposals affecting preserve land. The agency or corporation wishing to condemn must present alternatives which would not require condemnation of preserve land.

If the EQB finds that the proposed project has an "unreasonable" effect on the preserve, it must delay the project for up to one year. The bill does not provide for delays beyond a year nor permanently restrict eminent domain powers.

If a local government wants to permit nonagricultural development after creation of a preserve, it must first change both its zoning code and its local plan. Then, it must notify the farmer that the preserve will expire in eight years.

Likewise, if a farmer wants to end participation in the preserve, the obligations expire eight years after s/he notifies the local government. □

Agricultural Preserves

"Once an acre of farmland is plowed under and paved over for whatever purpose, it is hardly likely to bear crops again."

— *Parade*

The *St. Paul Sunday Pioneer Press Parade* magazine, Oct. 12, 1980 reported on the loss of farmland on the national level.

Parade says that each year three million acres of American farmland go to uses other than agriculture. By the year 2000, "Florida which produces most of the grapefruit and a large portion of other citrus fruit in this country — will lose 100 percent of its prime farmland. So, too, will New Hampshire and Rhode Island, while West Virginia is projected to lose 73 percent, Connecticut 70 percent, Massachusetts 51 percent, Maryland 44 percent."

Unless legislation slows or halts the conversion rate of farmland, *Parade*

says, the Corn Belt states will lose about 32 million acres of prime farmland in the next 20 years. This equals a revenue of \$960 million a year.

The article quoted a report from the National Agricultural Lands Study which said laws protect much wilderness land, but not agricultural land. Developers will offer a price a farmer can't refuse for land near an expanding city. According to the report farming is an uncertain activity, and large capital gain from the sale of land is often hard to resist.



Peace Officer Standards & Training

In 1977, Minnesota became the first state in the nation to license its peace officers. To those who liked the idea, licensing was a movement toward police professionalism and a response toward making the profession more accountable to the public.

To those who didn't like the idea, licensing took away the local community's control over its peace officers.

Since 1977, the Legislature has made several changes in the licensing law. This article examines the law, along with the changes, and looks at the concerns of those on both sides of the issue.

Licensing — what it meant

The 1977 law created the Minnesota Peace Officer Standard and Training (POST) Board to establish rules and standards for licensing of peace officers as well as to administer licensing examinations, handle complaints, certify training institutions, and conduct studies. It replaced its predecessor, the Minnesota Peace Officer Training Board, which had limited powers and was not a licensing board.

Changes in training requirements under the 1977 law reflected the Legislature's desire to decentralize the training of recruits and make fuller use of the state's college and vocational school system. Traditionally, people had only to get a job with a law enforcement agency to become peace officers.

During the first year of employment, they would attend a two-month training

course through the Minnesota Bureau of Criminal Apprehension (BCA). New officers in Minneapolis, St. Paul and the State Patrol would attend their departments' training programs.

The law gave the POST Board authority to certify law enforcement programs in colleges and vocational-technical schools. Prospects who completed those programs and passed the board's tests could then get jobs as peace officers.

Supporters said it would encourage communities to hire those persons, sparing them the expense and inconvenience of sending recruits away to school.

The law change also reflected the national trend toward more broadly educated peace officers, according to the supporters.

1978 — includes constables

Constables (township peace officers),

who did not come under the 1977 licensing law, lobbied for a change. In 1978, the Legislature provided for the same licensing and training requirements for constables as other peace officers.

One constable lobbying for the change said, "prior to 1978, anybody who wanted to be a constable, with full arrest powers, could just get on the ballot and run for the position ... that scared me ... you could just imagine the caliber of people you'd get out there."

1979 — creates parttime peace officers

Along with licensing constables, the 1978 law also removed a provision of the 1977 law which had excluded peace officers in towns of 1,000 or less from the licensing requirements.

Legislators heard from those small towns who argued that they didn't need

and couldn't afford a fully licensed and trained peace officer.

Faced with this change going into effect July 1, 1979, the 1979 Legislature responded with a bill creating the position of parttime peace officer.

"What this bill does is take into consideration the different policing needs throughout the state," said Rep. Arlene Lehto (DFL-Duluth), author of the legislation. The bill provided for a second level peace officer with somewhat lesser training, and employment restricted to 14 hours per week.

1980 legislation

Under the parttime peace officer legislation, communities could hire only a certain number of parttime peace officers and could use them only if the officers were in radio communication with the county sheriff's department or a nearby community's fulltime peace officer.

"There was the realization that some communities might go to using all parttimers and not have any fulltime officers unless we put a ceiling on the number of parttimers," said Lehto.

The 1980 Legislature, in a bill requiring uniform colors for peace officers, relaxed quotas and allowed agencies which weren't eligible for parttime officers to have two such positions.

The legislation also increased the number of hours a parttimer could work from 14 to 20 hours per week. During committee hearings, legislators had heard from small cities having difficulties with the 14-hour limit and with the strict quota on parttime officers.

Licensing vs. local control

Opponents to the state's licensing of peace officers say it takes away local control. Most of the opposition comes from small city mayors and the Minnesota League of Small Cities, an organization of approximately 240 small cities under 5,000 population.

At a June interim hearing of the Law Enforcement and Corrections subcommittee of Criminal Justice, representatives of the league talked about the problems with the law and what changes they would like to see.

The league's recommendations include:

- giving small cities the authority to develop standards for those people who perform nontraditional law enforcement functions.
- requiring the state to subsidize any extra costs cities have to bear for state-mandated programs dealing with law enforcement.

- providing that state objectives not unnecessarily complicate local personnel practices which have worked well in the past.
- repealing the POST Board's minimum standards of conduct and writing directly into law standards the Legislature would approve.
- providing variances for political subdivisions having particular difficulty with the licensing standards.
- altering the POST Board to include majority representation from elected or appointed nonlaw-enforcement city and county officials.
- allowing parttime and reserve peace officers to become fulltime peace officers after taking a reasonably short POST-approved skills program.

"We all support the idea that police officers should be trained, but their training should be commensurate with their responsibilities or job description," said Howard Nelson, mayor of Lindstrom and member of the league. He said cities' policing needs vary, and each should have the authority to decide what type of training is necessary.

"A small town of 75 people might decide to go without any police protection because they cannot afford to hire a fully trained and licensed officer," Nelson said. "If the training is not required, they could put someone on who is not fully trained but could do what is necessary for a town that size."

Liability of municipalities

"I think their argument has lost weight since the Supreme Court decision which took away 'good faith' as a defense," said Mark K. Shields, executive director of the POST Board.

"In the past a community would decide how much training they should require for their peace officers, and if brought to court for some wrongdoing by an officer, the court would judge them on the reasonableness of that action. But now they are not going to have that protection. The courts are going to fall back on what standards states establish throughout the country," Shields said.

"One of the reasons for going the licensing route and establishing uniform criteria for training law enforcement officials is to protect the small community in court," said Lehto. "When they get into court, they can use as a defense the fact that they selected this official according to state standards."

"I don't think we have the protection everybody thinks we have," said Stanley

Peskar, League of Small Cities. "Cities and counties may be lulled into feeling that they are getting off the hook and they can let other people decide when their law enforcement personnel are qualified . . . Minnesota courts could find, and may well find, liability on the part of a municipality that simply follows POST standards."

No-training situation

"I think it is very unlikely that a city would go with a no-training situation, given the information on the current development of the law on liability," said Peskar. "In those cases, where a local municipality decides to go with a different standard because the state standards are not useful to their situation, they have to recognize and weigh the consequences of that decision."

"But that's the danger," said Shields. "With no state required licensing, a community could decide to do nothing at all . . . and when you and I travel through that community, we have the right to expect that policeman to be trained . . . equal protection under the law gives us that right."

Financial issue

"We have to address the problem as a financial issue," Steve Loeding, Minnesota State Sheriffs Association, said "How are local units of government going to provide their constituents with properly trained peace officers and be able to afford those officers?"

"We never know when that high-crime individual may come out of the metropolitan area and end up in the rural area," said Loeding.

"The person in the rural area needs the training to be able to deal with that problem . . . I can sympathize with local units of government, but we can't say it is the POST Board's fault."

Possible legislation

"We're exploring some legislation which will provide local units of government with some financial assistance," Shields said. "It's called penalty assessment. It provides for a 10 percent surcharge on fines, bail forfeitures, and traffic tags.

"That surcharge would be dedicated monies for law enforcement. Sixteen states have similar laws and it works really well. We're thinking this might be a way to offset some of the costs that are hampering local units of government.

"The theory behind this is the people who use the system, the violators, pay for it. I think it makes a lot of sense." □

Small Business Legislation

What's a small business?

The Legislature tightened up the definition of "small business" this year. All statutory references to small business will now mean a profit-making enterprise with 20 or fewer employees and not more than \$1 million in annual gross revenues.

The enterprise may not be an affiliate of a business which does not meet the definition, according to SF951 (Reding, DFL-Austin, Ch 361).

Conference-Small Business

Minnesota will sponsor a series of meetings of people in small businesses to "discuss the development of small business and its opportunities and needs in the state." The Minnesota Conference on Small Business (HF 2046, Pehler, DFL-St. Cloud; Ch 613) will hold meetings around the state starting in Jan. of 1981.

Delegates to the 1980 White House Conference on Small Business will participate.

Uniform Limited Partnership Act

The 1980 Legislature adopted the 1976 Uniform Limited Partnership Act, with SF133(Casserly, DFL-Mpls; Ch 582).

A limited partnership allows investors who do not control the company to invest and share profits of a business without being liable for more than the amount they invest. It allows a partnership to attract more capital without giving up control of the company by taking on additional general partners.

The National Conference of Commissioners on Uniform State Laws drafted the act. Minnesota is the third state to adopt it. Commissioners who serve with

the national conference get their authority from the governors of their individual states.

The law says:

- certificates creating the limited partnership must be on file in the county where the business is, so that partnership records are as available as corporate records;
- one who in "good faith" erroneously believes s/he is a limited partner may get relief from general liability to creditors by not receiving future profits. The previous law suggested a person may be unable to retain profits earned before learning s/he was not a limited partner;
- which actions a limited partner may take without participating in the control of the business;
- both general and limited partners may transact business with the partnership in the same manner as one who is not a partner;
- corporations may be limited partners;
- when a business is ceasing operations, the partnership must pay creditors first; then, general and limited partners on the same level.



Bonds for Alternative Energy

Municipalities may sell industrial development bonds to finance alternative energy projects businesses undertake.

Under HF1996 (Casserly, DFL-Mpls; Ch 480) the bonds may finance "any revenue producing enterprise" involving construction or sale of projects to generate or distribute energy from an alternative source. Such sources may use solar, wind, geothermal, biomass, and agricultural or forestry crops.

The law excludes projects involving petroleum and nuclear energy.

The bonds may finance a new system or an improvement on an old one. They may finance the project wholly or in part.

The project must provide enough revenue or savings to repay the loan from the municipality.

Small Business Finance Agency

The 1980 Legislature created a loan program for small businesses to finance pollution control and waste disposal. (HF2045, Reding, DFL-Austin; Ch 547)

The program, which the newly created Small Business Finance Agency runs, will also make business loans to small companies.

"Because of its ability to pool, or combine, loans to be funded from one or more issues of bonds," the law says "the agency will be able to spread its financing costs among the small businesses to which the agency makes loans, thereby reducing the costs incurred by each small business."

The agency will work with local governments and private financial institutions to provide the loans. It will raise money for the loans from the sale of tax exempt bonds. The agency may also borrow from private institutions, but may not borrow more than \$30 million at any one time.

Not more than 90 percent of any loan may come from money the agency raises through the sale of bonds. Nor may any loan cover more than 90 percent of the cost of a pollution control or business project.

The maximum pollution control loan may be \$500,000; the maximum business loan may be \$1 million.

The law prohibits some businesses from obtaining state financed loans, including: banks, real estate firms, professional or consulting firms, athletic facilities, and restaurants.

Special Interest Business Legislation**Resort Signs**

Resort and campground owners may request the Department of Transportation to place directional signs along non-freeway trunk highways which direct traffic to resorts and campgrounds. (SF1584, Ainley, IR-Park Rapids; Ch 413)

Owners would pay the cost of making, installing, maintaining, and removing the sign. A resort may have only one sign on any highway. The sign may not remain during the off-season. If the facility is visible from the highway, it may not have a sign that the state places.

Campgrounds, to be eligible, must have at least 15 camp sites and provide water and sanitary facilities.

Trucking Regulation

Trucks over 10,000 pounds, exempt from carrier regulations, must now meet some of those regulations.

State law exempts trucks which haul the owners' products, such as in agriculture and the wood products industry. SF1679 (Novak, DFL-New Brighton; Ch 465) requires exempt carriers to comply with regulations covering driver qualifications, maximum hours a driver may work, and safety provisions.

The new law also permits carriers which lease vehicles on a short term basis to purchase a "floater" identification card which is transferable among vehicles.

Courier Services

Courier services may now transport packages for occasional customers without state approved contracts, as long as the parcels weigh less than 100 pounds, and the courier uses small vehicles. (HF1732, Novak, DFL-New Brighton; Ch 428)

Past law required couriers to have a contract with each client, and the Public Service Commission had to approve each contract. Courier spokesmen said that customers with occasional, or one-time needs, had nowhere to turn.

The PSC has not yet developed rules for the administration of the law and may permit a courier to operate only in a limited area.

Auto Dealers

Out-of-state auto dealers and manufacturers may use dealer and manufacturers' license plates to transport autos into Minnesota when soliciting sales at an auction. Previously the law did not allow soliciting sales when using the special plates. (HF1962, Simoneau, DFL-Fridley; Ch 478) The law allows dealers to use "in transit" plates to transport used cars.

The law prohibits wholesalers from selling to or soliciting any retail dealer unless that dealer has a license to sell the make of auto the wholesaler offers.

Mobile Home Dealers Regulation

Regulations expanded protection to mobile home buyers and mobile home owners who rent a lot in a trailer park under SF630 (Schreiber, IR-Brooklyn Park; Ch 590).

The law now requires mobile home park owners to give at least 10 days notice before they begin eviction proceedings for non-payment of lot rent.

Dealers must post a \$20,000 surety bond to guarantee fulfillment of contracts. Dealers may be liable to customers for the amount of this bond if they engage in deceptive or unlawful trade practices; they may also lose their dealers' licenses.

The law prohibits "net listings" unless the agreement includes a binding promise where a dealer agrees to purchase a mobile home that was on consignment if it did not sell in a certain number of days. A net listing allows a dealer to keep proceeds on a sale beyond a certain level. Dealers sometimes provide a false estimate of a mobile home's value to increase profits from a net listing.

The law also requires dealers to disclose, to all parties, all charges and fees they receive for a mobile home transaction.

Indian Loans

Economic development loans for Indians are now available only to individuals who are enrolled members of Minnesota based tribes or bands. (SF1796, Ainley, IR-Park Rapids; Ch 391)

Tribes requested the restriction because the loan funds come from a tax on minerals extracted from Indian lands in Minnesota, said Charlotte White, Indian loan director for the Department of Economic Development.

To qualify for loans, individuals must be at least one quarter Indian. Location of business projects may be both on and off reservations. □

Commissions & Joint Committees

Legislators
work on
state business

read the
recap ...

The **Joint Legislative Committee on Agricultural Land Preservation** met July 10 and Aug. 20 ... heard testimony on taxes on farms and financing education ... the **Joint House/Senate Select Committee on Transportation Financing** met July 1 ... reviewed areas of study ... met again July 21 to hear a report on future transportation forecasts from the commissioner of transportation ... met Aug. 4 ... heard testimony on transit funding and operations from the MTC and Mn/DOT ... met again Sept. 3-4 in Bemidji, Willmar, and Mankato to discuss transportation needs and financial resources ... met Sept. 24 to hear reports on transportation financing in other states ... discussed meetings they held in other parts of the state.

The **Legislative Audit Commission** met Aug. 6 ... discussed office space for legislative auditor ... heard a progress report on evaluations from the Program Evaluation Division ... heard an update on financial audits ... requested an audit of the Minnesota Zoological Gardens ... heard testimony on the Minneapolis Community College audit ... the commission's new **subcommittee on Space for the Auditor's Office** met Sept. 3 to discuss the limited space in the auditor's office ... the **subcommittee on Personnel** met Aug. 26 ... approved salary adjustments.

The **Legislative Commission on Employee Relations** met Aug. 21 ... heard reports on the implementation of 1980 legislation; agencies involved with labor relations; collective bargaining issues; collective bargaining vs. arbitration for county employees ... heard testimony from employee associations ... the **Legislative Commission on Energy** held its organizational meeting July 16 ... elected Sen. Humphrey as chairman ... discussed possible areas of study ... met July 31 ... discussed direction for interim work on energy issues ... reviewed work plans ... met again Sept. 25 ... heard a review of the Energy Agency's biennial report.

On July 16, the **Legislative Commission on Minnesota Resources (LCMR)** reviewed the DNR's Landowners' Bill of Rights ... accepted the Fuelwood Management Work Program ... considered the Biomass Program, interest on Paragraph g grant, the Washington County Lake Elmo Regional Park grant, uranium exploration, and the Ice Air Conditioning Project ... met again Aug. 13 ... approved the Legislative Review Committee's recommendations ... heard testimony on the Federal Five Agency Project ... approved funds for the Lake Elmo Regional Park ... approved the Scientific and Natural Areas Long Range Plan ... discussed the Timber Study Conference ... discussed the Red Clay project.

LCMR committees also met ... the **Water Committee** on July 16 heard an update of PCA lake improvement projects ... received a request for funds for construction and repair of dams on Heron Lake ... heard a report on the Red Clay project ... reviewed Koochiching County ditch problems ... discussed the study of local water planning authorities ... met again Sept. 11 ... recommended the Heron Lake Work Program ... approved PCA requests for lake restoration project funds ... recommended the Water Planning Board's budget ... recommended establishment of a hydropower research institute at the St. Anthony Falls hydraulic laboratory ... discussed the Koochiching County Ditch study proposal.

The **LCMR Forestry Committee** met July 29 ... approved the Banzhaf monthly progress report ... met again Sept. 14 ... approved acquisition of land in Fillmore County for the Hardwood State Forest ... approved the monthly Banzhaf progress report ... discussed the Minnesota Timber Resource Study ... the **Legislative Review Committee** met Aug. 13 ... approved funding for six projects ... discussed UPARR funding ... the **Land and Recreation Committee** met Aug. 26 ... heard a report on the Boot Lake Scientific and Natural Area ... approved funds for the area.

The **Legislative Commission on Pensions and Retirement** met in Walker, MN on July 25-27 ... reviewed HF2395/SF2339 on fiduciary standards for public pensions ... heard testimony on the bills from the Teachers Retirement Association, the Minnesota State Retirement System, and the Public Employees Retirement Association ... reviewed 1980 legislation relating to: major statewide retirement funds, the state board of investment, local police and firefighters relief associations, first class city funds, and all governmental subdivisions ... met again Aug. 21 ... heard a report on authorized types of service for purchase ... heard testimony from the Minnesota School Boards Association, MEA, PERA, AFSCME, and MSRS ... met again Sept. 12-14 in Duluth ... discussed MSRS actuarial valuations ... heard a report on adding an additional classification to the MSRS Correctional Employees' Retirement Plan ... heard a report on reducing public pension fund employer contributions.

On July 21, the **Legislative Commission on Waste Management** elected Sen. Merriam as chairman ... reviewed state agency involvement in waste management ... met Sept. 16 ... approved the organizational structure and operating procedures for the commission ... heard reports on the PCA's packaging review program ... approved work programs for the Solid Waste Management Assistance and the Waste Reduction/Source Separation demonstration projects ... recommended approval of a position for an inspector of sewage sludge disposal facilities ... reviewed activities of the Waste Management Board ... heard reports on resource recovery.

The **Legislative Commission to Review Administrative Rules** met July 16 ... considered topics for future study ... met Aug. 19 ... reviewed the PCA's hazardous waste rules ... heard testimony on controversial hazardous waste rules ... met again Sept. 17 ... considered changes in the Administrative Procedures Act (APA) public petition process ... recommended the Governmental Operations Committees (House and Senate) review the APA ... reviewed rules and laws relating to sales tax on certain meals ... reviewed rules on outdoor display lighting, jail standards, drivers' licenses for the handicapped.

The **Legislative Coordinating Commission** met July 29 ... appointed a subcommittee on computerized reapportionment ... reviewed computerized reapportionment proposals ... the **subcommittee on the Revisor's Office** met Aug. 26 ... reviewed salaries and staffing for the office ... the **subcommittee on Reapportionment** met Aug. 29 ... heard a report on the computerized reapportionment system ... discussed access to computer reapportionment information ... approved and sent to the full commission a recommendation for Land Management Information Center costs ... the **subcommittee on Salaries** met Sept. 16 ... approved a parttime position for the Legislative Commission on Waste Management ... approved cost of living adjustments for employees of commissions under LCC jurisdiction.

The **Mississippi River Parkway Commission** met July 23 ... overviewed the parkway commission ... discussed coordination with Mn/DOT ... heard reports from DNR; Historical Society; Tourism Division of Economic Development; U.S. Fish and Wildlife Service; Corps of Engineers; and Federal Highway Administration ... the **Tax Study Commission** met July 23 ... approved merit and cost of living salary increases for commission staff ... heard a report on the Sales and Excise Taxes subcommittee's study of unemployment taxes ... heard testimony on the state revenue deficit ... heard a progress report on how states finance local governments ... the commission's **subcommittee on Sales and Excise Taxes** met Sept. 4.

On July 8, the **Workers' Compensation State Fund Legislative Study Commission** met to hear testimony on analysis of state funds ... discussed premium taxes ... reviewed a Technicon study of private carriers, state funds, and self insurers ... met July 22 ... heard testimony on a comparison of state workers' compensation funds and private workers' compensation insurance companies ... met Aug. 5 ... heard testimony on the 1977 Alaskan feasibility study on establishing a state fund ... met Aug. 19 ... heard a report on the Minnesota Compensation Bureau rate filings ... met Sept. 3 to hear a report on cash flow functions of insurance companies ... met Sept. 17 ... heard a presentation on the Workers' Compensation Reinsurance Association. □



Kay Peterson

The Council on Black Minnesotans met for the first time this interim. Later they joined with the Council on the Economic Status of Women, the Indian Affairs Intertribal Board, and the Spanish Speaking Affairs Council to make recommendations for legislative action. The councils and board scheduled their first public hearing on the recommendations for Nov. 6, 1980.



your place in the fun ...
 the 1980 Minnesota
STATE FAIR

"I think this is a wonderful idea," said Kathy Klammer, of Good Thunder, Minnesota, about the House State Fair display. Her son Luke (photo at right) literally ate it up. Like Kathy, hundreds of folks found their way to the Machinery/State Exhibits Building on Machinery Hill and the Minnesota House of Representatives' display.

People picked up information, found "home" on the legislative district maps, visited with House members, and, generally, got acquainted with the Legislature. (See Members Comment p. 28.)

If you were among the visitors who voted in the House Unofficial State Fair Mini Poll, the chart on the next page gives you a chance to compare the mini poll with the way things turned out on Nov. 4.

Put us on your list of places to see at the Fair in '81. Bring the family. The theme is, "Government is for Everyone."



Jean Steiner



"Here's our district. Right here."



Jean Mehle

"Press the button get a question. Press a button get the answer." Rep. John Clawson (DFL-Center City), helps fairgoers with the question/answer slide show.



Jean Mehle

Miss us at the Fair?
See "The Back Page" in
this issue for
where to get information.



"Who's our representative?" they asked. "This is your district number; here's a picture of your representative," said Jan Spicer, House Index employee. The book's the *Official Directory of the Minnesota Legislature*, a publication of the Minnesota House and Senate.

STATE FAIR OPINION POLL — RESULTS

Title of Constitutional Amendment	total votes on question	% voting yes or no on question	% of total voting in poll*
I. Reapportionment: transfer to a bipartisan commission	579	yes: 66% no: 34%	yes: 60% no: 40%
II. Campaign spending: limits and disclosure	580	yes: 76% no: 24%	yes: 69% no: 31%
III. Highway bonds: removal of certain restrictions	551	yes: 50% no: 50%	yes: 43% no: 50% (failed)
IV. Initiative and referendum: establishment of	571	yes: 61% no: 39%	yes: 54% no: 46%
V. Notaries public: removal of Senate approval	544	yes: 56% no: 44%	yes: 48% no: 52% (failed)

*the total number of persons voting on all questions was 636. A failure to vote on any one question is counted as a "no" vote.

At the House State Fair display during the 12 days of the fair, the Minnesota House of Representatives has a voting booth to help voters become familiar with how to work the booth. As part of that effort, people vote on selected issues in an unofficial "mini" poll. This year, State Fair visitors voted on the Constitutional Amendments that were coming on the November ballot. There were no age restrictions on who could vote in the State Fair Opinion Poll.

House members helped out at the Fair display. How did they like it? Were the concerns of people they met much the same as those of the people in their home districts? Would they recommend a stint at the Fair to other House members? We asked them. Here's what they said ...



**Rep. Douglas R. Ewald
(IR-Minnetonka)**

"Why did I work at the Fair? I love it. I like the kind of people who go to the Fair and I enjoy meeting them. I think people are interested in talking to their legislators, in direct proportion to the interest that the legislator shows in talking to them.

"At the Fair, you run into a higher percentage of people who are politically active. I met candidates, present, past, and future who wanted to talk about what's involved in running a campaign and getting elected. Fewer people in my district want to discuss the nuts and bolts of a political campaign, but the general questions about issues, bills, and laws are about the same.

"The most common question I had this year came from teachers who wanted to know about the shortfall in the state's revenue and how public education was going to fare. There were also several questions about the indexing that was included as part of the tax package.

"There were a number of suggestions made to me—most seemed to be in the neighborhood of increasing even more the visibility of the House of Representatives through such things as the State Fair display. People were impressed with that, and as long as it was made easy for them to be a part of the governmental process, they would like to keep on being a part of that process.

"I would encourage other representatives to put in some time at the House booth. It's great preparation for a campaign."



**Rep. Robert W. Reif
(IR-White Bear Lake)**

"It seems to be typical that people are a little hesitant about starting conversation. When I noticed this, I often made a point of contacting them and initiating conversation.

"Then, there are those who take on that opportunity with a real verve and are very anxious to unload their opinions on you.

"Many constituents realize that they do have access to their representatives. Yet, there are probably some good reasons why they don't contact us more often. One is the sense of uselessness, 'what good will it do'. Secondly, there is the idea that government is such huge machinery that one individual can accomplish very little.

"Finally, there is a hesitance to 'bother' one's representative or senator. Perhaps all of this enhances a natural apathy and prevailing cynicism. It seems to be more natural not to do anything about government rather than to get involved. I don't know how you overcome that, except to get more people involved.

"I enjoy working at the Fair for a number of reasons. I enjoy meeting people and general conversation. I also think the booth is a good means of relating to the public.

"I would like to see the legislators, all of them, participate to a greater extent."



**Rep. Wayne A. Simoneau
(DFL-Fridley)**

"I've worked at the Fair ever since I've been in the Legislature. I think it's part of the job.

"It's important that we get out and make sure that people know we're just like the guy down the street, only we happen to serve in the Legislature as well as repair the cars, or raise feed cattle, or whatever other occupation we may have.

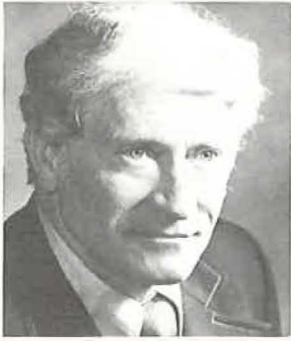
"I felt the attitude of those I met at the Fair was extremely positive. People were very friendly and interested in meeting members and in seeing the informational material.

"In fact, I spent some extra time with people who just wanted to stand around and chat. Some had ideas or suggestions on dealing with issues. Others wanted just to express their concerns on energy, housing, and such.

"And, I spent quite a bit of time with a farmer who discussed the problems of raising hogs and cattle in terms of the feedlot regulations, for example. He wasn't particularly upset, but he wanted to chat about it and to make sure that those from the metro area would come to a better understanding of his problems as a farmer.

"This was brand new for me, coming from the metro area. Strangely enough, discussion of the price of beef cattle and the cost of raising them was one of the most interesting topics I conversed about.

"I'd definitely encourage House members to help out at the Fair. If we could make sure we get enough legislators there, at least during the afternoon and evening, it would be one of the high points that legislators are available and people can come in and chat with them."



Rep. Kenneth J. McDonald (IR-Watertown)

"There is definitely a similarity of concerns among those in my district and those at the Fair. But, there's a noticeable difference of concern over issues between urban and rural people.

"When those from a rural area discuss taxes, they are usually stating that taxes are too high on agricultural production land, for example. Whereas, those in an urban area will discuss taxes, but it most likely wouldn't be agriculturally related. So, the topics are similar, but there's a different application, obviously, due to geography.

"People do seem to be very much interested in meeting legislators, in talking about the issues. Most discussion I was involved in was on topics such as government spending, taxes—too high or unfair—and education.

"Some were inquisitive about government—what the various functions of the different levels of government are. Others offered their ideas and opinions as to the solution of state problems.

"Not enough people are aware of the accessibility of their representatives and of public information. We should do all we can to make them aware.

"I very much enjoy working at the Fair—to get a sense of what people are thinking and talking about. It's very helpful to me.

"I think we should all do it—all members of the House."



Rep. John L. Weaver (IR-Anoka)

"I'm not from a strong agricultural district, so it was fun for me to have a chance to get the perspective of the agricultural community.

"I had a farmer from the metro area who stopped at the booth. He was interested in the governmental process. He'd heard something about the Ag Preserves Act, and come to find out, his farm was in a developing area. (see p. 18)

"He was very anxious to get the particulars on that. I got his name and address and sent him some materials that the chief author of the bill, Rep. Schreiber, had given me.

"I'm sure, in his case, that was as important a contact as any he could have made. It was very important to me, because it made me feel as though I had done something worthwhile.

"Did people seem shy about approaching a public official? I sense that people are not really warm about identifying themselves with, or dealing with, a politician. I'm concerned about that. Quite frankly, I don't like to call myself a politician. I think it has a negative connotation.

"I think it is more of an attitude than shyness. I'm not afraid to greet people, and when I did that, it warmed the waters. People were interested. If they had a question, they'd let me know what it was.

"I'm thrilled that the House is doing this. It's an excellent outlet for what we have to be proud of."



Rep. Tad Jude (DFL-Mound)

"I got a couple good ideas for legislation from people I talked to. I've written them down. Hopefully, we can act on them next year. There was a lot of discussion on politics, which I find very interesting.

"My district is pretty diverse. There are farmers, city dwellers and small town people, so I don't feel I could have run into a more broad spectrum of citizens and interests at the Fair than in my own district, though people may have had different kinds of concerns in terms of local issues.

"I think people were happy to have an elected official to talk to. They had questions about state government, voting procedures, the constitutional amendments and, especially, the budget deficit.

"I've always gone to the Fair. I like to visit with people as they come by the booth and meet people from different parts of the state.

"A lot of people aren't aware of who their state legislators are. This is something that the House booth does a good job of. I enjoy working in the House booth, and I think other members would enjoy it, too, once they've tried it."



Rep. John T. Clawson (DFL-Center City)

"All the people I met were from outside of my district. That brought to my attention some new problems, or more often new perspectives on issues. It's always helpful to talk to people who are not from your own district, who can't vote for you. You tend to look at those people in a different way than you do your own constituents.

"Most interesting for me was running into a layman who was familiar with a bill on the nonpartisan selection of judges that I had introduced. I had a good time discussing that with him. Questions concerning House procedure; the Minnesota Legislature came up frequently. I like those discussions.

"I hope that the efforts in House Information will continue. I think, generally, the public doesn't know such things as who their state legislators are, much less how to go about contacting them. Without sounding too corny about it, I think that's important.

Would he encourage other members to work at the Fair?
"Sure would."

Deadline Update — More Meetings

Agriculture and Transportation met jointly on July 14. Members toured the roadside rest area east of St. James, met with citizens in Windom and Butterfield, and reviewed inspection of the Butterfield overpass.

Appropriations/Education Division toured facilities and heard a presentation on the hospital renewal project at University Hospitals in Minneapolis.

Appropriations/State Departments Division met July 14 and 15 in several areas of Minnesota. Members met in Dawson and in Cyrus to discuss rail improvement projects; viewed track conditions at Dawson and Madison; toured the proposed site of the Mississippi Headwaters Interpretive Center at Itasca State Park; met with personnel of West Central Minnesota Television, KWCM TV, in Appleton and Northern Minnesota Public Television, KAWE TV and KBSB radio in Bemidji.

Appropriations/State Departments Division met July 20-23 to check on park improvements at state parks along the North Shore; met with park personnel at Isle Royale. The division met Aug. 21 and 22 to visit the Forestry Interpretive Center and the DNR regional wood burning facility near Grand Rapids. The division also met on Sept. 26 to discuss LAC requests and the issuance of certificates of indebtedness. Representatives from the Department of Finance, the Crime Control Planning Board, and the Iron Range Resources and Rehabilitation Board spoke.

Health and Welfare/Health Care subcommittee met July 29. Members heard from the Citizens League on its report on Chemical Dependency. The report said the Legislature should:

- consolidate chemical dependency responsibilities
- review the current blood alcohol content limit
- require certain professions to receive education on CD identification and referral
- consider medical care assistance for general assistance recipients at primary and extended care facilities
- give high priority to minority groups
- encourage programs for persons with chemical use problems apart from dependency.

Judiciary met Aug. 14 to discuss data privacy as it relates to law enforcement. Editors and reporters from area newspapers expressed concern over the difficulty they have had recently in obtaining information on police activities. Both the media and law enforcement officials said the data privacy law relating to access to law enforcement data is confusing but are trying to work out problems. Law enforcement agencies differ on the interpretation of the law.

Local and Urban Affairs met Aug. 7. Ray Glumack from the Metropolitan Airports Commission told the committee about the commission's plan to defer certain bonding projects and sell \$24.5 million in bonds to finance construction projects for Republic Airlines.

The committee also heard from the Metropolitan Council on the feasibility study of light rail transit. The council employed consultants to complete the study by March 1, 1981.

The PCA and the Metropolitan Waste Control Commission (MWCC) presented testimony on a stipulation they entered into governing air and water quality at MWCC's main waste treatment facility.

Local and Urban Affairs; Taxes; Appropriations met jointly in Hill City on Aug. 17-19 to overview bonding issues. Municipal bond firms, bond attorneys, and government officials provided information on municipal finance and policy issues.

Transportation met July 1 to discuss specifications for vehicles for transporting the handicapped and the elderly. Persons representing companies which make the vehicles said some specifications were difficult to meet. A representative from Courage Center said the specifications need improvements. An employee from the Department of Administration explained how the department takes bids on these vehicles.

Waste and Mismanagement in Government — a new House committee to study waste and mismanagement in government. Members are: Reps. Randy Kelly, DFL-St. Paul, chairman; Thomas Berkelman, DFL-Duluth; Jim Evans, IR-Detroit Lakes; Mary Forsythe, IR-Edina; Dick Kaley, IR-Rochester; Lona Minne, DFL-Hibbing; Steve Novak, DFL-New Brighton.

The committee met Aug. 26 with the Senate Governmental Operations subcommittee on Waste and Mismanagement. They heard reports on the Governor's Task Force on Waste and Mismanagement in effect under Governor Rudy Perpich; preliminary agency expenditures analysis; waste reduction efforts in the governor's office; improvements in state government from the Department of Administration. The committee will be studying the unclassified personnel system, space, printing, and computer operations.

The committee's **Task Force on Telecommunications and Information Systems** met Sept. 16. The Legislative Audit Commission reported on the Information Services Bureau (ISB) state computer center. The audit commission's Program Evaluation Division did an evaluation of ISB.

Commissions

The Joint House/Senate Select Committee on Transportation Financing met Oct. 16 to hear from Mn/DOT on highway budget constraints, and from the Federal Department of Transportation on future federal highway financing.

The Legislative Audit Commission met Oct. 14 and approved reports from the subcommittee on Personnel and the subcommittee on the Auditor's Office. Members discussed projects of the Legislative Auditor's Office.

The Legislative Commission on Pensions and Retirement approved salary adjustments and a proposed budget for the next biennium. The commission heard reports from the Department of Corrections and from retirement funds on Oct. 15.

The Legislative Coordinating Commission met on Oct. 1. Members approved a report from the subcommittee on Salaries, approved certain personnel matters, reviewed budget process of legislative commissions, and approved a directive requiring commissions to use the recommendations for executive branch agencies in preparing proposed budgets.

Workers Compensation State Fund Legislative Study Commission met on Oct. 7 and Oct. 21 to hear testimony and analyses concerning the state fund issue.

Motorcycle license regulations change

Motorcycle operators now receive licenses in two engine size categories, public safety administrator Harold Peterson told the Safety and General Transportation subcommittee. Motorcyclists who test on a motorcycle below 260 cubic centimeters may operate only vehicles below that size.

Peterson told the subcommittee that he enacted the regulation administratively after consulting motorcycle riders' and dealers' organizations. A witness from the Minnesota Motorcycle Dealers Association said he supported the categorical licenses. The subcommittee met Sept. 23, and also discussed the 55 mph speed limit. See p. 4.

Wild and scenic rivers

The Recreation and Open Space subcommittee of Environment and Natural Resources heard a status report on the Wild and Scenic Rivers Program. Paul Swenson, Rivers Planning Section, DNR, said LCMR approved a Wild and Scenic Rivers program which calls for a statewide study of the program and completion of the studies of the Snake, Crow, and Zumbro Rivers instead of specific river studies.

Swenson said they have temporarily suspended the program because of controversy over the Wild and Scenic Rivers Act. He said people aren't opposed to the program, or to the concept of the program, but are opposed to government control and regulations.

See p. 3 for the subcommittee's discussion on the state park system in Minnesota.

Teenage Pregnancy

The Social Services subcommittee of Health and Welfare met Oct. 16 to listen to further testimony on the issue of teenage pregnancy. (See p. 12)

The Hennepin and Ramsey County Welfare Departments expressed concern over the increasing percentages of teens who are keeping their babies and living where they have no supervision.

Kathleen Mumford, Hennepin County, told of

Hennepin County's project where social workers meet with young mothers about parenting skills. Social workers encourage them to raise their children where the mother can get some help and supervision e.g., foster homes to protect the rights of the infants.

Ramsey County works with a program that gives support to young mothers, but Ramsey would like to develop its own programs to ensure that young mothers are raising their children in an atmosphere of constant supervision. The idea being that the teenager continues to get parenting. Mary Ann Journey of the Ramsey County Welfare Department feels that their programs need legislative assistance to be effective. She feels teenage mothers, 17 years and younger, should not be living and raising children on their own.

Recommendations for possible legislation from public testimony center around supervision for teen mothers, a continuation of birth notices to social services, and a possible change in the laws that established AFDC (Financial Aid for Families with Dependent Children) grants for eligible mothers of any age.

Reapportionment

Oct. 16, the subcommittee on Reapportionment met to choose a supplier of computer programs (software) to use in the redistricting of the state. Members of this subcommittee of the Legislative Coordinating Commission are Chairman Steve Keefe, (DFL-Minneapolis), Sen. Robert Ashbach, (IR-St. Paul), Rep. Ray Faricy, (DFL-St. Paul), and Rep. Gerald Knickerbocker, (IR-Minnetonka).

Over the summer, the group of legislators met to build a foundation for, and make the first decisions on, reapportioning Minnesota. So far the subcommittee has completed the groundwork for the nine-member bipartisan commission voters would have to approve in the general election on Nov. 4.

The subcommittee has chosen a computer hardware system which will be under the operation of a state planning agency, Land Management. It has talked about what information should make up the database and outlined the decisions the elected commission will make.

At the Oct. 16 meeting, the subcommittee selected ABT Associates, Inc. to handle the necessary computer technology. Details are still in negotiation, but the subcommittee chose ABT on the basis of cost and experience factors, and on their existing programs.

The subcommittee will turn over collected materials and data to the Legislature for its use in the redistricting project if voters voted down the bipartisan commission amendment on Nov. 4 and the reapportionment task goes to the Legislature.



Rep. Lon Heinitz (IR-Wayzata) talked to the Minnesota Senior Federation Workshop on Lobbying in Oct. Heinitz, a six-term veteran member of the House, served as speaker pro tem during the 1979 session and, in 1980, on the Financial Institutions/Insurance, Governmental Operations, Health/Welfare, Rules/Legislative Administration Committees. The federation, gearing up for its legislative efforts for the upcoming 1981 session, used the workshop to involve its members in following the legislative process and to give them the how-to's of lobbying for bills they want to become law.



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Where To Get Information

Chief Clerk's Office
Rm 211, State Capitol
(612) 296-2314

House Index Department
Rm 211, State Capitol
(612) 296-6646

House Information Office
Rm 9, State Capitol
St. Paul, MN 55155
(612) 296-2146

LEGISLATORS

Who represents you at the State Capitol?

The House Information Office can tell you. State maps of legislative districts are also available.

Legislators' districts, addresses, phone numbers, biographical information, and photos

The House and Senate publish this in the *Official Directory of the Minnesota Legislature* and the *Members Directory*. You can get copies of these in the House Information Office. Information Office publications are also available in the Chief Clerk's Office.

What legislation did your representative introduce?

Stop at the House Index Department. They have a CRT (Cathode Ray Tube) which shows information on a television-like screen. The CRT lists each member and the bills he/she sponsored in the current session. Index staff will help you use the CRT.

To contact your legislator, address him/her as follows:

The Honorable (name),
Minnesota House of
Representatives (or Minnesota
Senate) State Capitol, St. Paul,
MN 55155. Dear Representative
(or Senator) name.

BILLS

Need a copy of a bill?

The Chief Clerk's Office can give you copies of bills and resolutions.

Need to know the status, authors, or committee assignments of bills?

Call the House Index Department. The information is on computer, and includes Journal page numbers of action on bills.

Bill introductions.

The House Information Office publishes bill introductions in the *Weekly Wrap-up*. If you would like to be on the mailing list for the *Wrap-up*, contact the Information Office.

Bills on a specific topic, or in a specific committee.

The House Index Department has lists of bills in each committee and on specific topics, e.g. environment, taxes, education, etc. (175 topics) on the CRT.

Which bills became law?

This is on the CRT in House Index. Each week, the *Wrap-up* gives the bills the governor signed. The final issue summarizes all bills the Legislature passed during the session. The *Session* magazine

Would you like a tour of the Capitol?

The Office of Educational Services, Rm 124-D, State Capitol, (612) 296-8081, will arrange visits which highlight the work of the Legislature and its members, for school groups, citizens' groups, and out-of-state visitors.

The Minnesota Historical Society provides tours. Groups of 10 or more should schedule tours (612) 296-2881.

In the Senate

The Secretary of the Senate's Office (612) 296-2343 and Senate Index (612) 296-2887, Rm 231, State Capitol, provide services similar to the Chief Clerk's Office and House Index.

The Senate Information Office, Rm B-29, State Capitol, (612) 296-0504, provides services similar to those the House Information Officers.

summarizes new laws each session. Contact the Information Office to get on the *Session* mailing list.

COMMITTEES

For committee meeting schedules.

Call (612) 296-9283, a 24-hour hot line recording of daily House meeting schedules (time, place, and agendas). Senate hot line: (612) 296-8088. The Information Office and the Chief Clerk's Office have copies of daily schedules, *Today*.

The weekly schedule of upcoming meetings is in the *Weekly Wrap-up*.

Standing committees and committee assignments.

These are in the *Members Directory* and the *Official Directory*.

Committee action during the session.

The *Weekly Wrap-up* reports on what happened in committees each week.

Committee action during the interim.

The House Information Office summarizes what happened in committees during the interim in the *Interim* magazine. (Same mailing list as *Session*.)

GENERAL INFORMATION

Proceedings in the House.

The Chief Clerk's Office can answer your questions. The office publishes the *Journal of the House*, the official daily record of legislative action.

The Legislature — how it all works.

The House Information and Chief Clerk's Offices can give you general information. The Information Office has brochures on the process including: *How a Bill Becomes a Law*; *The Road to Minnesota Laws*, cartoon version of how a bill becomes law; *Citizen's Participation Course*, test-yourself quiz on the Legislature; *Joey's Visit*, coloring book for the very young.

Agendas of House action.

The Chief Clerk's Office has copies of the *Calendar*, *General Orders*, etc., schedules of House floor action.

Where members sit in the House Chamber.

The Information Office publishes a *Seating Arrangement of the Minnesota Legislature*.

House employees.

You'll find this in the *Staff Telephone Directory* and the *Official Directory* available in the Information Office.

Other areas of state government.

The House Information Office can direct you to the appropriate place. The office publishes the *Three Branches of Government*, a wall chart showing the structure of state government.