



Minnesota Journal

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Area police explore partnerships with community, changing culture of policing

Second of two articles. Twin Cities police departments are showing renewed interest in community policing, a strategy that many experts say improves public safety and reduces citizens' fear of crime. Several pilot projects are underway in the metropolitan area. But before the approach can move from experiment to system change, citizens and police departments must change old habits of thinking about law enforcement.

by Janet Dudrow

Community policing is a philosophy that stresses partnerships between police and citizens to reduce crime over the long term. Community policing strategies typically focus on understanding patterns of crime, assigning police to specific neighborhoods to build long-term relationships, and empowering citizens to prevent crime.

The Minneapolis and St. Paul police departments are both implementing community policing strategies and nine other metropolitan departments are starting initiatives with funding from the state's Office of Drug Policy and Violence Prevention.

An old idea, reborn

The idea of police and communities as partners in law enforcement

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Outcomes: Letting kids off the hook?

by Ted Kolderie

One of the hot topics on the education-policy agenda is the idea of shifting to "outcomes": defining what kids should know and be able to do and testing for the mastery of that competence. The notion is that graduation (or admission to college, or employment) would depend on that mastery.

Recent conversations with a teacher in Rochester—a district known for its effort at outcomes-based education—raise questions about how well the idea is working.

"We've combined the concepts of outcomes and mastery," the teacher said. "A student gets a grade only when s/he's mastered the outcomes."

"Converting the curriculum to an outcomes basis is not difficult. That's done quickly and fairly easily. The hard part is getting people to accept it. Not so much the teachers. More the kids and their parents."

"When the course starts we tell the kids what they're supposed to learn. Then they all work at it. Then we test for it. That's the way it's supposed to work. But the kids want to know what they're sup-

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'Report cards' new weapon in battle among health plans; quality info lacking

People who spend their days immersed in health-care data now find that more people notice what they do. Once the butt of jokes ("I became an actuary because I didn't have enough personality to be an auditor"), the keepers of the data now are valued foot soldiers in the warfare among competing health plans, furiously fighting over market share.

Proposals to circulate volumes of comparative data are a crucial element of health reform initiatives under consideration in Washington and debated in various state capitols.

Why? Look at the language of the

by Allan Baumgarten

1993 Minnesota Care bills which, at this writing, are in a conference committee:

- "The health reform initiatives being implemented rely heavily on the availability of valid, objective data."
- The integrated data systems envisioned in the bills will provide "clear, usable information on the cost, quality, and structure of health-care services in Minnesota."
- The goal of creating a system of integrated service networks ISNs for Minnesota (described in the Febru-

ary 1993 *Minnesota Journal*) is to "encourage and facilitate competition through the collection and distribution of reliable information on the cost, prices and quality of each integrated service network in a manner that allows comparisons between networks."

While state leaders may hope that comparative data on health plans and providers will make purchasers into more savvy consumers, health plans have their own interests to pursue. The marketing battles now fought among health maintenance organizations (HMOs) and other health plans are testing the potency of compara-

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Divided cities can't compete in global marketplace

Cities and their surrounding suburban regions are the real arena for global economic competition in the 21st century, according to a report recently initiated by the U.S. German Marshall Fund. The report subjected six cities, three each in North America and Europe, to a six-week comparative analysis. "Urban centers need to think of themselves as an urban entity competing in the world," in the words of David Garrison, director of the Urban Center at Cleveland State University.

The report concluded there are eight major requirements for successful competition in the global economy. We can look upon these requirements as a timely backdrop, as our elected leaders here struggle to review the role of regional government and to address rising poverty and social distress.

Urban areas need to aggressively position themselves, based on their strengths, to compete economically in the global economy. Business, labor and government need to do a careful and thorough audit of our wealth-creation strategies and to build on our strengths and carve out a niche in the emerging global economy. The effort currently underway by the Minneapolis Chamber of Commerce and others is a good beginning at devising appropriate strategies and it should be paralleled at the state level.

Find ways to bring city and suburb together in a regional alliance, based on the reality of one labor market and one econo-

Viewpoint

by Lyle Wray

my competing with similar urban economies elsewhere. We need to develop mechanisms to unify our region around the common goal of competing in the global economy. To do this, we will need to add collaborative strategies to supplement our competitive strategies for work force preparation, redevelopment, and infrastructure.

Modernize education and training to meet the demands of the new economy. Developing better linkages between the rapidly evolving business requirements for worker skills and our educational systems, and between school and work experiences is vital. We need to move beyond vague dissatisfaction over the competencies of our graduates to a systematic conversation on how we can meet the future business requirements for graduates in social, language, and information skills.

Avoid or undo public and private decisions that concentrate poverty in specific areas or neighborhoods. Though highly controversial, reviewing and reversing regional and local land use and infrastructure policies that perpetuate the concentration of poverty needs to be a priority. Crafting a policy balance between deconcentration of poverty and redeveloping economically challenged communities requires careful thought and considerable courage. The problem

diagnoses set forth by Rep. Myron Orfield and the Metropolitan Council's *Trouble at the Core* report are good starting points for this task.

Revise the social welfare system to motivate and reward self-reliance, initiative, and participation rather than to perpetuate dependency. We are on the path of welfare reform, but much more needs to be done to implement the steps described by Lisbeth Schorr in her book *Within Our Reach*—steps to put together effective programs to free families from poverty. Crucial to this effort are both the creation of and access to jobs that pay "family friendly" wages.

Accommodate diversity rather than perpetuating the social isolation and separatism that leads inevitably to social conflict. Efforts such as the Minneapolis Initiative Against Racism are an important step in saying to our community that racism "is not the way we do things here." Much more is needed, though, to build on the strength of diversity. We could, for example, leverage our large Southeast Asian community's ties as an economic bridge to the most rapidly growing economic region in the world.

Bring a new coherence to strategies for human development so they complement and reinforce economic and physical development of the urban area. We need

to question how our local and regional government's emphasis on land use and physical infrastructure can properly be married to a human and economic development perspective. Sadly, the complex interconnections among these issues only seem to become apparent long after problems have begun to emerge. Planning models and policies will need substantial revision to bring about greater coherence.

Forge new partnerships across political boundaries, bureaucracies and public and private interests in order to surmount obstacles to change. The common goal of economic competition in the global marketplace could be a basis for collaboration that otherwise might be lacking among actors in the public and private sectors in our region. Although building collaboration across a spectrum of issues is a slow, laborious process, there are few apparent alternatives.

Positioning our urban area for global economic competition could rally disparate interests and voices around shared regional agendas for the coming decades. The Metropolitan Council has begun taking this view. We need to add the voices of many more actors to the conversation and begin the hard work of aligning our major institutions with the new discipline of a globally driven local economy.

Lyle Wray is executive director of the Citizens League.

Gambling proposals still sparking editorial controversy

On Balance

Editors were nowhere near adjourning their legislative critiques.

St. Cloud Times objected (May 6) to a proposal to scuttle the state lottery. Legislators who would do away with the lottery "may have lost sight of the Legislature's own addiction—to spending." **Mankato Free Press** praised (May 4) a proposal that Indian leaders make payments to the counties (where casinos are located) and build no more casinos, in exchange for a legislative promise not to approve additional gambling. "The idea is a good one. It provides incentives for both sides and both sides give up something."

Star Tribune called for (April 13) the Legislature to pass proposals for electing the members of the Metropolitan Council. "Those who believe that Twin Cities area residents have as fundamental right to elect their metropolitan representatives as they do their (other) representatives are duty-bound to keep confronting the Legislature with that proposition."

Red Wing Republican Eagle endorsed (May 5) term limits for state officials. "Minnesota's reputation for squeaky-clean politics has been tarnished severely in recent years. Term limits are a necessary step toward restoring accountability on both the state and national levels." **St. Paul Pioneer Press** praised (April 12) campaign finance reform bills and called for getting rid of the inequitable system for distributing taxpayer checkoff dollars to legislative campaigns. "The current distribution formula tends to benefit incumbent legislators and adds to the already formidable obstacles facing challengers."

Star Tribune praised (April 7) a proposal from State Auditor Mark Dayton and Sen. Ember Reichgott(D-New Hope) to set limits on severance payments to public managers. "In today's political environment, excessive severance—like other perks—weakens public confidence in government."

The Minnesota Journal

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Rochester Post-Bulletin called on (April 23) legislators to keep the merger of three of Minnesota's higher education systems on track. "It is a necessary reform and will pay dividends in the years to come." On the other hand, **Free Press** opposed (April 24) the merger. "The three...systems do need to work together more closely in an effort to cut down on duplication. But dumping the three units together under one board of directors is the wrong way to accomplish that goal."

Duluth News-Tribune called on (May 5) legislators to fix the mistake they made in passing a bill to put a tax on milk wholesalers to aid state dairy farmers. "Can it be that money-starved state government can't afford to subsidize all those farmer-voters and can't force anyone else to do it either?" **St. Cloud Times** said that (May 5) Agriculture Commissioner Elton

Redalen "seems terribly naive about how business operates. No one in state government should be so naive as to believe that 'someone else' really pays for taxes, 'revenue enhancements' and regulatory schemes dreamed up by lawmakers."

International Falls Daily Journal called (May 4) on the federal government to consider all the consequences before "axing timber sales." **Duluth News-Tribune** agreed (May 4), saying "the issue of sale or lease of resources on federal lands is a complicated one and the public and government officials must be careful to make sure they don't use an inflexible principle in ways that cause great harm to our economy."

Marshall Independent noted (May 5) a recent raid by the U.S. Immigration and Naturalization Service at Heartland Foods. "It's clear that Heartland is trying to distinguish legal employees from illegal ones. It's also clear that many are beating the system that's in place."

Green labeling bringing industry change

Edited excerpts of remarks by Eric Bloomquist, president, Rasmussen Millwork/Colonial Craft, to the Citizens League on April 6.

Green labeling is making some kind of claim about your product that distinguishes it from somebody else's product, so you can sell more of it. There are lots of types of these: recyclable, renewable, biodegradable, energy efficient. A big problem in all these claims has been the credibility.

The concept of certification as a strategy and as a tool is really toward the goal of "sustainable development." What is sustainable development? The most widely accepted definition today is meeting the needs of the present without sacrificing the ability of future generations to meet their own needs.

It's very different for the forest products industry than what has

normally been described as "sustainable yield." Sustainable yield is really a tree for a tree. I cut one down, I plant one. Sustainable development mandates some other considerations. It mandates that you consider the ecological implications, the economic implications, as well as the social and cultural implications in the area you're talking about.

For the forest products industry those considerations make it very, very complicated. Now the industry has to be concerned with biodiversity when they're considering a harvest plan—not only the trees, but the other wildlife and the other living things that are in the forest. They have to consider the air and the water quality issues as they relate to the harvest. They have to consider the social issues of the geographic area where they're conducting the harvest.

There are two basic styles: the mandated approach, which would come from a government, and the other is the market-driven approach. We have pretty much as a company hitched our wagon to the market-driven approach. As soon as it becomes important to you, and you can pick between lumber that has a green stamp and lumber that doesn't, then there's going to be some movement within the industry.

I believe the fit of green certification in the whole process will be to try to bring the two sides together, only because it requires something of both of them. It requires the extreme end of the environmental groups to say, "Yes, there is going to be some harvest." From the industry side it requires the admission that our methods haven't always been what they need to be.

Cost-saving strategies can lower spending for cities

From Case Studies of City Spending: Explaining Differences in Per Capita City Expenditures, Office of the Minnesota State Auditor, April 30, 1993.

Based on case studies of 15 lower-spending cities and four relatively high-spending cities...(t)he key difference lies in the extent and frequency with which cities apply...cost-saving practices...

(C)ities will have to find opportunities to provide their services differently. They need to develop innova-

tive ways to improve the efficiency and effectiveness of their services...

Cities should explore the following strategies, with the proviso that unique circumstances could prevent certain strategies from working well in every city:

- Providing one or more services in cooperation with nearby communities or other units of government or organizations. This implies using arrangements that allow the cooperating entities to jointly keep costs in check.

- Emphasizing preventive measures to anticipate and prevent future problems that would otherwise require costly fixes.

- Increasing the flexibility with which employees are used by cross-training them to accomplish a variety of duties.

- Organizing departments in ways to keep the organization flat. Focus on opportunities to empower the front-line workers to get their jobs done well.

- Reassessing the city's role in delivering certain services to determine whether the city's obligation could be either suspended, or minimized while still ensuring that the service is provided. For instance, a city that uses its employees to pick up household garbage could explore contracting with private trash haulers for portions of the city.

- Measuring the effectiveness of services. Use the results to (1) reward the individuals and programs that deliver services effectively to customers and (2) change or discontinue the ineffective programs.

Separate funding for schools' academic, social roles

Edited excerpts from remarks by Paula Prahl, director of education policy, Minnesota Business Partnership, and Cliff Hoffman, partner, Deloitte & Touche, to the Citizens League on Apr. 27.

Cliff Hoffman: The ability to pay is very different from how revenue is allocated for education. Minneapolis gets about 39 percent of its revenue from the state. That number is dropping to about 35 percent this coming year. In some of the outstate regional districts the household income is significantly higher, yet the state aid is significantly more. You need to ask yourself, Is that fair?

The national average state aid to education as a percentage of the total school district's budget is 49 percent. In Minnesota 10 years ago we were at 62 percent. Now it's 52 percent.

Does it appear that you can get a good education in any of the eight districts we analyzed? If you look at ACT tests, SAT tests, PSAT tests, it was amazing how good the scores were in all the districts.

The Business Partnership looked at classroom spending. No matter what the district was, it appeared that about 65 to 70 percent of the costs got into the classroom. We

did not find too much money being spent on administration. The difference between the 65 and 70 percent and 100 percent is the money spent on what we would call social issues. That social agenda caused the biggest rise in spending over the last 10 years.

Are there too many administrators in education? My personal feeling is that not enough is spent on administration. Too often an organization has too many clerks and not enough professionals working in the finance and administration area.

Paula Prahl: Some key findings of our study:

- Our use of referendum levies is growing significantly in Minnesota. That only further compounds the chance that the system will be inequitable.
- The education employment demands of today require a greater state interest in education.
- The education finance system in Minnesota is too complex. It tends to move dollars away from instruction.
- There's absolutely no connection between the dollars spent and the goals for education.

● There are many services that are not central to education that we choose to provide within the education context. These services are often duplicative. The funding for these services isn't distinct.

● The state's mandates are costly. There is no measure of those mandates' cost efficiency or the improvement those mandates bring.

The two key areas of reform we're looking for:

- To isolate the academic and the social agendas in our schools and fund them in such a way that we understand which piece we're funding.
 - Look at education funding in the context of the total local government aids package. Use the state's need to be involved in education to help us reorganize those local government aid and property tax relief programs.
- Our funding system is really a three-part program:
- The top part is the core instructional package—what the state defines as necessary for every student to meet the educational goals. We view that as being 100 percent state financed. Those dollars ought

to be directed to the learning site and ought to be connected to the educational goals we have.

● The middle block is our social services funding. We recognize there are many other services we provide through schools that support that core instructional piece but aren't part of classroom instruction. Services here are based on need. The funding levels will vary for each district. We see mostly state funding. We've left a local portion of funding in transportation and special ed.

● The discretionary dollars. We think it's imperative that school districts and local taxpayers still have the ability to augment what's provided in the core. We also think it's necessary to equalize that across the state. Key functions would be to fund extracurricular athletic activities, district administration above what's funded in the core, facilities.

We're looking at a six-year phase-in of this project. State dollars for education would increase by \$1.9 billion over the current spending this biennium. We would see a billion of that transferred from the local government aid programs. The remaining \$900 million would be targeted from expected revenue growth.

Give aids to taxpayers, along with better information

Edited excerpts from remarks by Rep. Pam Neary (DFL-Afton) to the Citizens League on Apr. 13.

Rep. Steve Kelly and I put together a property tax proposal that revamps the entire system. We wanted to create a system where our dollars were used more effectively and efficiently than they currently are. And we wanted to put some equity into a system that is pretty inequitable.

We tried to convert most of our property tax aids to go directly to individuals. Cities no longer were going to get big chunks of money. Instead, they were going to have to levy it and take responsibility for that levy.

We did recognize there were some different abilities between cities to raise revenues to meet some kind of standard of services. So we converted our local government aid to a needs-based formula, based on factors outside of local officials' control, such as crime rate, age of their housing stock, how many roads they had. We used the Ladd formula. This makes for a pretty dramatic shift in aids toward the metropolitan area.

We put all homeowners and renters on a property tax refund schedule. This creates a more progressive system out of a system that inherently is not progressive.

On the truth-in-taxation notice, we've provided statewide average expenditures per household for cities of varying sizes. For counties we've provided administrative costs. And for school districts we've provided per pupil costs for varying sizes of school districts.

We created a two-tier levy: a growth levy and an excess levy. A growth levy is tied to an index of statewide personal income growth. Taxing entities are allowed to levy a growth levy tied to that index and that's spread on the tax capacity rates we've created in this bill. Anything in excess of that is spread on market value.

One of the biggest changes would

be to throw out all of the classes we currently have. We create a farmland classification, which is taxed at a one percent tax capacity rate. All residential is taxed at two percent. Apartments and multi-housing units are taxed at three percent, and commercial-industrial is taxed at 4.5 percent, with the first \$100,000 of C-I taxed the same as residential.

The big thrust of this is that we've moved aids to individuals, we've based all our aids on need, we've moved aids for counties to categorical aids, and we've shifted a dramatic amount of aids into the school system. We put about \$100 million more into school aids as a levy buydown.

Health

Continued from page 1

tive data as a selling point. Last year, for example, Medica, the second largest HMO company in the state, placed large ads in local newspapers. The Department of Health statistics that showed it the best HMO on one measure of inpatient hospital cost. Group Health (which has since merged with MedCenters to form HealthPartners) fired back with its own ads, putting a different spin on the data and citing its superior standing on different measures.

The scene was replayed this March. United HealthCare, the Minnetonka-based managed health-care company that manages Medica, got a big splash in the *Wall Street Journal* and other publications when it released a "report card" comparing its HMOs to available national data. The praise heaped on United underscored both the appetite for comparative data and the need for information that is consistently reported and objectively analyzed.

Discussions at the Legislature and the marketplace buzzing raise two issues: How will HMOs and ISNs be measured, and who will enforce consistent reporting by health plans and providers, so that "apples-to-apples" comparisons can be made?

This is the fourth year the Citizens League has analyzed key trends and issues for health plans, providers and purchasers in Minnesota's dynamic health-care market. In August, the League will publish *Minnesota Managed Care Review 1993*.

HMOs are now paying more attention to how they look in the League's report and in other publications comparing health plans. As a result, Medica made an important change in its 1992 annual statement to the Department of Health.

The state form divides HMO expenses into two categories: (1) medical and hospital and (2) administrative. In previous years, Medica reported all of the management fee paid to United HealthCare as an administrative expense. In 1991, it paid management fees of \$75.9 million.

In 1992, Medica allocated a portion of the management fee to medical services. It argued that fees for quality assurance, nurses, and relat-

ed medical management services provided by United were medical, rather than administrative, costs.

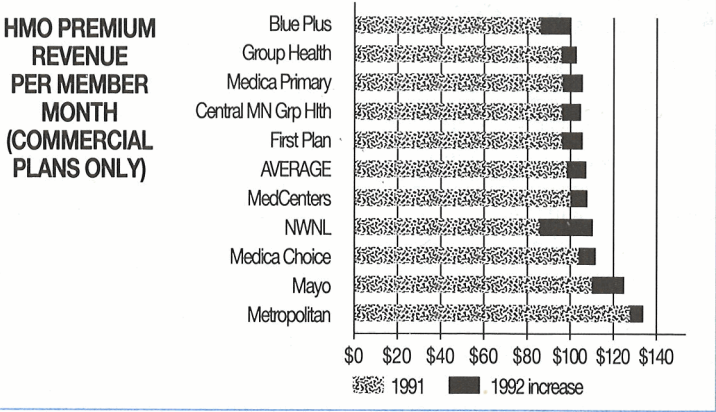
All other HMOs with management companies reported those fees as administrative costs. Medica said the reallocation was necessary to accurately compare its administrative costs with those of HMOs like Group Health, which has no outside management company. Group Health confirmed that it reports the costs of utilization review and similar medical management activities as medical expenses.

The change is significant. In previous years, we compared HMOs on their administrative costs, per member per month, for their commercial plans (not including Medicare and Medicaid). In 1991, Medica Choice's administrative costs of \$15.04 per member month were among the highest. Its 1992 statement, after the reallocation, shows its administrative costs dropping to \$12.75, below the state average. Medica would not disclose how much of the management fee it reallocated, nor would it disclose the amount of the management fee paid in 1992.



Other 1992 developments
HMOs fell short of their 1991 record surpluses, reporting total surpluses of \$64.4 million in 1992. More than half of that—\$38.8 million—came from Medica's two plans. In turn, more than half of Medica's surplus came from investment earnings. Group Health posted a surplus of only \$1.5 million, on revenues of \$471 million.

This is the fourth year of the phased-in standard that all HMOs maintain reserves equal to at least one month of expenses. All HMOs comply with the requirement, including two whose parent organizations guarantee adequate reserves. Legislators are likely to cap reserves of HMOs and integrated service networks, at either two or three months of expenses. Their reason? Nonprofit HMOs and ISNs shouldn't sit on large reserves, but should return



money to their enrollees through reduced premiums.

Premium increases in 1992 continued to follow a downward trend and were the smallest in recent memory. HMO premium revenues for their commercial plans increased by an average of 7.7 percent. By comparison, premium revenues increased by 14.0 percent in 1991 and 16.9 percent in 1990.

While enrollment in commercial and Medicare HMO products was unchanged, the number of public assistance recipients enrolled in HMOs continued to grow, reaching 96,702 at the end of the year. Though Medica, with the largest HMO program for public assistance recipients, reported breaking even, two public HMOs again posted very respectable surpluses. Metropolitan Health Plan, sponsored by Hennepin County, had a surplus of \$8.8 million, of which \$6.2 million was from the General Assistance program. UCare, part of the University of Minnesota Department of Family Practice, had a 1992 surplus of \$2.4 million.

Enrollment in preferred provider arrangements continued to grow, especially in self-funded plans. Based on reports from 11 PPOs, including Blue Cross and Blue Shield of Minnesota, nearly 1.8 million Minnesotans are now enrolled in PPOs. About half are in self-funded plans. Enrollment in self-funded plans working with PPOs has increased from 602,000 in 1988 to 880,000 in 1992.

In the past year, we've added four PPOs to our survey, including the new network sponsored by the HealthEast hospitals and associated physicians. It reported 5,800 enrollees at the end of 1992.

Some of the new growth in PPO enrollment comes at the expense of the HMOs. HealthPartners reported that it started 1993 with 50,000 self-funded enrollees in its ChoicePlus product, offered to large companies in the Business Health Care Action Group. MedCenters, now part of HealthPartners, had many of those accounts, so many of the new PPO enrollees are former HMO members.

The growth in enrollment in self-funded plans means continued erosion of the base of funding for the Minnesota Comprehensive Health Association (MCHA), a state plan to insure people rejected by private insurers. While the books are not closed on 1992, MCHA expects to post a deficit of \$37.7 million for the year. Worse yet, it anticipates losses of up to \$50 million for 1993.

MCHA's shortfalls are made up by assessments against the HMOs, insurers and Blue Cross and Blue Shield of Minnesota, in proportion to their insured premiums. Self-funded employers do not contribute to MCHA. If MCHA does need to cover \$50 million this year, HMOs will pay MCHA assessments (reported as an administrative cost) of about 2.2 percent of their premiums.

HMOs in Minnesota report much more data to the state than their counterparts in other states. (In July, HMOs will report data on hospital utilization, which will be analyzed in an article in the *Journal*.) In the future, state leaders hope this information on finances, enrollment, and hospital utilization will be supplemented by information on the quality of care that would help consumers make more informed choices.

Allan Baumgarten is associate director of the Citizens League.

Outcomes

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posed to study for, on the test. And they want to know what they've gotten, as a grade. They have trouble with ('authentic') assessments that produce a subjective measure of accomplishment."

The teacher confirmed what some students say: that offering kids all the time they need can make them irresponsible. They don't have to be ready for tomorrow's test; they can always retake it later.

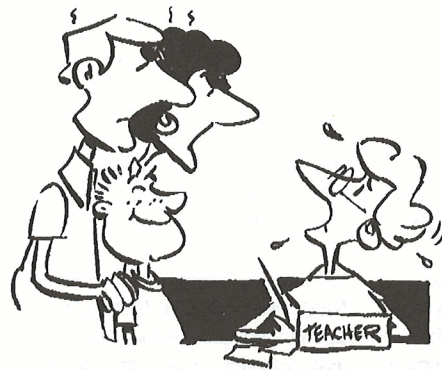
He hopes they will learn responsibility—that progress is linked to effort. But clearly this will happen only if the school enforces consequences when kids fail to master the outcomes. And the jury is still out on this.

The teacher pulled out a class list from the first semester. The concept of "mastery" means that, as good teachers used to say, there are really only two acceptable grades: A or B. Nothing else is

mastery. When the semester ended almost half the class was recorded as Incomplete.

"Kids move ahead, however, whether they meet the outcomes or not. They just don't get a grade until they have mastered the material. No student stays behind: Everyone started new classes second semester."

But if there are a lot of Incompletes at the junior-class level, the parents are likely to come in saying, "Let's get real, here. Jane has to apply for college next fall." That makes administrators very tense. The pressure will be on the



Outcome-based education
...is it working?

teachers to declare "Mastery!"

By late April most of the students in this teacher's class had cleared up the Incompletes. Two were still working; two had decided to take F's. But this was an advanced placement course, with kids the teacher thinks are probably more motivated than average. Elsewhere in the school there are still a lot of Incompletes.

And even in this course it took a tremendous effort. His co-teacher, who carried the load on the make-up, says, "Never again!" Perhaps one of the outcomes should be to get the work done on time, the

teacher suggests. In a course on community awareness, he notes, one of the requirements is showing up, as employees must.

Basic in all this, the teacher said, are the attitudes in a middle-class, achieving culture like this district. The parents are deeply involved with their kids' education. Like the mother who keeps telling Johnny to "Get up!" in the morning, they accept the responsibility. They are unwilling to see their kids fail, and they impose that same kind of responsibility on the schools.

"This could be an interesting May because we (the teachers involved) have said we are not going to give a grade without the mastery." The history is, though, that whatever the teachers say, the seniors will graduate on time. "This is our seventh year using outcome-based education and to my knowledge not one student has failed to graduate on time because s/he did not master the outcomes."

Ted Kolderie is contributing editor of the Minnesota Journal.

Police

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Even the dealers who were convicted were back on the street quickly, since they typically were caught with small quantities of drugs. It was obvious that arrest was not the answer to the problem, Willow said.

Precinct officers talked with residents at a community meeting convened by the Whittier Alliance. Following the meeting, Willow assigned nine officers to patrol that particular area and to contact neighborhood residents personally. The goal was to build the officers' sense of ownership for the problem and enlist the community's help, Willow said.

Police and neighborhood leaders were concerned, however, that the sudden appearance of police officers on residents' doorsteps might be seen as heavy-handed. To avert potential resistance, the precinct and the Whittier Alliance jointly sent a letter to each neighborhood resident. The letter alerted residents to the crime prevention effort and asked for their assistance.

"That letter turned the tide," Willow said. Trust improved immediately and residents, property owners and police started working together. Residents gave police valuable information that enabled the department's crack unit to conduct undercover operations. The Whittier Alliance also convened rental property owners and supported their efforts to better screen tenants. Two months later, complaints were down dramatically and one resident told Willow that he'd seen children playing outside for the first time in many months.

Changing the culture of policing Even its advocates concede that community policing has been slow to catch on. And the approach has some pitfalls of its own.

Resistance from police officers is common. The usual mode of policing—riding in squad cars and responding to calls—seems efficient and allows the officer to maintain emotional distance. Dobrotka said that community policing requires a bigger personal investment and "some officers

will say 'What's in this for me?'"

Not much, said Lane. Police departments in general are still quasi-military, hierarchical organizations that assign responsibilities by rank and put a premium on control and consistency. That emphasis is necessary and appropriate, she said, because police must be accountable to the public. Community policing requires discretion, and a certain amount of risk and, Lane said, "the rank and file are not rewarded for doing things differently."

Law enforcement agencies—not just patrol officers—will have to change for community policing to succeed, advocates say. Many of the changes are as basic as reworking schedules to allow officers more time with residents. Other changes are more sweeping. For example, most measures of police effectiveness in the past have relied on input measures such as response time or the number of tags written, Dobrotka said. Minneapolis and other departments are now beginning to look not only at those measures, but at citizen satisfaction and other measures of results, as well.

Briggs said that community policing poses other role challenges. It's not always clear what people mean by "crime prevention," he said. Repairing dilapidated properties, trimming shrubs and screening tenants more carefully are legitimate strategies to reduce problem behaviors.

However, some communities may also begin using other strategies, such as zoning requirements, as a way to be selective about which people are welcome. Officers must determine which neighborhood issues are really crime prevention issues and which are attempts to exclude people on other grounds. That imposes a special responsibility on officers as community leaders, Briggs said. "If all we do is mirror the community, we've failed."

The community in policing Neighborhoods must view police not as servants but as partners, Miller said. People have gotten used to calling the police because, unlike other avenues for problem-



Police and community: a partnership that works!

solving, "you only have to know three digits and they always return your phone calls," he said.

Citizens have to become more sophisticated users of police services. "We're long past the point where the experts can handle crime," Briggs said. People must get involved—by participating in block clubs, by giving police information about safety problems, by simply getting to know their neighbors. That kind of involvement is rare, because neighborhoods don't function as social units as they once did. But Miller said the NRP public safety efforts are showing that some citizens are willing to make the investment.

Limits to law enforcement No technique of police work will be the magic answer to urban

crime. Willow acknowledged that even the Whittier neighborhood's success at 27th and Pillsbury probably just pushed the criminal activity somewhere else.

Community policing, in theory, requires some up-front investment in staff time but reduces crime, and the social costs of crime, in the long run. Even at best it is still a partial solution, Dobrotka said. "There are a lot of issues where law enforcement just isn't the answer," he said. Conquering crime will require closer partnerships between citizens and police—and stronger bonds between citizens and each other.

Janet Dudrow is a research associate at the Citizens League.

Police

Continued from page 1

isn't really new, according to St. Paul Police Chief William Finney. Early in the country's history, each town elected a marshal as the chief law enforcement officer, but the community as a whole assumed responsibility for maintaining order. The marshal could deputize individual citizens if needed to deal with specific incidents, Finney said. That model prevailed through most of the past two centuries.

It wasn't until the 1950s that policing was defined as a profession, with all the standards, procedures, and codes of ethics associated with professional stature, said Ginny Lane, director of Metropolitan State University's School of Law Enforcement. The standards were designed to prevent the political patronage that sometimes tainted law enforcement, and they largely succeeded.

However, Lane said, the unintended consequences of professionalization were that citizens began to

view law enforcement as something that police do, and police officers began to withdraw from the community.

New technologies in the 1960s and 1970s wrought even starker divisions between citizens and police. Telecommunications technologies permitted the development of "911" systems. Cities began to rely on quick-response systems rather than neighborhood foot patrols, in part because they believed the approach was cheaper. In the social unrest of the era, police officers often retreated to their squad cars, rolled up the windows and viewed the community as enemy territory. Policing became a culture of its own.

Connecting with communities The model of the detached, neutral cop might have worked when communities were homogeneous, people believed in the system and resources were plentiful, according to St. Paul Police Lieutenant Gary Briggs, who heads the department's FORCE (Focusing our Resources on Community Empowerment) Unit.

Police are the embodiment of "the system," Briggs said, and when there is consensus that the system is good, there is usually deference to police. There is less consensus about community values today. Citizens simultaneously expect more from the police and mistrust them. Police, in turn, mistrust citizens and may not understand the communities they serve.

Briggs said that law enforcement agencies are realizing that detachment no longer works. "The Rodney King incident was a wake-up call that you can't conduct police work in a diverse community as a culture unto yourself," he said.

Roger Willow, deputy police chief in Minneapolis, said people are also realizing that better technology and quick response aren't enough. "We tried the model where the cops do the policing and the community stands on the sidelines and dials 911," he said. Now it's clear that responding to incidents may deal with immediate emergencies but does little to reduce crime.

Minneapolis innovation The Minneapolis Police Department currently conducts a variety of activities that together represent a movement toward community policing, according to Deputy Chief David Dobrotka. The activities include training for officers on problem-solving, special units at neighborhood precincts and crime prevention programs such as block clubs.

Willow, in his former post as fifth precinct commander, led an effort to tackle persistent crime near 27th Street and Pillsbury Avenue in south Minneapolis' Whittier neighborhood. The department handled repeated calls to that area. Residents complained of drug dealing and the accompanying noise, traffic, and prostitution.

Since officers' shift assignments rotated, the officers weren't able to see patterns in suspicious activity. By the time the officers responded to the calls, they were usually too late to obtain the evidence needed for conviction.

Continued on page 7

Reduce special interest role

Edited excerpts of remarks by Sen. John Marty (DFL-Roseville) to the Citizens League on May 4.

The issue of special interest money in the political process is one that's of great concern to me. The problem isn't buying and selling votes. It's buying and selling access and good will. It's certainly human nature to treat people well who treat you well.

Campaigns ought to be small individual contributions and public financing. We came out with a bill in the Senate that allowed \$200 contributions for any candidate for any office except for governor, which we allowed \$1,000 and attorney general, which was \$500.

I think with adequate public financing distributed in a fair manner and several other changes, it was a workable system, one that we could be proud of, and one that would greatly push special interest money out of the political process.

If you just address the three areas of the lobbyist contributions, the PAC contributions, and the big giver contributions, then people look for other ways to spend their money. The two biggest loopholes I see would be independent expenditures and other things like bundling contributions. We have to address some of those loopholes.

State's highway system is larger than we can afford

Although the Minnesota Legislature increased the state gasoline tax by 50 percent in the 1980s to pay for highways, legislators have spent untold hundreds of hours during each of their sessions in the 1990s trying—in vain—not only to raise even more money for highways, but also to help fund metropolitan transit.

This spring, as the all-too-familiar arguments once again rebounded in Capitol halls, they underlined the prescience of a Citizens League report made precisely one decade ago. The League said that about 40 percent of the state's trunk highway mileage served only local (not state) purposes, and it would be impossible to maintain this large system without more than doubling the gas tax.

The League recommended reducing the state system to a size meeting legitimate state needs. Although a subsequent legislative highway study commission concluded that "there is clearly good reason to believe that the (state) system should be realigned," the Legislature never seriously considered this reform. The alternative, the League warned in 1983, would be for repeated debates about large and continuing gas-tax increases.

That's just about exactly what's happened. (This year, the proposed increase was 25 percent.) And it's hard to see how the basic problem will disappear even when and if the Legislature manages to find more money for roads. The trunk highway system remains larger than we can afford to maintain.—*Pete Vanderpoel*.

The City of Montreal and its surrounding region are investigating the possibility of establishing a regional governance approach similar to the one the Twin Cities has in place. Two professors from Montreal visited recently and met with Metropolitan Council Chair Dottie Rietow, a number of staff, former Council Chair Jim Hetland, and political leaders from Minneapolis and Bloomington. The professors are under contract with the City of Montreal to recommend an approach to governance of their region.

In their view, Montreal is an older industrial city caught in the throes of a changing economy and a sizable

drop in employment. They see many of the same core area problems that face the Twin Cities, but on a larger scale.

They have been investigating the Twin Cities' fiscal disparities program for some time, and have already recommended that Montreal share the taxable valuation of commercial-industrial development and housing. The pool would be dedicated to stimulating economic development activities.

During the last five years, the Council has hosted visitors from 48 countries here to learn more about the area's regional planning. That's one out of every four countries that belong to the United Nations.—*Lyle Wray*.

Some small, rural Minnesota schools are out to prove that, while they may be endangered, they are definitely a species worth saving.

The Small Schools Network, established in late 1991, now has about 60 members from 50 different school districts. The group publishes a newsletter filled with information about small schools, fosters sharing of ideas among schools, and encourages its members to advocate the interests of small schools to policymakers.

Nineteen member schools supported the network's filing of an *Amicus Curiae* brief to the Supreme Court last November. The brief argued that the issue of quality and efficiency of education in small school districts was not a proper constitutional question within the framework of the *Skeen* equity funding lawsuit, now before the Court on appeal.

"Small districts feel very alone," said network steering committee member Ray Dahlen, superintendent of the Ashby school district. "We need to be there to support other small districts."—*Dana Schroeder*.

Possible changes in the Housing Policy chapter of the Metropolitan Council's *Metropolitan Develop-*

Take Note

"Improvement makes straight roads; but the crooked roads without improvement are roads of genius."—W. Blake

ment Guide were discussed at a seminar sponsored by the Sensible Land Use Coalition in April. Council staffer Nancy Reeves described how the Council was trying to achieve new goals of housing stability for children and expanded housing options for low-income families.

In the last 10 years, the number of affordable housing choices in the Twin Cities area declined, while the low-income population increased 45 percent. The turnover rate in elementary schools near low-income housing is about 60 percent a year, because families move more often in a search for affordable housing. Without affordable housing, most of the other programs for assistance—especially those focusing on job training—will be worthless because a family's time is taken up searching for shelter.

The Council reviewed the draft chapter on May 3 and expects to circulate it for public hearings this summer.—*Marilou Fallis*

Ray Lappegaard, who died last month after a long battle with cancer, was a distinguished public servant who moved between state government and the private sector during parts of three decades starting in the 1950s. He headed several state departments and was consistently thoughtful, patient, well-informed, hard-working, and innovative.

As then-Gov. Wendell Anderson's highway commissioner in the early 1970s, Ray produced a wisecrack

that a few old-timers still repeat today. During a meeting on Twin Cities transportation, he noted seriously that the average occupancy of cars in the metropolitan area was decreasing steadily, which explained why we had so many more trips and so much more congestion.

If that trend continues, he warned with typical dry humor, we'll soon be down to well under one person per car!—*P.V.*

Freshman legislator Pam Neary (DFL-Afton) offered a recent Citizens League gathering an analysis of the difference between herself and Rep. Ann Rest (DFL-New Hope), chair of the House Tax Committee. Neary, co-author of a bill aimed at reforming the state's property tax system, noted that while Rest does not agree with the whole bill, she likes a lot of it. Neary added, "I think the biggest difference between Ann and me is our style. I tend to jump off the cliff and hope the parachute opens, and she hikes down...I think we're at the point where we can do a little more jumping rather than hiking."

While the approaches may differ, both jumping and hiking imply movement. Unfortunately, the question on reform of the state-local fiscal system this session may be again, as in years past, whether the jumpers and hikers outnumber those who prefer to keep sitting on the cliff.—*D.S.*

Contributors to "Take Note" this month include Minnesota Journal and Citizens League staff members and Pete Vanderpoel, former director of communications for the Citizens League.

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Citizens League Matters

May 18, 1993

News for Citizens League Members

Welcome new members

Scott Abdallah, Louis J. Blazek, Linda Carrigan, Paul Cero, John T. Clawson, John Curry and David Drake.

Brian Hase, Jeffrey Loesch, Jeanne Massey, David Meyer, Susan Mitchell and Bruce Morness.

Bobbie Pyle, Jim Robins, David Saunders, Aynsley Smith, Steven Struthers and Barbara Tillemans.

Thanks to Recruiters

Henry Rutledge and Jim Scheu.

Members getting members

Although the League has been quite successful in recruiting new members through direct mail campaigns, the best source of new members is still you, current League members.

Later this year, we will send you a membership packet to enlist your help in earning the new member portion of the McKnight grant. Until then, please call the League office for membership information. The office can contact your prospect directly or send you a membership brochure. Recruit a new member - it's a great way to help build the League.

Durenburger to address federal, state health policy issues for CL meeting

At a special Citizens League meeting on Wednesday, June 2, U.S. Senator David Durenburger (R-MN) will share his perspectives on the Clinton Administration's health care reform proposals.

Durenburger is a key Republican on health policy and has met regularly with Hilary Rodham Clinton's White House Task Force on health reform.



The meeting will be over lunch, at a location to be announced. Durenburger will analyze the administration's proposals and how they are likely to fare in Congress.

He will also discuss the lessons to be learned from Minnesota's experience with marketplace competition and state-level health reform initiatives. Watch your mail for details or call the Citizens League, 338-0791.

New Mind-Opener meetings look at K-12 education questions

Ten years after the publication of *A Nation at Risk*, how have our elementary and secondary schools changed? A new Mind-Opener breakfast series will address the topic "K-12 Education in Minnesota: What's Broken? Can it be Fixed?"

The series will begin on Tuesday, May 18, with a presentation by John James, former commissioner of revenue, and now is an attorney with the Fredrikson & Byron firm. James will discuss the problems of basing Minnesota's school finance system on a troublesome property tax system. The meetings are at the University Club, 420 Summit Avenue, St. Paul, from 7:30 - 8:30 a.m. Cost is \$10 for Citizens League members and \$15 for others. For reservations and more information, call 338-0791.

League reaffirms support for elected Metropolitan Council, interim study

At its April 8 meeting, the Citizens League Board approved the statement on Regional Challenges and Regional Governance. The statement, developed by a 12-member committee chaired by Bill Johnstone and staffed by Marilou Fallis, has been used to assist legislators dealing with a series of bills on metro issues.

The League recommends establishing a blue ribbon interim Commission on Metropolitan Affairs to focus legislative and public attention on the challenges facing the metropolitan area. By January 1994, that commission should identify priority issues to

be addressed on a regional level, helping the Legislature to clarify its vision for the future of the region.

The League continues to support election of the Metropolitan Council, and recommends that the commission work out the details of electing Council members. "Only an elected Metropolitan Council will have the political strength, visibility and public accountability to build a vision of this region's future and see it through."

Copies of the statement are available by calling 338-0791.

Senator Ember Reichgott will speak about school choice and collaboration strategies on May 25. On June 1, Doug Wallace will speak. Wallace, a former member of the State Board of Education, has proposed abolishing local school boards.

Commissioner Gene Mammenga will close the series on June 8. He'll speak about the Department of Education's role in providing leadership on policy issues and its work with districts on outcome-based education.

Board reviews state spending report

The Citizens League's committee on state spending has sent its final report to the board of directors for approval. Committee co-chairs Ed Dirkswager, Jr. and Jean King will present the findings at the board's May 18 meeting.

The committee began its work last July. Its charge was to examine the pattern of state expenditures in the major general fund budget areas, and to recommend broad strategies to produce a more productive public sector.

The draft report describes Minnesota's budget problem as a symptom of a crisis in cost, quality and fairness in the state's public sector. The committee has outlined design principles to reform government services, and has offered recommendations for reform in education, health care and property-tax relief.

The League thanks Hamline University (and its chemistry stu-

dents) for providing their conference room for forty-plus meetings. Thanks also to these resource people who shared their expertise with the committee:

Dick Braun, Center for Transportation Studies; **Robert Cline**, Minnesota Department of Revenue; **Tom Dewar**, Rainbow Research; and **Dennis Erickson**, Minnesota Department of Human Services.

Tom Gillaspay, State Demographer; **John Gunyou**, Commissioner of Finance; **Peter Hutchinson**, Public Strategies Group; **Verne Johnson**, Alticare; **Ted Kolderie**, Center for Policy Studies; and **Gene Mammenga**, Commissioner of Education.

David Powers, Minnesota Higher Education Coordinating Board; **Dan Salomone**, Minnesota Taxpayers Association; **James Schug**, Washington County Human Services; and **Tom Stinson**, State Economist.

Development update

Members respond strongly to McKnight challenge

Nearly 90 League members have contributed over \$8,000 in response to John Brandt's letter detailing the challenge grant from the McKnight Foundation.

The response has been excellent. In fact, in terms of dollars contributed to date it exceeds the very successful drive two years ago in support of the *Minnesota Journal*. But we still have a long way to go - we're less than half way to the \$50,000 goal - to earn the full McKnight match of individual contributions.

The McKnight Foundation also challenged the League to recruit

500 new members in 1993. The League is planning a direct mail effort which will send membership information to several lists of people who are interested in public policy. While we do our best to eliminate the names of people who are already League members from these lists it is nearly impossible to be 100 percent successful.

If you get an invitation to join and you are already a member, please accept our apologies in advance. And then pass the information along to a friend or colleague.

CITIZENS LEAGUE

A community resource

For more than 40 years, the Citizens League has helped shape the unique character of this metropolitan region. Here are just a few examples of how the League contributes to improving the public life of this region.

Go On-Line to Discuss Public Policy Issues

Citizens League On-Line, the League's public affairs bulletin board, has added a new service - computer forums. Forums provide a chance for individuals to participate in public policy conversations.

Using the message commands, you can enter one of two conversations: (1) use the subject header **social agenda** to comment on "The Social Agenda Facing the Region" or (2) use the subject header **implementation** to discuss "Implementation of the State Spending Principles."

The League encourages you to participate, pass the news about this great service to others and encourage them to get involved. The Board and study committees will receive summaries of the forum discussions.

A pamphlet has been mailed to all Citizens League members explaining the process in detail. If you have questions or need to know more, feel free to call the League for help. To get into the bulletin board, set up your modem and communication software and call 224-8086.

Legislative Notes

As the 1993 legislative session reaches its adjournment, League staff and volunteers have been

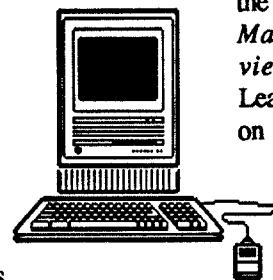
busily working several key issues: metropolitan governance, election and campaign finance reform, charter schools, local government collaboration and innovation, telecommunications, and so on.

The June issue of the *Matters* will contain a complete summary of legislative activity on these and other issues.

1993 managed health care data sets now available

For the fourth year, League staff are analyzing trends in enrollment, finances and utilization HMOs and other health plans in

the state. *Minnesota Managed Care Review 1993*, the League's annual report on developments in the Minnesota market will be released this summer.



People who like their health care data in large doses can now purchase the first half of the data set developed by League staff. The data files are available in most popular spreadsheet formats for use on your Macintosh or personal computers.

The League sold 38 copies of the 1992 data set to health plans, providers, law firms and consultants in Minnesota and several other states. Call Allan Baumgarten at the League office (338-0791) for more information.