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Behavior, access concerns for youth and bus system

Thousands of urban youth are wedded to the Twin Cities bus system. Too young to drive or lacking access to a car, they depend on public buses to get them wherever they're going: to work, to friends, to entertainment, to medical appointments, to school activities and in some cases, to school.

Several events in the past year have focused attention on youths' relationship with the region's bus sys-

by Dana Schroeder

tem: the bus strike last October, the recent Metropolitan Council decision to end discounted off-peak fares for youths aged 13 to 17 and growing youth ridership and behavior concerns on buses to and from Bloomington's Mall of America.

Perhaps most striking were two widely reported incidents last fall

on Route 80 express buses between the mall and downtown Minneapolis. In one a gun went off on a bus, which stopped along 35W, resulting in "chaos," according to Dick Loeffler, manager of street operations for the Metropolitan Council Transit Operations (MCTO). In the other a fight broke out in the back of a bus and a rider jumped or was thrown out one of the back win-

dows while the bus was moving.

Bob Gibbons, MCTO's director of customer services, said opinion on youth behavior problems is a matter of perspective. But, he said, "On Route 80 on a Saturday night, the driver would probably say young people are a big problem."

While concern has centered on

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Court decision overturns metro garbage strategy

by Kristin J. Robbins

Three recent District Court decisions overturn a cornerstone of Minnesota's waste-management policy and have significant implications for taxpayers and trash haulers. On March 28, U.S. District Court Judge David S. Doty ruled that ordinances in Hennepin and Ramsey Counties requiring haulers to dump garbage at facilities designated and built by the counties—"flow control" ordinances—were unconstitutional. Two of the decisions involved Hennepin County, which was sued separately by groups of trash generators and trash haulers, and the third involved Ramsey County, which was sued by a trash hauler.

The counties are now faced with the prospect of lowering their garbage dumping, or "tipping," fees to be competitive with other waste disposal sites and coming up with other funds to pay off the bonds on the expensive waste-processing facilities they constructed in the '80s.

According to Jim Mulder, executive director of the Association of Minnesota Counties, counties' waste-management plans—required by the state's 1980 Waste Management Act—were often not approved unless they contained a waste-processing component other than landfills. Thus, many counties, including Hennepin and Ramsey, decided to build resource-recovery

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Sprawl and the MUSA

Expand MUSA

by Karen Christofferson

The Builders Association of the Twin Cities (BATC) released in April the most comprehensive land-use study to date involving the Twin Cities metropolitan area. *The High Cost of Sprawl: A Twin Cities Metropolitan Area Urban Land Supply Analysis and Recommendations for Managing Growth* is an extensive inventory of 23 growing communities. The study found a severe shortage of available urban land—land that should be connected to existing metropolitan sewer systems and could save taxpayers more than \$1 billion.

The builders association represents

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Explore options

by Curt Johnson

Get ready for some big numbers. The Twin Cities metropolitan area will grow by an estimated 650,000 people and 330,000 households over the next 25 years. According to Metropolitan Council projections, the region's population will climb to more than 3 million and households will number 1.3 million by the year 2020.

How to shape this growth and influence where new housing and business development will go in the future is the question the council is putting to the region's residents, local officials, business organizations and public interest

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Embrace seven lively virtues for the information age

Government, community and business leaders are struggling to find policies that will position the Twin Cities and Minnesota to compete well in the global marketplace. Sel-

Virtue, sad to say, is becoming as passé in some quarters as buggy whips. Mention "Puritan" and what image comes to mind? Prim, frugal, dour-faced, black-clad individuals passionate in their distaste for fun, perhaps. But concede one point: The Puritans found a way, masterfully, to embody their beliefs in their expectations of personal conduct and they embraced values that were ideally suited to their hostile physical environment.

Their "virtue" brought a double reward: Those who worked hard, saved money and sacrificed the pleasures of today for the gain of tomorrow not only (presumably) earned their reward in heaven. They were also more likely to reap material rewards right there in Massachusetts.

Today it's not brutal winters that are our chief enemy (except perhaps in Minnesota). Instead, the daunting challenges include lightning-fast changes in technology, cutthroat competition, and the requirements of an international marketplace.

What's the modern-day parallel to

Viewpoint

by Lyle Wray

the Puritans? Are there virtues—codes of conduct—today that meet the double test of being "good" in some moral sense, and "good" in the sense that they help us do well materially in the world in which we live?

A recent hit movie reminded us of the Seven Deadly Sins. Here are my candidates for the Seven Lively Virtues for the global and information age:

1. Curiosity. Rapid technological change means yesterday's skills won't be good enough. We may experience five to 10 careers in a lifetime. Learning will be part of every job and essential for getting the next one. We and our children should cultivate a willingness to learn and the knack for making learning fun. And we must also develop the discipline to stick to it.

2. Technology literacy. Adults and children should make a habit of making technology work *for* rather than *against* us in our homes, schools and workplaces. We should do a casual personal "technology impact statement," and decide whether a particular gadget adds to or detracts from our life. Whatever tools we choose, however, we'll have to consider basic computer, technology and information skills to be as essential to literacy as reading skills are now.

3. Frugality. A cushion of savings

in a turbulent time of downsizings may be far more comforting than an additional purchase. A personal "seed fund" of resources to invest in education, an entrepreneurial venture or a business opportunity can open up future economic possibilities, while adding to the capital stock that keeps the nation healthy over the long run. And in these days of tight public budgets and lengthening life expectancies, saving for old age should be considered a duty.

4. Cosmopolitanism. Those who will do best in the global marketplace will be those who think internationally and who are comfortable with the people, languages and customs of other countries. Thinking internationally can be cultivated by small daily acts: reading news of events in other parts of the world, learning a new language, enjoying the arts of other cultures, and sampling international cuisines.

5. Commitment to children. Even middle-class kids are spending less time than they should on acquiring the tools they'll need to succeed in an information age. What can parents do? At home, invest "quality time," pay attention to children's schoolwork, turn off the TV and go to the library or museum. Give up a second car or fishing boat in favor of building up the college fund; in the information age, postsecondary education will be a "must," not a maybe, for economic self-sufficiency.

Reach out to less fortunate children in the community through mentoring, leading youth activities or adoption or foster care.

6. Neighborliness. Even in a local community, local community counts. The connections of trust, memories, and obligations that communities provide are probably becoming more important as competition in the marketplace intensifies. What to do? Invite your neighbors in for coffee. Seek out ways to connect yourself and others with neighborhood, church and other communities to address significant issues.

7. Compassion. Some of us will be better able to cope with the challenges of the era, and more successful at capturing its payoffs, than others. It makes sense to be compassionate to those who are struggling or in distress, seeking out personally and corporately the small opportunities to help one another.

As we move into the postindustrial era, dislocation and anxiety will be inevitable. Like the Puritans in those first brutal winters, we'll be helped through the challenges we embrace the values that aren't just good, but good *for* us.

If we do, we might—or might not—get our reward in heaven. But we're sure to be pleased with the effects right here in the Twin Cities.

Lyle Wray is executive director of the Citizens League.

Portland reverses proposal to expand growth boundary

Edited excerpts from remarks by Beverly Stein, chair, Multnomah County (Oregon), to the Citizens League on April 18.

We are lucky in Portland to have a metropolitan government, although, as with most things, it looks a lot shinier and better from the outside. Our metropolitan government is called Metro and it includes the urban areas of three counties: Multnomah County, which includes the entire city of Portland, the urban areas of

Clackamas County and Washington County. The council is an elected council, I believe the only elected regional council in the country. We have seven councilors, who are paid part-time. They are elected by district.

We have an elected executive of the council, the chief administrator of the council, who is elected metrowide. There is a chair of the council, who is elected by the other council members. The role that Metro is expected to play is to deal

with solid waste disposal, to manage the zoo. It has a function which is run by a separate group, the Metropolitan Exposition and Recreation Commission (MERC), which manages our regional facilities—the convention center, the Portland Center for the Performing Arts. Recently Multnomah County transferred to Metro our Expo Center. The other thing Metro manages is green space.

We passed an initiative last year to buy millions of dollars of green

space to be able to have protection of green space in the metropolitan region. To aid that effort, the county transferred our two regional parks to Metro.

The primary role of Metro is planning. We expect that by the year 2040, between 400,000 and 740,000 more people will be coming to the metropolitan area. That's about a 70 percent increase at the high end. In 1992 the voters of the metropolitan area voted to mandate

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Editors want higher ed cost cuts, tuition flexibility

On Balance

Educated opinions, tuition-free.

Duluth News-Tribune criticized (Apr. 19) efforts by some higher ed institutions to hide some of the tuition increases for next year at the University of Minnesota and the state colleges and universities by calling them fees. It also said most systems "seem unable or unwilling to make big-picture changes to cut costs." **St. Cloud Times** said (Apr. 19) the Minnesota State Colleges and Universities (MnSCU) board should give local campuses more flexibility in setting tuitions. It criticized the board's decision to turn down the system's chancellor's recommendation to allow local campuses to increase tuition one to five percent above the board's four percent hike, allowing only a two percent discretionary hike instead. "The board's heavy-handedness in this is unjustified."

St. Cloud Times said (Apr. 24) eliminating the University of Minnesota's General College is a "logical place" to start streamlining at the University. "Opportunities for students in the General College can be found elsewhere in the state's higher education system at less cost and with greater success rates."

Mankato Free Press criticized (Apr. 20) Gov. Arne Carlson's decision to appoint Morrie Anderson, his chief of staff, to a position on the MnSCU board. "...(T)he governor appears to have planted a close political operative to help

oversee a system he is suspicious of." The paper called on the Senate to reject Anderson's appointment. **Duluth News-Tribune** agreed (Apr. 18). "Arne is again butting in too much into higher education."

St. Cloud Times said (Apr. 20) Stearns, Benton and Sherburne counties need to "regain control of refuse disposal without paying taxpayer-supported subsidies." The paper suggested the counties design a system of routes and award contracts on bid to haulers willing to dump at specified locations or operate their own collection system. "The most important issue...is restoring the stability of the environmentally sound tri-county solid waste system."

Red Wing Republican Eagle encouraged (Apr. 29) the exploration of congestion pricing as one way to pay for repairs to the Twin Cities freeway system and for encouraging mass transit. "Minnesota cannot be idle on road funding and still expect to have a first-class transportation system." **Free**

Press called for (Apr. 23) legislators to increase the number of state troopers next session, citing concern over the large geographic distances covered by troopers stationed outstate and the fact that most of Greater Minnesota has no troopers on patrol between 1 and 6 a.m.

Star Tribune said (Apr. 29) a proposal for imposing a statewide tax-increment financing ceiling and allowing cities and townships to offer tax abatements to developers as an alternative to TIF deserves a "full-scale" look by the 1997 Legislature. "It could be the solution for which critics of TIF have long been searching—while at the same time offering the development financing alternative for which local governments have long been in need."

Hibbing Daily Tribune criticized (Apr. 19) Gov. Arne Carlson's line-item veto of \$4.5 million for the Hibbing Community and Range Technical College combined campus project. **Daily News**

& Tribune (Hibbing and Virginia) called Carlson's line-item vetoes "clearly partisan politics. It noted that 12 of the 15 vetoed projects are in rural Minnesota and all are in DFL districts.

Fargo Forum called (Apr. 19) a DFL rural issues task force appointed by House Speaker Irv Anderson (DFL-International Falls) "nothing more than an election-year charade." The paper said rural Minnesota "would welcome with open arms the chance to host bipartisan gatherings that objectively address outstate needs."

Rochester Post-Bulletin criticized (Apr. 26) efforts by the Southeastern Minnesota Municipal Power Agency to hold closed board meetings. The agency is owned by 18 municipalities, the paper pointed out, all just to the open meeting law. "We...fail to see how the public interest would be served by making the operations of a publicly owned utility less accessible."

Duluth News-Tribune called for (Apr. 30) basic reforms to the property tax system, including a look at what government services should be paid for with property taxes.

Portland

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Metro to create a future vision and a 2040 framework, along with local implementation plans.

The framework plan is required to be finished by 1997. Local governments will be required to take this local framework plan and translate it into local zoning and development laws and regulation.

The framework plan will involve the use of land, transportation, natural areas and water. In particular, a lot of the discussion has gone on around the growth concept for land use. What has emerged are some different kinds of designation in this growth concept. It involves: the central city, which is Portland; neighboring cities, which are separated by rural areas; regional centers, which are larger focal points for compact development; corri-

dors and main streets; town centers; staging communities, which will be around light rail stops; neighborhoods; rural reserves; urban reserves, land available for future development; and open spaces.

There is pressure on the urban growth boundary. In 1973 the Oregon Legislature adopted land-use planning. It required the creation of urban growth boundaries around our major cities. We've had an urban growth boundary for a long time, which is very helpful, because we didn't have the pressures of growth on that boundary for quite a few years.

We now have quite a bit of pressure. We were losing population in the '80s. Now we're getting lots of population from all over as the economy really heats up.

Recently, there was a proposal from the head of the Metro government

to expand the urban growth boundary. There was an incredible community outcry against that. I don't think that was really expected.

The current proposal is to maintain the boundary where it is, if various things happen, including cities stepping up and starting to implement zoning ordinances early that will increase density and will maintain the kind of development necessary to contain that urban growth boundary.

There are concerns as to what extent metro should operate services as opposed to being a planning agency. There's a tension there. The other tension is that Metro doesn't have a funding source. It doesn't have a tax base. The money Metro gets is to operate its facilities and they cream off a little money here and there for planning from the various work they do.

Met Council

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groups over the next few months.

The Builders Association of the Twin Cities (BATC) is one of many organizations the council is seeking input from and its study on land use, focusing on 23 developing communities, is well researched and thoughtful.

The BATC study points out the need for an adequate supply of urban land for development, higher residential densities and better use of land resources. The study also identifies the problems of unsewered housing development on large lots of land and leapfrog development into areas outside the Metropolitan Urban Service Area (MUSA) as major challenges facing the region—with costly implications for taxpayers if current policies and practices don't change.

While it's premature to render decisions on BATC recommendations at this point in the public debate, the case for careful, planned expansion of the MUSA to achieve higher urban densities and more efficient use of existing infrastructure is clearly an exciting debate to contemplate.

Established in the mid-1970s, the MUSA is an effective planning tool that has saved taxpayers millions, if

not billions, of dollars in regional infrastructure and services by directing growth to areas where roads, sewers and transit services already exist. Today, however, the region is feeling the effects of increasing pressure on the urban boundary and the absence of broader land-use policies that apply to areas outside the seven counties.

To its credit, the BATC has heightened the level of discussion on these issues and proposed recommendations for the council and region to consider as we define, debate and shape a regional growth management strategy.

While the council and BATC may ultimately differ on some of the assumptions used and conclusions drawn in the BATC study, I think the council is strongly inclined to focus on areas where we concur and, from there, begin to develop regional consensus, not only on a strategy, but on tools to carry it out. We are encouraged to see early signs of a possible consensus on a growth management strategy that:

- Promotes good planning to maintain a health region;
- Assures reinvestment and redevelopment in older parts of the region;
- Achieves more efficient use of land, infrastructure and services;

- Creates incentives to promote compact and higher density development;
- Discourages development practices that pose obstacles to orderly, efficient development;
- Preserves rural and agricultural areas;

- Establishes a broad framework for accommodating growth that has wide-ranging support.

The council has launched a public process designed to provide information to citizens about choices they have in determining how the region will look in 25 years and what those choices will cost. For starters, the council developed three growth options for review and comment on regional preferences and priorities.

- The **Current Trend** development option would accommodate growth through continued market-driven expansion of the urban area. It would require a MUSA expansion of 260 to 270 square miles, \$162 million for regional interceptor sewers, \$3.1 billion for local public sewer, water and stormwater systems, \$6.4 billion for regional highways and \$1 billion for local roads.
- The **Concentrated Development** option would direct new growth primarily to the existing

urban area, focusing on redevelopment and increasing housing density. It would require a MUSA expansion of 175 to 185 square miles, \$116 million for new regional interceptor sewers, \$1.3 billion for local public sewer, water and stormwater, \$6.3 billion for regional highways and \$691 million for local roads.

- The **Growth Centers** option would encourage "mixed use" job and housing centers that are pedestrian- and transit-friendly. It would require a MUSA expansion of 210 to 225 square miles, \$133 million for regional interceptor sewers, \$2 billion for local public sewer, water and stormwater, \$6.2 billion for regional highways and \$800 million for local roads.

There's a lot at stake. The council welcomes public comment and feedback.

Curt Johnson is chair of the Metropolitan Council. Copies of the council's Growth Options report are available at 291-8140. The council will hold a series of "Growth Options" public meetings, each from 7 p.m. to 9 p.m.: May 21 at the council chambers in St. Paul, May 22 at the Plymouth City Hall, May 29 at the Dakota County Western Service Center in Apple Valley and May 30 at the Shoreview Community Center.

Garbage

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facilities that process garbage into fuel or energy.

The counties undertook these expensive, capital-intensive projects under the assumption that they could control the flow of waste in their jurisdictions. By requiring trash haulers to bring their loads to the county-designated facilities, the counties could guarantee sufficient waste to ensure the facilities would be self-supporting and would generate enough energy and/or fuel to fulfill contracts with Northern States Power (NSP). Haulers objected to the flow control, because the tipping fees at the county-designated burners—which at their peak were \$95 per ton in Hennepin County and \$66.79 per ton in Ramsey County—were much higher than the average \$35 a ton fees at out-of-state landfills.

During the early 1980s, as counties prepared their plans, many groups, including the Citizens League, questioned the wisdom of allowing counties to have monopoly control over waste-disposal options and committing to one highly capital-intensive waste-management technology. In its 1981 report, *Keeping the Waste out of Waste*, the Citizens League advocated using market incentives to direct the flow of waste, rather than monopoly control, which would "lack adequate incentives to hold down the costs of disposal."

The League also raised concerns about building "one or two very large, centralized resource recovery facilities." Instead, the League advocated creating a decentralized system of smaller facilities which would "enable communities to shift incrementally toward resource recovery as a primary method of disposal, changing systems or technology as demand for service changes and technology improves."

Given Judge Doty's rulings, it appears the League's analysis of the potential problems associated with building large burners and relying on flow control to ensure sufficient volume for financing them was prophetic.

Hennepin, Ramsey facilities
According to Janet Leick, Director of Hennepin County's Environmental Management Division, the

county's first waste-management plan in 1984 provided for construction of a mass burner in downtown Minneapolis and a refuse-derived fuel plant in Elk River. In 1986 the Elk River facility became a collaborative effort, also involving Anoka, Sherburne, Stearns and Benton Counties. It opened in June 1989 and was financed through a \$63 million bond issue by Anoka County. Hennepin County's portion of the bill was approximately \$33 million, of which \$26 million remains to be paid. The Minneapolis burner opened in October 1989 and was financed by a \$142 million bond issue, of which \$105 million is outstanding.

Leick noted that the two plants generate enough electricity to serve 40,000 homes per year. To ensure the facilities are self-financed through tipping fees and meet their energy and fuel contracts, the Minneapolis burner requires 365,000 tons of waste per year and the Elk River facility 235,000 tons per year. In 1995 the plants received a total of 620,000 tons.

Ramsey County, in a collaborative effort with Washington County, opened a refuse-derived facility in Newport in July 1987. Although construction of the facility was financed by the counties through a \$27.7 million bond issue, it is actually owned and operated by NSP. The counties have contracted with NSP to deliver 280,800 tons per year to the burner. In 1995 they delivered a total of 361,838 tons of trash.

Court decisions
In 1994, the U.S. Supreme Court ruled in *Carbone v. Clarkston, New York* that city ordinances preventing trash haulers from bringing their loads out of state violated the Commerce Clause of the U.S. Constitution. After *Carbone* Hennepin and Ramsey Counties did not prohibit haulers from using out-of-state landfills. They have, however, continued to require that all county waste slated to be disposed of in Minnesota be taken to the county incinerators.

In an effort to compete with less expensive out-of-state landfills, both counties gradually lowered their tipping fees. Currently, Hennepin County has tipping contracts with haulers for \$45 per ton and Ramsey and Washington Counties, which do not have haulers under

contract, charge \$50 a ton.

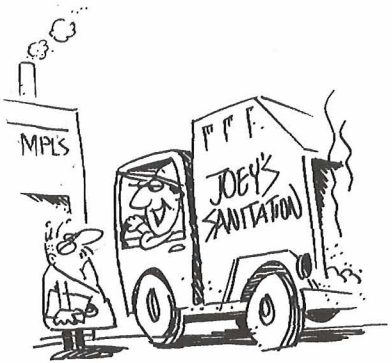
In his recent ruling, Judge Doty held that the remaining intrastate portion of the counties' ordinances also violated the Commerce Clause by "prohibit[ing] the importation of waste processing services which are indisputably an article of commerce." In effect, under flow control if a competing waste processing facility that was equally environmentally sensitive was built in the metro area, haulers would still not be permitted to dump there.

Under *Carbone* such "discrimination" is allowed if the county has no other means to advance a legitimate public interest. According to Doty's decision, Hennepin County argued that the public interest is two-fold: 1) ensuring that waste is disposed of in an environmentally sound manner; and 2) ensuring that the incinerators are generating enough revenue to be self-supporting.

Doty's ruling indicated, however, that equally environmentally sound facilities could be constructed that could compete with the counties' facilities. Additionally, as was held in *Carbone*, Doty said, "revenue generation is not a local interest that can justify discrimination against interstate commerce." He noted that, "while subsidization of its facility through general taxes may be unattractive to the County, the Supreme Court has specifically endorsed that as a nondiscriminatory alternative...The County cannot rely...on a discriminatory regulation to compensate for its unwillingness to impose potentially less popular measures."

Because the decision was a "partial summary judgment," the counties cannot automatically appeal. It is expected, however, that they will petition the Court for permission to appeal to the Eighth Circuit Court of Appeals. Meanwhile, a settlement conference has been scheduled for early May to determine the level of damages to be awarded the plaintiffs in the two Hennepin County cases. The plaintiffs in the class action suit by garbage generators are seeking \$100 million in damages—in essence, seeking damages which would be paid by themselves as taxpayers.

Now that the counties' monopoly control of solid waste flow has



"How does it feel to be 'Constitutionally challenged?'"

been overturned, what options remain for waste management and financing the incinerators?

According to Commissioner Randy Johnson, Hennepin County will likely reduce its tipping fee to be competitive with other disposal sites and will make up the difference by raising either the waste service assessment in the property tax or the general property tax. The waste services assessment is currently at nine percent (applied against a property's tax capacity—that is, the value adjusted for tax purposes) for residential customers and 14 percent for commercial customers.

Johnson said the county may also consider implementing a system known as "organized collection," under which the county would work with cities to bid out the routes for garbage hauling. The lowest bidder on each route could again be required to bring the waste to a processing facility specified by the county. Johnson noted that organized collection arrangements have been upheld by the courts in several cases on the East Coast.

Assistant Ramsey County Attorney Darwin Lookingbill said Ramsey and Washington counties are looking at similar options: lowering tipping fees, while simultaneously raising either the waste service tax or the general property tax. They may also consider negotiating long-term contracts with haulers or refinancing the bonds.

All three counties are looking to Congress for permanent relief. Legislation allowing jurisdictions with flow control authority on the books to continue controlling where waste goes—either until the bonds are repaid or for the life of the underly-

Include local, state representation on Metro Council

Edited excerpts of remarks by Philip Wichern, professor, University of Manitoba, and currently visiting professor at the University of Minnesota, to the Citizens League on April 9.

Get beyond distrust, competition, partisanship and let's get on with building our local communities. The state or provincial governments in this are very important. That's quite different from Canada to the United States. There it's very dependent on provincial governments and here it is increasingly so. But there's a lot more room here for local leadership and development.

Should Canadian models of region-

al government be applied? Well, I think you can get ideas from Toronto, but in the end the institutions need to be custom built. This is an art rather than a science. It depends on what we can do together and not on just what they are doing in other areas.

I suggest we listen to what's happening. In each of these areas there are regional institutions. They don't have to be called governments, but there are regional councils that are very important to bring together, to promote local cooperation. This is not just municipalities. It's watersheds; it's housing authorities. I think that's the future of reinventing government: trying to bring together government agencies and

allowing the private sector also to be involved. That is the secret, rather than one plan, one way or one vision.

We have the opportunity to share together and develop a common vision and develop a common public/private partnership, a livable region. It's important as we enter the 21st century. Perhaps we ought to think in terms of commitment to livable region—a contract, if you will. We should say to public officials, Are you committed to the Twin Cities' future? What kind of contract will you give us to support the development of reinventing governing?

This does involve expanding the

Met Council to become a regional council and to go beyond the seven-county area to where the development and the commuting is taking place. I don't think it involves a regional government. My own interpretation would be that the Met Council should be allowed to focus more on facilitation, planning, coordination, providing information. Some of these other activities, transit and the airport, are best handled by institutions that operate within the regional framework that is created.

An expanded Met Council should include representation by local officials and state agencies as part of that partnership.

Builders

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builders, developers, remodelers and suppliers of the home-building industry. Among the major findings of the group's study, which was conducted by the Minneapolis firm Dahlgren Shardlow & Urban:

- Unattended urban sprawl, caused by the shortage of land within the urban metropolitan service area (MUSA), has already added between \$650 million and \$1.3 billion to the cost of adding sewer lines and other improvements to prepare the new MUSA for future urban density development. These costs will be passed along to taxpayers who will also be saddled with rising land prices.

- At current growth rates, there is just over a three-year supply of available urban land for housing in the growing communities of the metropolitan area, where 80 percent of the population growth is expected to be in the next 25 years. This land supply is inadequate to accommodate the projected metropolitan area growth of 330,000 households by the year 2020.

What do the builders recommend to solve the problem? Action.

- Continual development within the core cities. To meet the projected 66,000 new households to be accommodated in the core cities, private and public sectors will need to work together to clean up pollut-

ed land and facilitate redevelopment by lifting tough local density and other related development restrictions.

- Expansion of the metropolitan sewer system facilities and boundaries. Bold action should be taken to expand the MUSA now to accommodate approximately 264,000 households projected to be added to the growing communities by the year 2020.

- Incentives for local government units, including the core cities, to encourage urban density within the MUSA.

- A new, simplified process for future expansions of the MUSA.

"We need an orderly and planned expansion that will curb urban sprawl," said John Shardlow, author of the BATC study. "We also want to work with core cities to loosen restrictive redevelopment laws."

The BATC study has nabbed the attention of Metropolitan Council members, metro area city leaders and the media. An April 21 editorial in the St. Paul *Pioneer Press*

grams," said Kathy Marker, youth development specialist at the Minneapolis YMCA.

Others had a different perspective. They saw positives in the absence of youth congregating in places they couldn't get to during the strike.

- The Downtown Minneapolis Transportation Management Organization, for example, noted in a report last October: "The absence of youth hanging out at various points was noticeable. This reduced the work load of security forces in many buildings and increased the perception of safety for many pedestrians. The large volume of youth gathered on weekend nights

said, "Urban sprawl. In Minnesota we generally see it as evil, and profess to be concerned about it. But the region—and state—have done far too little to curb it."

The builders agree.

"(The builders') case has merit. The MUSA was never intended to be static, and holding too tight to its present size could become self-defeating," said an April 24 *Star Tribune* editorial.

Interviewed on Minnesota Public Radio (MPR) on April 26, Shardlow described the land sprawl problem this way: "We've had a very strong 25-year commitment to regional planning in the Twin Cities metropolitan area, and that planning process is out of sync with the marketplace right now."

MPR's Paula Schroeder asked Shardlow about building large houses on large lots and implied that builders were contributing to urban sprawl. Shardlow responded, "If local units of government will make it possible for builders to build at a higher density, builders are ready, willing and able to do that today."

near 7th and Hennepin disappeared during the strike, reducing the need to schedule additional security patrols."

- The Minneapolis Police Department reported a decrease in the number of criminal incidents downtown during the strike. According to the department's Douglas Hicks, for three comparable time periods there were 538 crimes in the Downtown West neighborhood before the strike, 413 during the strike and 436 after the strike. It's not clear, however, how much of the crime—or the decrease—was youth related.

Colleen Moriarty, executive director of the Minneapolis Youth Coor-

The builders recommend not only increasing housing in growing communities where the vast majority of population growth is projected, but also expanding urban density development in the core city.

BATC's Builders Outreach Foundation is making a modest effort in St. Paul's Frogtown neighborhood by building a five-bedroom home at 484 Edmund. This is BATC's second home in the neighborhood, but those kinds of initiatives barely scratch the surface of what needs to be done.

Shardlow emphasizes the BATC study underscores previous Met Council findings that taxpayers pay more if land is developed at lower densities—or on large lots—than at higher density levels.

"The builders are pro-density," Shardlow states. "We want to roll up our sleeves and work with the Met Council on all aspects of these critical land-use issues."

Karen Christofferson is director of public policy for the Builders Association of the Twin Cities. Copies of the sprawl report are available for purchase by calling 612-851-9242.

John Shardlow, author of the BATC study, will speak at a Citizens League Network evening from 5 to 7 p.m. on May 30 at the Radisson Metrodome. Call 338-0791 for details.

dinating Board, takes issue with this perspective. "Downtown was not as filled with young people during the strike," she said. "Some saw that as good. I did not. Young people need more places to gather downtown. We need to make friends with young people, not hold them captive. Young people have a basic right to travel anywhere they want to go."

Fare increases
Some of this discussion carried over into debates over the past few months about bus fare increases. When MCTO recommended ending the subsidized off-peak youth fare for teens 13 to 17, youth and their advocates protested that the

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Youth

Continued from page 6

increase would be a hardship. Others questioned whether public funds should be used to subsidize transportation of young people to what they called "youth hangouts," such as downtown Minneapolis or the Mall of America.

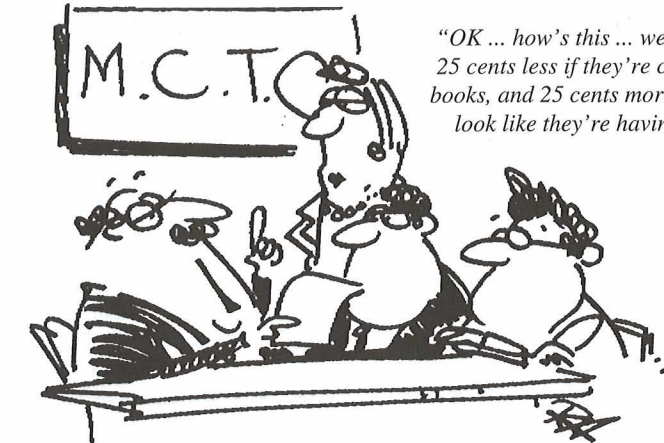
In the end the Metropolitan Council decided April 11 to raise peak-hour bus fares by 25 cents for all riders (to \$1.50 for local routes and \$2 for express routes) and to require teens 13 to 17 to pay the full fare at all times, including the \$1 regular off-peak fare. Currently, youth six to 17 pay 50 cents during off-peak hours and full fare only during peak hours, 6 to 9 a.m. and 3 to 6 p.m. weekdays. The 50-cent off-peak fare will continue for children six to 12. The new fares go into effect July 1 and are estimated to cost teens about \$300,000 more a year.

To address concerns about young people getting to their jobs and participating in after-school activities, Mark Fuhrmann, transportation implementation manager for the Metro Council, said staff has recommended that special discount cards be available to teens through schools and employers. The recommendations were to have been considered on May 6 and, if adopted, the new youth cards will be available September 1.

Reactions to the increased youth fare vary widely. "The rate increases are very negative," the Youth Coordinating Board's Moriarty said. "They impact the ability of young people to participate in activities. Young people's lives are very dependent on transportation."

Steve Morris, MCTO's director of maintenance, questioned the current youth fare subsidy: "If a kid comes from a well-off family, does it make sense to subsidize his trip to a ball game more than the trip of a single parent struggling to make ends meet?"

"Nationally, teens spend \$109 billion of disposable income," said MCTO's Gibbons. "They've got a 50 cents. The transit system has 10 million fewer dollars this year than last. It needs revenue from everyone." He said most



other transit systems around the country either cut off youth fares at age 12 or 13 or offer no youth fares.

Mall of America
Route 80 to and from the Mall of America is the focus of much of the discussion, because it is so heavily used by teens. Route 5, the local route through north and south Minneapolis to the mall, is also heavily patronized, according to MCTO officials.

Gibbons said Route 80 generates an average of 2,864 rides every Saturday. MCTO orders an average of five extra buses for the route—at a cost of \$60 to \$65 per hour per bus—every Saturday night to transport mainly young people to downtown Minneapolis from the Mall of America. Extra buses are ordered any time large numbers of passengers are expected to converge on a particular route at one time—after a Twins game, for example.

In addition to the extra Route 80 buses, Gibbons said MCTO generally orders two or three extra Route 5 buses to north Minneapolis to be waiting downtown on Saturday nights when the Route 80 buses arrive. Loeffler said plans call for adding several extra Route 80 and Route 5 buses to the regular schedule on Saturday nights.

Gibbons said there are "far more youth-related incidents" on Route 80 than on other routes. Behavior problems on Route 54 from the mall to downtown St. Paul are not as big an issue, he said. On Saturday nights MCTO provides extra security—both at the mall and in downtown Minneapolis—including extra street supervision and Transit Police. In addition, mall security guards and, at times, Bloomington police officers, help

patrol the mall's transit area.

Because of the large number of riders, Gibbons said, Route 80 is the least subsidized route in the system on Saturdays, when the per ride subsidy is 59 cents. (On an everyday basis, the route requires a \$1.06 subsidy per ride, second lowest in the system to Route 16 between downtown Minneapolis and St. Paul, which has a 31 cent overall subsidy per ride.)

Gibbons said the subsidy figures include the costs for the extra relief buses, but security costs are spread systemwide and are not allocated by route.

Focus on behavior, not access
There is no clear consensus on how to deal with behavior concerns about younger bus riders, although MCTO officials say they do not intend to reduce teens' access to the bus system.

Loeffler said it was suggested in informal discussions that Saturday night bus service to the mall be eliminated, but MCTO declined. "It goes contrary to running a public bus company," he said.

And, while youth and their advocates may disagree, Gibbons said it was not MCTO's intent to reduce the number of young people riding to the mall by raising the off-peak fare from 50 cents to \$1. "I don't think they're going to modify their behavior for an extra 50 cents," he said.

Loeffler is intrigued by the Mall of America's new "Mighty Moms" community liaisons, who are roaming the mall to diffuse potential problems among young people. He said bus officials have talked about using liaisons and peers on buses and will be watching how the

mall's new program works.

The Youth Coordinating Board's Moriarty recommends several strategies:

- MCTO police should start a conflict resolution program with young people;

- MCTO should hire young people to help solve conflicts;

- The community should provide more safe places for kids to go in the neighborhoods and downtown.

Moriarty does not see reducing young people's access to the transit system as a viable option to dealing with behavior concerns. Neither do MCTO's Gibbons and Morris.

"These are our customers," Gibbons said. "Many will be our customers tomorrow. We must provide the service."

"Young people ought to be able to go where they want to," Morris said. "It's the behavior we have to deal with."

Dana Schroeder is editor of the Minnesota Journal.

Garbage

Continued from page 5

ing service contract—passed the Senate in May 1995, but failed in the House this January. The entire Minnesota Congressional delegation voted in favor of the legislation. Although many county and state officials continue to hope such legislation will still pass Congress this year, committee staff from the House Energy and Commerce Committee said such action would be unlikely.

Whatever Congressional action may produce in the future, it appears the most immediate effect of Judge Doty's ruling will be to spur a competitive market for waste disposal and to increase property taxes.

Kristin J. Robbins recently returned to the Twin Cities after serving as legislative director for U.S. Rep. Harris Fawell (R-Illinois) in Washington, D.C., and completing her master's degree in economics.

Law ties some transportation funding to performance

Lost in the flap over the peremptory resolution of the dual-track airport process: A little-noticed section of the airport bill, championed by Dee Long (DFL-Minneapolis) and Sandy Pappas (DFL-St. Paul), put in motion some important steps to improve life for metro-area commuters.

The Transportation Investment Act will require a performance audit of the metropolitan commuting area's transportation system every four years, starting in 1997. The audit is to include recommendations for standards against which the highway and transit systems' performance will be evaluated.

The law also requires that 1.5 percent of the general funds appropriated to the Metropolitan Council Transit Operations (MCTO) for fiscal 1997 be withheld until June 1997. At that time, the funds are to be released only if MCTO shows that it has increased its productivity, measured in terms of passengers per revenue hour, during the previous year.

Similarly, five percent of the funds appropriated in 1996 for trunk highway construction will be released after June 1, 1997, only if MnDOT shows it has lowered its administrative costs relative to construction costs.

Small steps, perhaps. But a big victory for an idea whose time has come: Pay for performance, not process.—*Janet Dudrow.*

Victoria city council member Jim Paulsen reports that council members have been tossing around the idea of not approving any more single-family housing until the school district has enough capacity in its schools. The Carver County community currently has a two-year moratorium on single-family housing that comes off in December. Despite the moratorium, Paulsen said about 100 previously approved new housing units have gone up in each of the two years.

Following a successful bond referendum in School District 112 several years ago, a new high school was built in Chaska. However, an excess levy referendum to raise more operating funds for the district failed, so the school board closed the old high

school, which was to have been used as a middle school. Paulsen said all the elementary and middle schools are full. Looking at school capacity is equally important to looking at the traditional measures of sewer and road capacity, he said.

Victoria realizes setting limits to growth by itself doesn't make sense, Paulsen said, noting that Chanhassen will add 300 new housing units this year and Chaska 100 units. Still, he said, the community is realizing "the more we build, the further back we go."—*Dana Schroeder.*

Privatization is the current rage among governments looking to cut costs. But it might surprise some that in Indianapolis, bids for a number of service contracts are being won by the government.

Since winning election in 1992, Indianapolis Mayor Stephen Goldsmith has required public services to be open to competitive bid. During this time, 64 competitions worth \$500 million in 27 separate service areas have been sent out for bid.

Indianapolis public workers have won 16 contracts outright, while splitting another 13 contracts with private contractors. Three years ago, the Indianapolis Solid Waste Division outbid 12 private haulers for the rights to much of the city's trash. That same group is now looking to add public buildings and parks to their routes in a new round of bidding.

An interesting tidbit to this bidding war: Competitive bids submitted by public workers and unions have won about 75 percent of the time, while bids submitted by public-sector management have won only 30 percent of the time.—*Ron Wirtz.*

Casino gambling is booming, and law enforcement agencies worry that all that cash changing hands provides the perfect conditions for money launderers to do their dirty work, according to a recent report from the U.S. General Accounting Office.

Since the Bank Secrecy Act (BSA) was passed in 1970, banks have been required to report to the IRS specific currency transactions over \$10,000. The paper trail helps law enforcement officials and regulators spot attempts to conceal drug smuggling and other crimes.

As cash-based businesses, casinos provide many of the same services as banks—cashing checks, placing money on deposit. In 1985, the BSA was amended to include some casinos as nonbank financial institutions. Tribal casinos, however, weren't subject to BSA, but to a more limited set of reporting requirements.

The federal 1994 Money Laundering Suppression Act expanded the scope of BSA to include tribal casinos with gross annual gaming revenues over \$1 million. (That will cover all or most of the tribal casinos in the Twin Cities area.) The Treasury Department is putting the finishing touches on the regulations now.

When the regulations take effect, tribal casinos will have to record and report all currency transactions over \$10,000: chip purchases, money placed on deposit, cash payouts and slot winnings—and the names and Social Security numbers of the gamblers involved.—*J.D.*

Former Gov. Elmer L. Andersen: "Character should be more and more the fundamental test of public officials. It doesn't matter to me where they stand on issues. It's

where they stand on integrity, public service, the process, the constitution, as compared to selling out to almost anything."—*Betty Wilson.*

The Minneapolis & St. Paul Home Tour offers up a smorgasbord of urban architectural styles. But tucked behind a freeway noise barricade in the Prospect Park neighborhood of Minneapolis is an architectural gem that should serve as a lesson in the current discussions on densification and reurbanization.

Designed by Frank Lloyd Wright, the house represents a transition from Wright's Prairie Style to his later "usonian" houses. The 1930s usonian houses applied Wright's organic principles to small, affordable housing appropriate for what he saw as the emergence of a new democratic society, free of the hierarchy and tyranny reflected in European architectural styles.

The house has a monumental dignity that is surprising and uncommon, considering its small size and scale. When built, the house framed the panoramic view of the river valley. Unfortunately, it has been cut off from its surroundings by the way noise barrier. Still, it shows that a relatively small house on a small urban lot can be functional, esthetically pleasing and relate to its surroundings. (Ironically, some of the house's best features are not permitted under today's zoning laws.)—*Phil Jenni.*

"Take Note" contributors include Minnesota Journal and Citizens League staff members and Betty Wilson, a free-lance writer and former Star Tribune political writer.

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Citizens League Matters

May 14, 1996

News for Citizens League Members

Welcome New Members

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Edward Gale
John Kaul
Lawrence and
Susan King
Angela Mercier
David Moore
Betsy O'Berry
Joe Reid
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Mark Sather
Coralie Wilson
Amy Zimmer

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<http://freenet.msp.mn.us/ip/pol/citizen/>

The Citizens League promotes the public interest in Minnesota by involving citizens in identifying and framing critical public policy choices, forging recommendations and advocating their adoption. Suggested dues for membership are \$50 for individuals and \$75 for family membership. Other categories are also available. For more information on membership, please call 338-0791.

Citizens League *Networks* resume

The next Citizens League Network member reception is scheduled for Thursday, May 30 (see notice below for details).

The purpose of the Networks is to provide an opportunity for members, and their guests to socialize and learn about important community issues. League members are encouraged to bring guests.

The League launched this new member program last year with eight very successful sessions. Depending on the topic (and the weather) attendance varied from a couple of dozen to over 100.

This year we expect to do four to six Networks. Each will be announced separately, unlike last year when we announced

the whole series in advance.

Typically Network meetings are held at the end of the business day. There is a nominal charge to help defray part of the expense of the program. A wine and cheese reception and an update on League activities precedes the featured presentation. Call 338-0791 for more information.

"Limits to Growth"

A summary of the Builders' Association of the Twin Cities study on the availability of developable urban land, the economic impact of current growth policies and recommendations for major changes in the region's growth management system.

Presenters:

John Shardlow
Dahlgren, Shardlow & Uban, Inc.

Dan Herbst
Pemtom Land Company

Thursday, May 30, 1996

Radisson Metrodome (U of M)

**615 Washington Ave SE
Minneapolis**

Cost: \$10

5:00 p.m. Reception

5:30 - 7:00 p.m. Program

**Reservations are required. Please reserve by May 27.
Call 338-0791, Fax 337-5919, email citizen@epx.cis.umn.edu**

**This Network is sponsored by
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Mind-Openers ending in style

The recent Mind-Opener series on regional governance shattered previous attendance records. Total attendance for the five-part series was 539, with the last session, featuring David Gurin of Toronto, setting a new standard for a single session with 120 people.

For those who missed the series, the meetings will be broadcast Tuesday nights at 9:30 p.m. starting June 4 on the Metro Cable Network (CH 6). The schedule is as follows:

June 4: Phil Wichern
June 11: Ken Greenberg
June 18: Beverly Stein
June 25: John Krauss
July 2: David Gurin

Special thanks to the Metro Council, Canadian Consulate, the Center for Urban and Regional Affairs at the U of M and MN Extension Services

for their financial assistance.

The Mind-Opener series goes on its traditional summer vacation after a three-part series looking at issues surrounding work readiness.

Steve Rothschild, founder and president of Twin Cities RISE!, led off the series on May 7. David R. Johnson, director of the National Transition Network at the U of M's Institute on Community Integration, will discuss the role of education in work force preparation on May 14. The season concludes on May 21 with Jane Samargia, Executive Director of HIRED, talking about the Jobslink program.

The meetings are at the University Club, 420 Summit Avenue in St. Paul. Cost is \$10 for members and \$15 for non-members.

Two members recognized for civic service

Citizens League members are generally a busy, civic bunch with a high public profile quotient. But from time to time we notice when active League members are singled out for prestigious awards or recognition.

Longtime League member Allen Saeks was honored on Law Day by the Fund for the Legal Aid Society and the Hennepin County Bar Association for his legal service to the disadvantaged. Saeks has served several terms on the League's Board of Directors and chaired several study and operational committees. League past president John Mooty was last year's Law Day honoree.

Fred Hoisington was recipient of the Moe Dorton Award. The award, presented by the Sensible Land Use Coalition, recognizes individual leadership, accomplishment, cooperation and civility in land use planning and development. Hoisington has served on several recent League study committees and is currently a member of the Building Livable Communities study. Incidentally, Moe Dorton was also an active member of the League until his untimely death, and last year's winner was current League president Barbara Lukermann.

Congratulations Allen and Fred! We're proud to have you as members of the Citizens League.

Study Committee Update

The Citizens League's study committee on the *Twin Cities in the Global Economy* is coming into the home stretch. About two dozen League members have persevered through nearly two years of hard work on the question: What steps should the public sector take to position the Twin Cities metropolitan region for prosperity in the global economy?

The committee, co-chaired by David Hunt and John Yngve, has met 60 times, heard from 42 resource people, conducted eight Speak Ups!, filled three five-inch ring binders with resource material and consumed nine megabytes of hard disk storage.

The committee recently approved a first draft of recommendations and will review a complete report draft within the next couple of weeks. The final version will be sent to the Citizens League board for its review in June.

The *Building Livable Communities* committee is at the critical stage of outlining and defining the problems of past growth and development patterns in the Twin Cities.

After months of testimony and group discussion, the committee has tentatively identified four problem areas related to Twin

Cities growth and development: the decentralization of growth, inner city decline, competition for tax base, and poorly coordinated regional systems.

Staff is now in the process of defining and documenting these four problem areas. The committee will spend the next 4 to 6 weeks debating and ultimately agreeing on specific definitions and conclusions before moving into the recommendation stage.

The League Board last month selected *Empowering Public School Sites to Improve Student Achievement* as the next study topic. This study will answer the question: What institutional arrangements are needed to enable individual schools to improve student achievement? The committee will address nuts-and-bolts questions related to site-based management—issues such as curriculum and instruction, assessment, transportation, school construction and capital expenditures.

The new study will be started when the Global Economy committee has completed its work. Recruitment for study committee members will likely begin in July. Interested League members should watch their mail for information about how to apply.

The Citizens League's Princes Charles...

Chuck Neerland, co-chair of the League's summer short study on the state budget, was a panelist on KTCA *Almanac* on Friday, April 12. He discussed the Citizens League's position on the future of the University of Minnesota's General College.

Board member Chuck Denny spoke about the problems of poverty concentration and city-suburb income disparity at a meeting of the membership of the Woodhill Country Club on Wednesday, April 24. He spoke about the League's 1994 housing study and its ongoing efforts to improve regional development strategies.