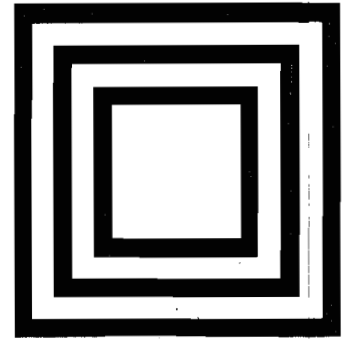


CITIZENS LEAGUE REPORT



A Positive Alternative:

Redesigning Public Service Delivery

~~Cut Service~~

- ~~Less Service~~

~~Raise Taxes~~

- ~~Higher Charges~~

Redesign Service

- More Choices for Citizens
- More Competition Among Providers
- Rewards for Good Performance
- Reduced Public Subsidies

Citizens League Report

**A POSITIVE ALTERNATIVE:
REDESIGNING PUBLIC SERVICE DELIVERY**

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INTRODUCTION

This is a report about opportunities to redesign the systems we now use to deliver public services. Improving the quality and the efficiency of those systems, thereby increasing public satisfaction with them, is an essential part of the challenge facing Minnesota today.

This report is intended to serve as a road map for those elected officials, government professionals and community leaders involved in the debate over public services. It is intended to help them change public service delivery systems in ways which will, in the long term, provide better service at less cost. We hope they will examine the report and use it to generate and evaluate specific proposals, understanding the policy implications and general applicability of each.

The report begins by describing the prevailing economic and political conditions, which, we believe, necessitate attention to public service delivery. The next section introduces our way of analyzing the fundamental elements of service delivery systems and the values we are striving to achieve. Next, the report describes in detail the strategies for redesigning service delivery systems, commenting on the

applicability and potential benefits of each. The last major section of the report describes some of the necessary steps associated with implementation of these strategies. Finally, we have attached as appendices a matrix designed to help policymakers evaluate proposals for change and redesign ideas and a list of specific possible opportunities for change which should be addressed in more detail.

This report does not break entirely new ground. Rather, it seeks to frame the current debate over public services in a way that clarifies the issues, identifies the policy concerns, and presents opportunities for action.

Also, we are optimistic about the opportunities for and benefits of redesigning service; we think applying the various strategies can improve service delivery. We admit to having emphasized the advantages of changing service delivery systems. We may be subject to criticism for overlooking some of the potential problems, but staying with current arrangements has problems too. We think change is absolutely essential and that this report will promote successful change.

MAJOR POINTS IN THIS REPORT

1. The fiscal constraints which plague the public sector are likely to persist. The current debate which focuses exclusively on whether to cut spending or raise taxes will not produce an adequate long term solution to the problems of public service delivery. Attention must be directed to changing the service delivery system itself to provide more value and satisfaction for the service delivery dollars spent.

2. Redesigning service delivery systems should strive to accomplish several important goals:

- maximize opportunities for individuals to make choices about what they want and how they want to get it.
- increase competition among multiple service providers.
- increase the ability to reward performance and thereby improve accountability.
- reduce the need for public subsidies to provide certain services.

3. These goals can best be accomplished by changing delivery systems in three principal ways:

- allowing users or consumers of a service, instead of government professionals, to determine the content and providers of services.
- allowing providers of service to operate more as entrepreneurs in a competitive environment, rather than

- as sole suppliers of service in a monopoly environment.
- emphasizing services that promote prevention rather than repair.

4. To implement these changes successfully, several steps should be taken to address the important policy concerns associated with service redesign. Specifically, steps need to be taken to:

- ensure that consumers have genuine access to the services by removing inequities caused by differential levels of income and information.
- attract providers of service and preserve competition among them.
- focus the attention of those in government on their primary responsibility to decide about and manage service delivery, but not to necessarily deliver services.

5. There are many services where opportunities exist to change service delivery systems along the lines described in this report. Attention should now shift to specific services and experimentation should be encouraged.

6. One of the major obstacles to implementing alternative service delivery mechanisms is the frequent confusion over the objective which service is designed to reach. Successful redesign requires a consensus on, and a clear statement about, what the service objective is.

BACKGROUND

1. THERE IS A PRESSING NEED TO RE-EXAMINE THE DELIVERY OF PUBLIC SERVICES.

This need results from at least four factors.

First, the public sector is facing revenue shortages that are severe and likely to persist.

The Minnesota Legislature struggled through multiple special sessions during the winter of 1981-82 trying to balance the state's budget, which was nearly \$1 billion short. The resolution of the problem involved cutting spending, raising taxes, pushing spending obligations into future years and advancing revenue collection, thereby setting the stage for another round of debate over the budget in 1983.

Local governments, faced with cutbacks in state and federal aid, were also forced to find ways to cope with less revenue. Cutting service was the principal response.

Likewise the long term picture shows continued reduction in the rate of growth in government revenues. Both state and federal governments have used their "easy" money tools, and will find it much more difficult in the years ahead to raise money from traditional sources. Moreover, even if the economy were to rebound rapidly from the current recession it is unlikely that there would be a majority constituency for full restoration of government service programs.

Second, there is growing dissatisfaction with the performance of the public sector service delivery system.

People are being asked to pay more for service and accept less quantity and quality. The cost of education is up, for example, but the schools in many districts have fewer teachers and larger classes. Similarly, bus fares are up, but service is less frequent. Park user fees have been increased, but the parks are not open as often and are not staffed as fully.

The dissatisfaction goes beyond concerns about value and service quality and it preceded, by many years, the budget crunch that now accentuates it. Gradually there has been

building a general sense that the traditional way of thinking about the public sector and taking action on public problems is no longer working adequately.

Third, there is unwillingness on the part of large segments of the public and elected officials to raise taxes to a level necessary to support the current delivery system.

The evidence of this is clearest in California, Massachusetts and the other states where limitations have been placed on spending and tax increases. Minnesota's own Legislature displayed the same sentiment.

The federal government's actions on spending also signal this unwillingness to continue to finance the public service delivery system in its current form at its current level.

Fourth, as the debate is occurring the community is losing ground in the delivery of some public services that are needed.

Chief among the services where deferred action may be costly in the future are those related to infrastructure maintenance and replacement: repaving streets, repairing sewers, and repairing bridges. These are major and essential expenses for a community, but ones that may not receive high priority in times of fiscal stress. There is concern, too, that the community may be losing ground on some social service needs.

2. TO DATE, DEBATE OVER WHAT TO DO HAS FOCUSED ON ONLY TWO ALTERNATIVES: CUT SERVICE OR RAISE REVENUE.

At the Legislature, debate occurred over, among other things, how much to cut appropriations for parks, transit, colleges, and state government departments. Debate also occurred over how much to withhold in transfer payments to local governments, including schools, and whether to cut across the board or be selective. At the local level debate is over whether to reduce library hours, cut bus routes, reduce school course offerings, or all of the above.

Efforts are underway at both the state and local levels too, to raise more money. Some propose that this be done

through existing taxes (income, sales, or property). Others propose to enact new, better-concealed taxes, such as pari-mutuel betting, lotteries, or payroll taxes. Efforts are also being made to get more money from the private sector, even though it is clear that business donors cannot be expected to replace all the service funds lost through budget cuts or the recession. The search is on as well for places where fees can be raised to bring in more money. Fees are up for riding buses, using state parks, going to college, and even using libraries. Finally, proposals have been made to simply shift financing responsibilities to other levels of government, and thereby avoid the problems of tight budgets.

3. THIS REPORT IS INTENDED TO SHIFT COMMUNITY ATTENTION TO RESPONSES THAT INVOLVE CHANGING THE WAY SERVICES ARE DELIVERED.

Although we think the discussions about new revenue sources and appropriate service levels are necessary and

desirable, they are inadequate. In and of themselves, cutting service and raising taxes do little to improve the way the public sector service delivery system works. Cutting service simply means doing less. Raising taxes does not reform the current delivery system.

There is no mandate to provide less service. There *is* a mandate for better service. What the community needs is to get more value for the service dollars it spends and, regardless of financial considerations, find ways to improve the level of satisfaction with services.

This report attempts to focus attention on how the community can change, or “redesign”, service delivery in response to this challenge. The report suggests several redesign strategies, indicates when they seem applicable, identifies the potential advantages of each in terms of central policy objectives, and outlines the policy considerations that need attention in specific applications.

INTRODUCTION TO REDESIGNING SERVICE

1. TO UNDERSTAND "REDESIGN" AND WHERE WE WANT TO GO, IT IS HELPFUL TO THINK FIRST ABOUT THE TRADITIONAL PUBLIC SERVICE DELIVERY SYSTEM.

The traditional public system

Most of us carry around in our heads a view of the public sector service delivery system that looks something like the following:

A public service begins with a decision made in the political process that a need or problem exists for which a program needs to be created. A government agency is set up to administer the program. It is financed by tax revenue, which is appropriated to the agency. All citizens secure service from that agency alone. Charges are either not made, or are made without regard to differences in income or amount of use. Effectiveness, efficiency, and responsiveness are ensured through professional administration. Accountability rests with elected officials and is enforced by citizens through the voting process.

Not all services are delivered in this fashion. Education, transit, and some park services tend to be. Housing and health care are not. This is, however, the traditional model that still prevails in large measure. It is a service delivery arrangement that reflects the belief, now not held as widely as when the systems were established, that most of the decisions about problems, needs, and solutions are best made by government experts; that government professionals should also deliver the services designed to be solutions; that these professionals have adequate incentive to perform well, simply by virtue of the fact that they are professionals and that they do not need competition from other providers; and that these professionals know what a service is costing, and how best to provide it.

Where we want to go

Redesign of service involves changing current conditions and assumptions about service delivery. Redesign strategies are intended to introduce change in monopolistic

service delivery systems, and to accomplish four important goals:

- maximize opportunities for individuals to make choices about what they want and how to get it.
- increase competition among multiple service providers.
- increase the ability to reward performance and thereby improve accountability.
- reduce the need for public subsidies to provide certain services.

The philosophy underlying these four goals, and the call to redesign service delivery, is outlined in a report entitled, "Issues of the 80s, Enlarging Our Capacity to Adapt," which was issued by the Citizens League in 1980.

We have accepted the general positions in that report, and tried in our report to translate them into specific tools public officials can use. Before going ahead with that, however, we want to repeat some of the central ideas included in the Issues of the 80s report: a) the essential function of government is deciding, and government need not actually deliver those services it decides should be available, b) it is time to reverse the trend toward institutionalization and to re-emphasize the desirability of people doing things for themselves, c) there should be more opportunities for consumers/citizens/users to influence the behavior of service organizations by selecting others they like better, d) the way to get public agencies to improve is to create incentives for such organizations to initiate changes themselves—to let them know that if they do not change they will fail, as elected officials and citizens turn to alternative providers, e) use of the pricing system, which is integral to the "choices" strategy, will be infeasible politically unless income support programs exist which reduce substantial inequalities in income.

A redesigned system which is consistent with this philosophy and accomplishes our four goals might, ideally, look like the following:

A service usually begins with a decision, made by elected officials that a need or problem exists.

Elected officials either purchase service (from their own employees, from private vendors, or from another government) or, alternatively, officials give users the cash, vouchers, or information to buy their own service. In either case, users are charged for service, with charges based upon income, amount of use, or some other factor. Effectiveness, efficiency, and responsiveness are ensured through marketplace competition and choices. Accountability rests with the providers of service, and is enforced by consumers of service (officials and citizens), through the process of selecting providers and deciding how much to consume.

2. SERVICES CAN BE REDESIGNED BY CHANGING ANY OF THREE ELEMENTS OF SERVICE DELIVERY.

In order to proceed with the discussion of redesign, one needs a simple model of service delivery. The model we chose has three elements; deciders, providers, and objectives. Changing any of these elements is, by our definition, a redesign of service.

The words we chose to describe our service model are not necessarily the best or the only ones that can be used. Indeed, other people writing about service redesign use different labels. Where we use "Deciders," others use "Providers," "Payers," or "Regulators." Where we use "Providers," others use "Suppliers," "Doers," "Vendors," "Producers," or "Contractors." We trust that the next several paragraphs will describe clearly the essential terms we use to describe service delivery.

The Decider

The first element in our model of service delivery is the decider. This is the person, group or entity that decides 1) what service ought to be provided; 2) who ought to provide the service; and 3) how the service should be provided.

Today, elected officials and government professionals make and execute all three of these decisions in many service areas. In education, for example, they decide that free schooling should be available to children under age 18, that a system of public schools should deliver that service, and that training should be in certain subjects and utilize certain materials. Citizens in the community act primarily as recipients of the service.

The Redesign strategies, as described in the next several pages, are intended to encourage governments to concentrate on making the first decision about what service ought to be provided and to increase the role of recipients in making the last two decisions about providers and content. In the education example, government would still be making the first decision, but more opportunities would be given to citizens to select providers and content of educational services. It is these secondary decisions which are important from the standpoint of increasing choice, providing competition among providers, facilitating reward based on performance and reducing subsidies.

The Provider

The second element in our model is the provider: the individual or organization (public or private, profit or non-profit) which delivers the service. Today, government agencies are the primary providers of many services to the community. Using the education example again, government is the primary provider of instruction.

Redesign strategies are intended to increase the number of providers, to increase the competition between them, and to demonstrate that government does not have to provide everything it decides should be available in the community. Redesign of education could involve, for example, expanding competition among public schools.

The Objective

This is the third important element in our service delivery model. It is, in general terms, the strategy the community is taking to accomplish its service goal.

Consider, for example, services provided by municipal fire departments. The ultimate goal of service is to minimize the loss of lives and property by fire. The primary objective today in most communities is rapid fire suppression. Department budgets are heavily devoted to big red trucks and hoses. The objective could be changed though, to one emphasizing fire prevention. Lives and property would still be saved, but there would be more opportunities for citizens to individually make choices about service content and providers; new providers could easily come into the market to compete with existing providers, and some dollars spent on fire suppression could be saved.

THE REDESIGN STRATEGIES

Examples, Applicability, and Potential Benefits

In developing this section of the report we have drawn upon a number of experiments that have occurred in various settings. They have helped us understand when each of the redesign methodologies seem applicable and the potential benefits of each. The problematic policy considerations associated with the various methodologies are addressed in the next section.

1. CHANGE WHO DECIDES.

Instead of letting government experts decide service content and select whom to pay, let the recipients of service make these decisions.

a. Charging user fees can enable users to be deciders.

Examples

Governments charge fees for many services now: for riding buses, going to college, and borrowing library materials. In these cases individuals have the power to decide whether they want service and from whom they want to get it. Individual consumers could be empowered to make the same choices if fees were charged for other services, such as: elementary education, park usage, and for parking (where charges are not made now).

Applicability

It is technically possible to charge fees for service anytime the beneficiaries of service can be identified and the non-payers can be excluded from benefiting. It is also necessary that there be a method of efficiently collecting fees: the fare-box, in the case of bus service; the college office, in the case of school tuition; the checkout desk, in the case of library materials.

These are the minimum conditions necessary for charging fees. If, however, charging fees is intended to empower citizens to make choices, instead of to simply raise money, other conditions must exist. First, a mechanism needs to exist to implement the social equity will of the community. Second, there must be at least the possibility of multiple

providers of service, if purchasing service is mandatory. When services are not mandatory or essential, charging fees does not need to be contingent upon the existence of alternative providers. People who do not want service or do not want to pay the fee can go without service.

Charging fees seems especially appropriate for services in high demand, when use by one person excludes use by another person, when service is provided beyond a standard minimum level, or when there is a need to discourage excessive consumption.

Potential Benefits

Charging fees has a number of advantages. It permits providers of service to measure how much service is demanded by the public. Service can reflect consumer preferences rather than bureaucratic judgments about what should be provided and in what quantity. It is very possible that when fees are charged people will place more value on a service and demand for it will increase.

Fees promote performance on the part of service providers too, for providers have to compete and earn their revenue. Revenue is not simply appropriated to them by government officials. The ability of people to make choices about whether to use the service and pay the fee, and what provider to use, gives providers incentives to be responsive to users. The incentives to be responsive to users is greater when the provider is permitted to keep whatever revenue is generated and is not required to return this money to the government general fund.

b. Charging assessments can enable people presumed to benefit to be deciders.

(Assessments are charges to people presumed to benefit from service.)

Examples

Assessments are commonly levied for capital improvements, to sidewalks and streets, for example, but they are rarely

levied for other services where they could be. Existing law permits assessing for park maintenance, although few cities do. Communities could also assess for street maintenance, snow plowing, and library service. Saint Paul is experimenting with assessing for snow plowing and already assesses for summer street maintenance. The city appears to be unusual, though, in this respect. In most cities these services are financed with tax revenue. Condominium and townhouse associations commonly "assess" themselves for maintenance of their streets and common areas. This practice could conceivably be extended to groups of detached houses as well.

Applicability

Assessments can be used anytime it is possible to identify generally who benefits from service, but not possible to exclude non-payers from benefiting or to collect fees efficiently.

Potential Benefits

One advantage of assessing instead of taxing for service is that public officials can thereby give neighborhoods more choice in terms of what services they get and who they get them from. Assessing does not automatically mean users have more choice, for payment of assessments, once imposed, is, like payment of taxes, mandatory. Assessment levels can, however, be varied from one neighborhood to another depending, for example, upon the amount of service received or the provider selected. Saint Paul, for example, varies its assessments for summer street maintenance from one part of the city to another depending upon street function.

Changing the basis on which assessments are calculated can also give citizens more choice about the level of service they want and how much to pay for it. Today, assessments are generally based upon the length of front footage of a property owners lot. Assessments for street maintenance might instead be based upon the number of cars a person owned.

Assessments do not force providers to earn their revenue to the same extent that fees do, for fees are voluntary, whereas assessments are mandatory. Compared to taxes, however, assessments have greater visibility for citizens. People can easily associate an assessment with a specific service. This makes it relatively easy for citizens to express their opinions to public officials about the quality of service or the level of assessment.

c. Giving vouchers to users enables them to be deciders too.

(Vouchers are coupons which can be used to pay for service.)

Voucher programs already exist in many services. The food stamp program is an example. Medicare and Medicaid, programs that provide their enrollees with cards that enable them to obtain medical service at a hospital of their choice, are voucher programs. Moreover, vouchers are not only for the poor. The "G.I. Bill" for education of veterans after World War II was a voucher program. It was open to all people, regardless of income.

Under each of these programs providers of service (grocery stores, hospitals, or colleges) compete to attract consumers who hold vouchers. The vouchers can be redeemed by the providers for cash with government, or any other third party that agrees to this arrangement.

Voucher programs have been proposed for elementary and secondary education, and for transportation. Also, the federal government is presently considering implementing a voucher program for housing as an alternative to the current system in which money is appropriated directly to builders and property owners.

Applicability

Vouchers can be implemented whenever it is possible to charge fees (anytime it is possible to identify users and to collect fees or vouchers from them, and to exclude from benefiting those who do not hold vouchers or who do not pay the fees charged). A voucher system can be structured in a number of ways. The value of the voucher can be restricted to one service or to several services (food only; or food, clothing and electricity, for example). A voucher can be restricted to one kind of provider, or to many providers (government providers only, or public as well as private providers).

It makes sense to use vouchers only when there is the possibility for multiple providers to compete, or when vouchers can be used for more than one service. Without these conditions one of the major advantages of vouchers, namely, that they give individuals the power to make choices in terms of service content and providers, is lost.

Potential Benefits

By giving recipients the power to make choices among service providers, vouchers give people more control over the services they get. By forcing providers to compete for vouchers, vouchers force providers to be responsive to the

needs of consumers and to perform efficiently. A school voucher program, for example, would enable parents to make decisions about where they want to send their children to school and give schools incentives to provide the kind of educational program parents and children want.

Another valuable feature of a voucher system is that it enables policymakers to charge fees that reflect the cost of providing service. Instead of holding down charges for all people so that the poor can afford them (which ends up providing subsidies to people who could afford to pay more), fees for service can be permitted to rise to a level that reflects their cost; vouchers can then be given to those people who could not afford to pay the fees with their own money.

A third advantage of vouchers is that, by freeing capital from the appropriations process, they enable new providers to enter into competition with existing providers with relative ease.

d. Giving people cash also enables them to be deciders.

Examples

Today the State of Minnesota sends money to some people to reimburse them for part of their property tax payment. The state also sends money to people who are out of work, and to people whose incomes are below a certain level. This money has no strings attached. People can spend it on anything they want.

Applicability

The primary consideration that determines whether to provide vouchers or cash grants seems to be whether to restrict how public assistance is used. Vouchers can be restricted for specific services or providers, whereas cash grants are valuable for any service and any provider.

Potential Benefits

Cash grants have some of the same advantages as vouchers, from the standpoint of people buying service (public officials and service recipients). Cash expands their ability to make choices about service content and providers. Cash grants also require providers to be responsive and perform efficiently in order to attract consumers. Cash grants can also encourage recipients to be cost conscious and shop for efficient providers, for whatever money is saved on one service can be spent on another service.

Grants can be given based on income, but they can also be based on the cost of specific services. Circuit breaker credits, for example, are based on property tax bills. If payments are based on specific bills, payments can be mailed before the bill must be paid or after. When payments are mailed to recipients after bills are due, recipients of assistance see their entire bill and pay it out of their own resources. This should encourage them to use service carefully.

Incentives for cost control can also depend upon whether payments go directly to service providers, or go first to recipients of service. Providers might want payments to come directly to them, for this relieves them of collection responsibilities. If, however, payments are made to the recipients, the users of service see the entire bill and are aware of the full cost of service.

Finally, cash grants can help control total public costs, because they enable public officials to focus resources on people who need help the most. Instead of holding down the price of a service for everyone, including those who can afford to pay more, public officials can make cash grants to low income persons and then let the price of service rise to reflect its value in the marketplace.

e. Decentralizing decision making authority can also let the beneficiaries of service make decisions about service.

(Decentralizing means letting people closer to users of service decide.)

Examples

The 1980 Legislature applied this redesign strategy to local transit service. Prior to the Legislature's action residents of certain communities in the metropolitan area were required by the state to pay taxes to support the Metropolitan Transit Commission. The Commission acted as the sole provider of transit service to those people. In the 1980 session the Legislature permitted local governments in certain parts of the region to keep 90% of the money their residents had been paying for MTC service, as long as this money was used for transportation purposes. These communities are now permitted to hire taxi companies, school bus companies, or any other provider who agrees to deliver the kind of transit service they want.

The same kind of policy could be followed with other services, such as crime prevention or park maintenance. A city council could permit neighborhoods to keep some of

the money residents there now pay in taxes to support a municipal park department, provided the neighborhoods use the money for other recreation purposes. A neighborhood might hire the park department staff to continue providing the same kind of service it was getting. Alternatively, a neighborhood might decide to hire high school students to provide different kinds of services. A third alternative might be that a neighborhood would decide to maintain the park itself, with volunteer labor, and ask that it be relieved of its tax obligation, or allowed to spend the money on non-park services.

Applicability

One important consideration is whether a group or organization exists at a lower level which can legitimately and effectively make decisions for the users of service. In the case of the transit example, elected decision making bodies representing the people that depend on service are in place, in the form of city councils. Some neighborhoods in some cities have representative citizens groups, but other neighborhoods do not.

Potential Benefits

Compared to existing arrangements, decentralizing decision making authority gives local communities more control over how their money is spent, what kind of service they get and from whom they get it. The changes described would also provide opportunities for new providers to compete with existing providers of service. Incentives would exist for providers to be responsive to the people actually using the service, and to keep costs to a minimum.

f. Governments can also give users decision making power by simply discontinuing to pay for and provide service, and refraining from requiring people to buy service themselves. Some people call this "privatization".

Examples

This strategy has been tried in Saint Paul in at least two service areas. About ten years ago the city stopped plowing snow from alleys in the winter time. The city did not require citizens to have this done, nor did the city tax them for it and pay someone else to do it. Citizens were simply left on their own to decide whether they wanted the service or not and, if so, from whom to purchase it. The decisions about whether to have the service and how to pay for it were put into the private market "privatized."

A similar policy has been followed with regard to trash

collection in Saint Paul and in nearly all suburban municipalities. Although residents are required to dispose of their trash, they are not required to have trash collection services. Cities do not collect trash, and they do not pay for it when private companies collect it. Citizens are left on their own to contract with any of the several private trash haulers in their area, or haul their own trash. In Saint Paul, if trash is not collected and neighbors complain to the city about it, city officials send a truck to clean up the yard, and the homeowner is assessed for the cost.

Applicability

Adopting this strategy, or any of the three described here as "changing the decider," requires tolerance of variations in service levels. In Saint Paul, for example, some alleys are plowed well, other alleys are not plowed at all. Some people have their trash collected one time each week. Some people get their trash collected once every two weeks. Also, in some service areas this strategy may need to be altered slightly to protect public health and welfare. Saint Paul's trash collection system, for example, is not totally "privatized," for residents are required to dispose of their trash. The public gets involved in the decision making process, however, only in the few cases where people let the garbage pile up for months, to the point where it constitutes a health hazard.

Potential Benefits

Like the other strategies described here, this one provides choice for individuals in terms of service content and providers. This strategy also establishes incentives for providers to be efficient and responsive to citizens who need service. Finally, it provides opportunities for new private entrepreneurs to compete with existing providers to deliver service.

2. CHANGE WHO PROVIDES.

Instead of hiring in-house public employees to deliver all service as monopoly providers, use volunteers, or let employees of other governments or private providers compete to deliver at least some service.

a. Using volunteers is one way of changing providers.

Examples

Volunteers can be recruited to replace or supplement professional workers. Some communities already use volunteers in libraries and parks, for example. Police

departments in some cities are also using volunteers to provide patrol services so that police officers can perform other duties. Perhaps the most well understood and widespread involvement of volunteers is in the provision of youth recreational programs. Originally these programs were provided by professionals in schools. When the schools dropped the programs, partly out of concern for the safety of the youngsters and partly due to budget constraints, parent volunteers picked up the operations and today run them with great success.

Another outstanding example of the use of volunteers appears in fire suppression service in Bloomington. The fourth largest city in Minnesota, Bloomington has a fire department staffed entirely by volunteers. By all measures of performance they provide good service to the community at low cost compared to a professional, full time company.

There are also many examples of how professionals have provided information or tools necessary for volunteers to get a job done using their own labor. Saint Paul has such a "self-help" program in place now to help people contract for replacement of curbs and boulevards. The city is also willing to help neighborhoods organize themselves to contract for the collection of their trash. Carpool matching services, provided recently by the State of Minnesota, are a form of self-help too. The state provided technical support; volunteers provided the labor to get themselves to and from work economically.

Applicability

Our observation is that volunteers and self-help strategies can be used in almost any service. They probably work best, however, where services are highly valued by the recipients.

Potential Benefits

Using volunteers can provide people with more choice as to service content. The necessary incentives for efficient performance are in place whenever people are working for themselves. Using volunteers, whether simply to replace professionals or in self-help arrangements can also reduce the need for public subsidies.

b. Public officials can also change providers by contracting for service.

Examples

Public capital projects (parks, bridges, roads, public buildings, and sewers) are almost always built by private companies working on contract for governments. Minneapolis is unique in that it does so much of its building with city employees.

Maintenance of parks, bridges, roads and other capital facilities has historically been done by public employees, but recently a shift has started to occur toward contracting some of this work. The City of Saint Paul is experimenting with contracting for snow removal. The State of Minnesota is presently drafting plans to contract for the maintenance of segments of state highways. The City of Minnetonka has contracted for park maintenance and diseased tree removal for years.

Applicability

Contracting means, for most people, buying service from private companies instead of producing it in-house with public employees—a strategy normally called "contracting out." For our purposes, however, *contracting does not have to mean contracting out*. Governments can contract with one another, such as when Hopkins contracts with Hennepin County for crime lab services, or when Arden Hills, in suburban Ramsey County, contracts with the county for police service.

Just as useful could be the formation of contractual agreements between public policymakers and public employees working for the same city. This could involve a simple agreement to make defined payments for specified results. As an example, schools could contract with their guidance counselors for service. If the schools liked the services they were getting from their own counselors they could retain them. If not, they could hire counselors from the private sector or other schools. Municipalities could handle trash collection the same way. Public haulers could be given the opportunity to compete with private haulers for households, based upon the cost per household, or some other previously agreed upon standard of service.

Whenever the subject of contracting is discussed argument always occurs over who does better work: public or private employees. We think this argument indicates a basic misunderstanding of the usefulness of contracting as a strategy. There probably is nothing inherently good or bad about either public or private employees. *The inherent advantages and disadvantages of contracting exist regardless of who is doing the work.*

It is not necessary to contract 100% of any job, just as it is not necessary to do all of the work with in-house employees. Contracting, even a small portion of any job can provide advantages associated with opportunities for change. It enables buyers to compare performance of different providers, and thereby stimulate providers to be innovative and efficient.

The resource people we talked with suggested that contracting works best when it is possible to quantify materials needed to do a job, when services are provided routinely, and not required on an emergency basis, when private providers exist in adequate supply, and when the capital investment needed for a private provider to get into business is relatively small. Finally, many people agree contracting works best when it is easy to measure service and monitor performance.

These observations are intended as helpful suggestions and are not pre-conditions to contracting. Communities have, for example, successfully contracted for emergency services like fire and ambulance service. Also difficulty with measuring service precisely should not automatically lead public officials to abandon contracting. Many services are difficult to measure and require subjective evaluation.

Potential Benefits

One of the essential advantages of contracting is that it creates opportunity for change; for buyers to change providers and for providers to gain more work by performing well. These opportunities are the economic incentives for providers to be efficient and innovative.

Another advantage of contracting is that it requires those who are buying services to be disciplined about deciding what it is they want and to agree with providers on how performance will be measured, payment made, and liability assessed in the event of failure on either side.

This advantage is, at the same time, however, one of the reasons why contracting is difficult to do. Many government services are difficult to define. Furthermore, the very process of building consensus in government tends to water down the definition of some services. This can make contracting difficult and necessitates mastery of contracting skills.

Besides carefully defining the service, in order to contract successfully it is important to preserve competition among suppliers. It is also essential to spend considerable time and money inspecting work, both during its progress and after

completion, to ensure that you are getting what you asked for. Finally, it's important to consistently enforce the terms of the contract.

3. A THIRD STRATEGY FOR REDESIGNING SERVICE IS TO CHANGE THE SERVICE OBJECTIVE.

Change the general strategy for pursuing the community goal.

a. Substitute prevention for repair.

(This is the most general example of how to change service objectives).

This strategy has been applied in health care, where health maintenance organizations have made it a central objective to keep people well in order to reduce costs associated with "repairing" them once they are sick.

Similarly, there is growing support in the Twin City area for recycling trash and reducing the amount of solid waste produced, (to reduce the need for landfills), at the same time that the community looks for new ways to dispose of waste.

A case could also be made for substituting prevention for repair in the fire service area.

Getting people to live closer to work might also be thought of as a prevention strategy to the extent that it reduces the need for investment in transportation systems that move people long distances to and from work.

These changes in objectives are made by policymakers: the people that set the goals and objectives for service delivery. Other changes can be made by providers of service in how a particular service is delivered to meet the objective. Vacuuming streets rather than water cleaning them, incinerating waste rather than burying it are examples of changes which can be made by providers to improve service efficiency or effectiveness. Although they do not constitute fundamental redesign of service, as we define it, such changes can improve service delivery.

Similarly, there are a number of examples of where providers can change technology and thereby deliver a service more efficiently and sometimes improve service. Cable television systems might be used to deliver some services now provided by local libraries. Computers can draw street plans. These kinds of changes are likely to be made if there is competition in service delivery which encourages pro-

viders to be innovative and responsive.

Applicability

Any service provided today can be reviewed periodically to clarify the objectives being pursued to accomplish the community goal. This scrutiny may produce ideas about new ways of achieving goals that make it possible for the community to save money, provide people with more choices, and promote competition among service providers.

Potential Benefits

Changing objectives may lead to substituting one service for another. This can save money, open up new alternatives for people who want service, and provide opportunities for new providers to deliver services. There may, however, be

dislocations for those providing services being replaced. These potential dislocations may be a major obstacle to changing objectives, for any agency can be expected to resist moves to reduce the need for the service it is providing.

It may also be difficult for government to implement prevention strategies in some cases. Prevention of anything usually involves actions by lots of people, making decisions outside the political process. Repairs, by contract, are usually centrally planned. They are controllable and quantifiable. These are the kinds of actions government is used to performing. Government is not used to finding ways to encourage action on the part of many individuals in many different locations, who are not part of any specific system or group.

STEPS TOWARD THE SUCCESSFUL IMPLEMENTATION OF ALTERNATIVE SERVICE DELIVERY STRATEGIES

It is important to emphasize that, in and of themselves, the various redesign strategies are neutral: they do not automatically accomplish good or evil. They do, however, effect change and, therefore, it is important to consider the policy implications of those changes. This section identifies some of those implications and necessary related implementation actions.

1. TO BE SUCCESSFUL IN ENABLING RECIPIENTS TO ACT AS DECIDERS:

a. Steps should be taken to preserve access to service.

Whenever a proposal is made that a community charge fees for a service which was formerly tax supported and without direct cost to the user, concern arises that some people will be unable to get service because they will be unable to pay the fees. Similar fears are expressed about assessing for service. There is concern that some people will be disenfranchised because of differential service levels being provided to different populations: rich neighborhoods will be able to buy better street paving for example. Another related concern is that with a multiplicity of vendors, people will not know enough to make informed choices.

The effort to expand choice for people will always be hindered if mechanisms are not in place to provide people with the resources—money and information—to make meaningful choices. More attention needs to be devoted to developing policies and mechanisms that can mitigate the negative impacts of inequities in income so as to ensure adequate access to service. These mechanisms may be sliding fee scales, vouchers, grants, or something else. However, more work is needed to identify them and to resolve the issues related to their implementation to effectively and fairly redesign the current system.

b. Decisions will be needed about the level of service to which all people should have access.

Vouchers and cash grants can be used, as we have seen, to ensure access for low income people to services financed by fees or assessments. There is, however, an important practi-

cal question of reaching agreement about which services ought to be available to everyone, and how much of a service should be given for free. Should all library services be free, for example, or just book borrowing, with fees charged for film use? Should people get free teeth cleaning once a year, twice, or not at all? Should people pay for their education above a certain level, and if so, what level?

Answers to questions like these are often difficult to achieve consensus on in a community, but they are necessary prerequisites to dealing with the access and equity issues.

c. Decisions will be needed when charging fees or assessing, about what to base the charges on.

How much to charge for a service is often dependent on what you want to accomplish. One basis for setting fees is the cost of providing the service. Another is the amount of use by the recipient. A third would be what the market will bear, and yet another is the cost of providing related services. This latter method would be appropriate if a community wanted to use fees from one service, such as recreational programming, to support another, such as bicycle path development.

This policy consideration is important but clearly secondary to the equity and access issues.

2. TO BE SUCCESSFUL IN CHANGING PROVIDERS:

a. Steps should be taken to attract additional providers and keep them competitive.

Attracting providers

It may be difficult in some cases to attract private providers to deliver services historically delivered by government employees. Consider for example: plowing snow, mowing parks, planting trees, sweeping streets, and fixing potholes. For many years public works departments have delivered these services, functioning essentially as "closed systems." All the work has been done by public employees. Major

steps may need to be taken to demonstrate a genuine commitment to contracting for these services.

Discontinuing the provision of some service may be the fastest way to attract contractors. Government, however, can be a source of contractors too. Governments can contract with one another, or with their own employees. Contracting does not have to mean "contracting out."

There is also concern that it may be difficult to attract volunteers to provide service, or to keep them active once they have been attracted. Efforts could be made to do so by providing volunteers with indirect rewards. The City of Bloomington, for example, provides its volunteer fire fighters with generous pension benefits, but almost no salary for current work. It might also be possible to attract volunteers by simply discontinuing provision of service by public employees. If service is needed, it is likely volunteers will appear and find a way to provide it.

Keeping them competitive

Keeping contractors competitive over time is essential to preserving choices for buyers and the attendant incentives among providers for performance and efficiency. Those familiar with contracting have developed lots of techniques that enable them to do this.

Dividing a job into several pieces, instead of giving all the work to one contractor is one way of preserving competition. The City of Boston, for example, contracts for trash hauling on a neighborhood-by-neighborhood basis instead of letting one contract for the entire city.

Advertising for bids well in advance of awarding them allows time for more prospective contractors to submit bids. Signing contracts for relatively short periods of time makes it possible to change providers periodically. Making payments in lump sum amounts, rather than based on unit costs that must be revealed prior to signing contracts, is a way to reward contractors that are innovative and efficient. Another way to promote performance is to tie payments to performance. For example, bus companies or taxi companies could be paid on the basis of the number of passengers carried. This method might not work with all services. For example, paying dog catchers on the basis of the number of dogs caught might lead to complaints from citizens about dog catchers nabbing dogs unnecessarily. In such cases lump sum payment followed up with careful inspection of service might be a better approach to promoting performance.

b. Steps should be taken to promote high quality manage-

ment skills in the public sector.

It cannot be assumed that government employees who have been operating programs and delivering services themselves for years are now prepared to effectively buy these services from other providers. There are many skills related to such things as keeping contractors competitive, monitoring and measuring performance, and writing contracts that may not be currently present in all government agencies.

In addition, it will be necessary to ensure that contracting out does not lead to an abdication of aggressive protection of other elements of the public interest besides cost effectiveness—elements such as public health or affirmative action.

c. Steps should be taken to minimize dislocations and disruptions in the existing delivery system.

As the community changes the way it delivers services it needs to take steps to ensure that people needing service still get it. The reliability and dependability of services must be maintained.

Furthermore, those people currently delivering services need to be brought into the process of planning for the changes.

3. TO BE SUCCESSFULL IN CHANGING SERVICE OBJECTIVES:

a. A new attitude about the role of government will need to be adopted.

In changing from fire suppression to fire prevention, for example, government relinquishes some of its ability to control the desired service. Prevention is the result of a multitude of individual private actions, whereas suppression can result from single actions by central government. Thus, in changing the objective, the major role for government becomes one of educator, informing people about what they can do to help themselves.

b. Consideration will be needed of potential dislocation of providers and recipients.

If a service objective is changed, the providers of the old service may be out of work and the recipients may be out of service. If (in an extreme case) the government decided not to support cure of illness and to instead provide only for prevention some surgeons might be out of work and some people who are already ill would have greatly reduced access to remedies.

SUMMARY

Service redesign is more a matter of allowing and enabling change to occur, and adjusting to effects, than it is a matter of actually planning or engineering new services. Citizens must be allowed and enabled to make choices—to reward the providers that are efficient and responsive to their needs. Providers must be allowed to compete and encouraged through competition to change the content of services.

Redesign is not something that can be planned in the central office of a government agency. Rather it is a process that involves a good measure of turning loose citizens to make choices based upon their needs and values, and turning loose entrepreneurs (public and private) to develop the kinds of service that ingenuity tells them people want and are will to pay for.

WORK OF THE COMMITTEE

INTRODUCTION

The Services Committee was formed to help the community understand how it could change public service delivery systems, and thereby retain services despite government budget cuts.

The committee was formed as one of the Citizens League's first attempts to implement a report issued in 1980, called, "Issues of The 80s, Enlarging our Capacity to Adapt." That report outlined a policy direction regarding public service delivery which the Citizens League Board of Directors agreed to follow as appropriate opportunities arose. The election of Ronald Reagan to the presidency and the impending federal budget revisions seemed to present such an opportunity.

COMMITTEE ASSIGNMENT

As originally envisioned the Services Committee would identify those areas of government budget cuts which seemed to present the greatest opportunity for trying new ways of public service delivery. The committee would then go on to develop practical proposals for action to continue public services through redesigned mechanisms of delivery.

The committee was, however, given considerable discretion to determine the focus, scope and product of its work. Soon after the committee began meeting it decided to concentrate primarily upon the strategies for changing service delivery rather than on specific services. Committee members agreed that the attention of the community needed to be drawn to how service delivery could be changed. They agreed to work toward a product that could be useful to anyone trying to think comprehensively about changing the delivery of any particular service.

COMMITTEE MEMBERSHIP

The following people participated in the committee on a regular basis:

Ronnie Brooks, Chairman
Jane Anderson

William C. Johnson

Eric Bauman
Peter C. Brown
Charles Clay
John Costello
Tom Eggum
Scotty Gillette
Max Goldberg
Sonia Bowe-Gutman
Peter Hames
Mary Healy
Edward Hennen
Dean Honetschlager

Ron Kaatz
Jay Kiedrowski
Todd Lefko
Richard Little
Barbara Lukermann
Vici Oshiro
E. H. Ross
Steve Rothschild
Janet Shapiro
Imogene Treichel
Tom Triplett
David Winter

COMMITTEE WORK

The committee began its work in July 1981. Its first several meetings were devoted to developing a common understanding of service redesign ideas and methodologies. Following this background period, the committee divided itself into subcommittees to investigate three specific service areas: libraries, law enforcement, and infrastructure maintenance and replacement. The committee's objective in these investigations was to develop an understanding of when the various redesign methodologies seemed applicable, the policy considerations associated with the implementation of each, and the possible benefits of their implementation.

Upon reconvening as a full committee, the subcommittees shared with each other what they had learned, and the group developed a matrix that summarized its findings. This appears in the report as Appendix I.

The subcommittees and the full committee also generated a number of ideas for how specific services might possibly be redesigned. These are listed in Appendix II. The committee does not claim to have thoroughly evaluated these ideas. It does, however, think the ideas should be seriously studied for possible implementation.

The committee began meeting July 1, 1981 and met for the last time on March 10, 1982. Meetings were held every two weeks. Most were held in Saint Paul. Throughout this period detailed minutes of committee meetings

were kept. Copies can be obtained upon request at the Citizens League office. During its work the committee was assisted by Brad Richards and Judy Cavegn of the Citizens League staff.

COMMITTEE RESOURCE GUESTS

The following people appeared before either the full committee or one of the subcommittees. The committee members and the Citizens League are grateful for the assistance these resource guests provided.

Les Damlo, district manager, Pinkerton's

David Doi, director, Minneapolis Crime Prevention Center

William Gary, manager, Associated General Contractors of Minnesota

David Hozza, president, The Hozza Associates

Ted Kolderie, senior fellow, Hubert H. Humphrey Institute of Public Affairs

William McCutcheon, chief of police, City of Saint Paul

Glen Olson, deputy director of public safety, City of Golden Valley

Robert Rohlf, director, Hennepin County Public Library

E. S. Savas, assistant secretary for policy development and research, U. S. Department of Housing and Urban Development

Rick Scott, director of political action, AFSCME

Allan Singer, lieutenant, Saint Paul Police Department

Gerald Steenburg, director, Saint Paul Public Library

Paul Tschida, director of security, Daytons

APPENDIX I

SERVICE REDESIGN MATRIX

This matrix should serve as a road map for making decisions about how to redesign services. The strategies for redesign are listed and defined. Questions are listed which should help the user determine which redesign strategies are applicable in specific circumstances. Policy considerations related to the implementation of each strategy are also listed along with (in some cases) techniques that should aid in the successful implementation of redesign strategies. Finally, our general evaluation of the various strategies is offered. Users are urged to consult the text of the report for examples of where the redesign strategies have been applied and for further explanation about their potential implications.

METHOD	DEFINITION	APPLICABILITY	POLICY CONSIDERATIONS	OUR EVALUATION
1. CHANGE DECIDERS				
a. Charge fees	Charge those people who choose to consume service.	a. Can beneficiaries be identified and non-payers be excluded from benefitting? b. Does a method exist for efficiently collecting fees? c. Is it possible for alternative/multiple providers of service to exist?	a. Whether or how to ensure choice for low income people: -give vouchers or grants. -provide information about alternative providers. b. Whether to base fees on cost of service, amount of use, ability to pay, or something else. c. Whether to generate a profit.	H H H H
b. Assess	Charge those people who are presumed to benefit from service.	a. Can beneficiaries be identified generally? b. If fees were charged could people refuse to pay and still benefit from service?	a. Whether or how to ensure choice for low income neighborhoods: -provide vouchers or grants. -provide information about alternative providers.	H M M H
c. Give vouchers	Give coupons which can be used to pay for service.	a. Could fees or assessments be charged? b. Is it possible for more than one provider to exist? c. Do you want to encourage competition among providers? d. Do you want to limit choices for consumers, among services or providers?	a. Whether to limit the value of the voucher to one service. b. Whether to limit the value of the voucher to specific providers. c. Whether to provide people with information to help them make choices. d. How to finance vouchers.	H H H H
d. Make grants	Give money which can be used to pay for service.	a. Can fees or assessments be charged? h. Do you want to give people maximum choice in terms of how to spend their money?	a. How to finance grants. b. Whether to base grants on income or specific expenses. c. Whether to make grants before bill is due or afterward. d. Whether to send grant to user or provider.	H H H M
e. Decentralize	Let those closer to users of service be deciders of content and providers.	a. Is there a group of people that can legitimately decide? b. Would different service levels be most responsive?	a. Whether to stipulate or restrict choices through regulation. b. How to ensure accountability: -set up user groups where none exist. c. Whether to provide technical assistance to groups that want to "buy" service.	H M H M
f. Privatize decisions	Discontinue government provision and refrain from requiring people to buy service. Let the private market make service decisions.	a. Is it acceptable, considering public health and safety, to let people go without service? b. Are there private providers who could deliver service to people that want it?	a. Whether to assist people that want to "buy" service. -provide technical support in evaluating providers, or organizing competition.	H H H H
2. CHANGE PROVIDERS				
a. Use volunteers	Use people who will provide service without immediate cash payments.	a. Are services highly valued by users? b. Is there a reasonable likelihood that services that are needed will be provided?	a. How to attract volunteers: -discontinue providing service. b. How to keep volunteers active: -provide deferred monetary rewards. -provide non-monetary rewards.	H N/A N/A H
b. Support self-help	Provide information or tools to individuals who then provide their own labor in order to get service.	a. Can people perform the service for themselves, when given tools or a small amount of training?		M M M M
c. Contract	Pay another unit of government or a private provider to deliver some or all of a service, or change the terms of payment for in-house employees.	a. Can you reach consensus on what to buy? b. Could you purchase even a part of a service? c. Can providers be paid based upon performance measures?	a. How to attract contractors: -make low cost capital available to providers. -use government employees. -discontinue provision. -recruit providers. b. How to preserve competition: -advertise for well in advance of awarding contracts. -divide up jobs among contractors. -sign contracts for short time periods. -make lump sum rather than unit cost payments. c. How to determine whether you have received good service: -provide inspection during job and after work is completed. d. How to increase likelihood of success: -enhance management training of in-house purchasers. e. How much of the service to contract for. f. Whether to regulate providers internal management policies. g. How to enforce terms of contract.	H H H H
3. CHANGE OBJECTIVE				
	Redefine community objective (substitute prevention for repair).	a. Is it possible to take remedial action to reduce the need for service?	a. How to change public attitudes to think prevention, instead of repair. b. How to reach people in decentralized places: -accept role of educator.	M M M H

Evaluation Code:

H - High likelihood impact will occur
M - Moderate likelihood impact will occur
N/A - Not applicable to evaluation criteria

APPENDIX II

POSSIBLE REDESIGN OPPORTUNITIES THAT SHOULD RECEIVE ATTENTION

During our work we investigated three services in particular, looking for ways they might be redesigned. These services were law enforcement, libraries, and infrastructure maintenance and replacement. In each we found substantial opportunities for redesign. We also identified a number of other possible redesign opportunities in other service areas. These opportunities are listed below. We feel strongly that they should all receive further study by the policy makers responsible for providing those services today. We cannot yet make a compelling case that all these ideas for redesign should be implemented, but we do think they merit consideration.

FOR ATTENTION BY THE LEGISLATURE

Change Deciders

- Provide vouchers to low income people for job training, making vouchers redeemable at the state Department of Economic Security, by schools, AVTIs, or private employers.
- Provide vouchers for long term care of elderly, redeemable at the Minnesota Department of Public Welfare, by hospitals, nursing homes, clinics, social service agencies, or individuals.
- Increase the amount of state aid for education that is distributed through students and decrease, proportionately, the amount distributed to institutions directly.

Change Providers

- Contract with private employment agencies to train low income people for better paying jobs, providing payment based upon the number of people that actually obtain a job.
- Contract with local governments, private vendors, or state employees for summer highway maintenance, providing lump sum payments which permit contractors to keep whatever they do not spend.
- Contract with public building managers, providing lump sum payments which effectively make managers profits based upon such things as the amount of heat loss they can prevent.
- Contract with the Science Museum of Minnesota for its operation, providing payments based partly upon the number of people that attend the Museum. (Appropriations to the Minnesota Zoological Garden could be made on the same basis. So could appropriations to the

Department of Natural Resources staff for the operation of state parks.)

- Contract with Northern States Power Company, or another provider of energy products, to keep people warm, providing a lump sum payment which would give them an incentive to weatherize homes, and otherwise encourage people to conserve energy.
- Contract with the Metropolitan Waste Control Commission for the operation of sewage treatment facilities, providing payments based partly upon the cleanliness of the water discharged.
- Contract with banks to handle the processing of welfare applications and the distribution of welfare checks.
- Use volunteers to staff park entrance booths and collect fees.
- Use volunteers to perform park maintenance in return for season pass discounts.

Change Objective

- Substitute communication for travel by contracting with KTCA or another vendor for the operation of a satellite uplink system with teleconferencing capability.

FOR ATTENTION BY COUNTIES

Change Deciders

- Charge fees and provide vouchers for library services in very high demand (charge corporations for answering reference questions), where service to one person prevents another person from being served (charge for film rental or use of a computer terminal), and for services that are beyond a minimum standard level (preparation of bibliographies, for example).
- Sell library membership cards that entitle members to discounts on services where fees are charged.
- Provide cash grants or vouchers for mental health counseling.
- Provide property tax forms which enable taxpayers to designate the portion of the tax obligation which should go to parks, libraries, police, fire and other services.

Change Providers

- Contract for counseling parolees.
- Contract for serving subpoenas.
- Contract with city, county and/or special purpose district park staffs for park operations, providing pay-

ments partly based upon the number of people that use the parks.

- Contract with cities for waste reduction and waste recycling, providing payments based upon the amount of waste reduced or recycled.
- Contract with municipalities for police patrols.

FOR ATTENTION BY MUNICIPALITIES

Change Deciders

- Charge fees and provide vouchers for library services in high demand, when service to one person precludes provision of service to other people, and for services that go beyond a standard minimum level (see example 1 for counties).
- Charge fees for trash collection, and permit homeowners individually or in multi-block groups to buy service from any vendor (public or private) or collect their own trash and carry it to the disposal site.
- Assess neighborhoods for summer street maintenance, snow plowing and park service, giving them choices about what level of service they want.
- Assess neighborhoods for library services, giving them choices about how much service they want.
- Provide cash grants to neighborhood groups to buy services (park maintenance, street sweeping, snow plowing, for example).
- Tie assessments to use as much as possible. For example, make assessments for street maintenance based upon the number of cars a family owns.

Change Providers

- Contract with neighborhood groups for non-crime related police service (opening locked car doors, rescuing cats in trees, traffic control).
- Contract with city police officers, neighborhood groups, or private vendors for crime prevention, providing payments based upon the percentage change in the incidence of crime.
- Contract with city forces or county forces for crime investigation, providing payments based upon the number of criminals apprehended.
- Contract with city fire companies for fire suppression and prevention, providing lump sum payments so that their profit is a function of the number of fires they prevent.

- Contract with library staffs for library operation, providing payments based partly upon the number of people that use the library.
- Contract with insurance companies for building inspection.
- Contract with insurance companies for fire suppression and prevention.
- Contract with another government for crime lab operations.
- Contract with banks or private agencies for the collection of parking ticket fines, providing payment based upon the percentage of delinquent fines collected.
- Contract for building maintenance, making lump sum payments so that building manager profits are based upon the amount of heat they save, for example.
- Contract for vehicle maintenance.
- Provide free or reduced rate parking for a private rental car company that is willing to rent out cars on an hourly basis to people that need a car during the day, so that these people do not have to drive their own cars to work.
- Pay for car towing service, anyone who is able to tow and store cars which the city has marked as illegally parked.
- Recruit volunteers to water boulevard trees and mow boulevard grass.
- Recruit volunteers to staff the fire stations that are now staffed by professionals.
- Recruit volunteers to do crime prevention duties.

FOR ATTENTION BY THE METROPOLITAN TRANSIT COMMISSION

Change Deciders

- Provide vouchers for elderly and handicapped transportation, dividing the budget now appropriated for Metro Mobility vans among potential users of this service.

Change Providers

- Contract with private tax companies to provide service on routes and at times of day, where a minimum of service is demanded.

WHAT THE CITIZENS LEAGUE IS

Formed in 1952, the Citizens League is an independent, nonpartisan, nonprofit, educational corporation dedicated to understanding and helping to solve complex public problems of our metropolitan area.

Volunteer research committees of the Citizens League develop recommendations for solutions after months of intensive work.

Over the years, the League's research reports have been among the most helpful and reliable sources of information for governmental and civic leaders, and others concerned with the problems of our area.

The League is supported by membership dues of individual members and membership contributions from businesses, foundations and other organizations throughout the metropolitan area.

You are invited to join the League, or, if already a member, invite a friend to join. An application blank is provided for your convenience on the reverse side.

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WHAT THE CITIZENS LEAGUE DOES

RESEARCH PROGRAM

- * Four major studies are in progress regularly.
- * Each committee works 2½ hours per week, normally for 6-10 months.
- * Annually over 250 resource persons made presentations to an average of 25 members per session.
- * A fulltime professional staff of seven provides direct committee assistance.
- * An average in excess of 100 persons follow committee hearings with summary minutes prepared by staff.
- * Full reports (normally 40-75 pages) are distributed to 1,000-3,000 persons, in addition to 3,000 summaries provided through the CL NEWS.

CL NEWS

- * Four pages; published every two weeks; mailed to all members.
- * Reports activities of the Citizens League, meetings, publications, studies in progress, pending appointments.
- * Analysis, data and general background information on public affairs issues in the Twin Cities metropolitan area.

PUBLIC AFFAIRS ACTION PROGRAM

- * Members of League study committees have been called on frequently to pursue the work further with governmental or nongovernmental agencies.
- * The League routinely follows up on its reports to transfer, out to the larger group of persons involved in public life, an understanding of current community problems and League solutions.

COMMUNITY LEADERSHIP BREAKFASTS LANDMARK LUNCHEONS

- * Public officials and community leaders discuss timely subjects in the areas of their competence and expertise for the benefit of the general public.
- * Held from September through May.
- * Minneapolis breakfasts are held each Tuesday from 7:30 - 8:30 a.m. at the Grain Exchange Cafeteria.
- * St. Paul luncheons are held every other Thursday from noon to 1 p.m. at the Landmark Center.
- * South Suburban breakfasts are held the last Friday of each month from 7:30 - 8:30 a.m. at the Lincoln Del, 494 and France Avenue South, Bloomington.
- * An average of 35 persons attend the 64 breakfasts and luncheons each year.
- * The programs attract good news coverage in the daily press, television and radio.

QUESTION-AND-ANSWER LUNCHEONS

- * Feature national or local authorities, who respond to questions from a panel on key public policy issues.
- * Each year several Q & A luncheons are held throughout the metropolitan area.

PUBLIC AFFAIRS DIRECTORY

- * A directory is prepared following even-year general elections, and is available to all members.

INFORMATION ASSISTANCE

- * The League responds to many requests for information and provides speakers to community groups on topics studied.

Citizens League non-partisan public affairs research and education in the St. Paul-Minneapolis metropolitan area. **84 S. Sixth St., Minneapolis, Mn. 55402 (612)338-0791**

Application for Membership (C.L. Membership Contributions are tax deductible)

Please check one: ☐ Individual (\$20) ☐ Family (\$30) ☐ Contributing (\$35-\$99) ☐ Sustaining (\$100 and up)
Send mail to: ☐ home ☐ office ☐ Fulltime Student (\$10)

NAME/TELEPHONE

ADDRESS

CITY/STATE/ZIP

EMPLOYER/TELEPHONE

POSITION

EMPLOYER'S ADDRESS

CL Membership suggested by

(If family membership, please fill in the following.)

SPOUSE'S NAME

SPOUSE'S EMPLOYER/TELEPHONE

POSITION

EMPLOYER'S ADDRESS

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