



Citizens League Report

COMMUNITY: **A RESOURCE FOR** **THE '90s**

July 25, 1989

*Public affairs
research and education
in the Twin Cities
metropolitan area*

CITIZENS LEAGUE REPORT

COMMUNITY: A Resource for the 90s

Prepared by:

Program Committee

Stephen Kelley, Chair

Approved by the Citizens League Board of Directors

July 25, 1989

Reprinted August 1990

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Background

Program Committee Responsibility

Each year the Program Committee considers a wide range of issues, and, together with League staff, evaluates which issues will make the strongest program for the next year. The committee then recommends a set of study topics to the League Board of Directors.

The 1988-89 Program Committee was given an additional responsibility: to evaluate the impact of the "Issues of the 80s" report on the League's program, and indeed, on public policymaking in Minnesota across the decade; to assess changes in the policymaking environment that will affect the League's framework for issue selection and study; and recommend, as appropriate, changes in that framework for the coming years.

Members of the 1988-89 Program Committee were: Steve Kelley, chair, Ronnie Brooks, Charles Clay, Pat Cragoe, Moe Dorton, Paul Gilje, David Graven, Duane Johnson, John Klein, A. Scheffer Lang, Hugh McLeod, Pat Mulligan, Judy Oakes, Ann O'Loughlin, Wayne Olson, Wayne Popham, Dana Schroeder, Jon Schroeder, Duane Scribner, Clarence Shallbetter, Alan Shilepsky, Tom Swain, Peter Vanderpoel.

The committee was assisted in its work by staff members Donna Keller, Marina Lyon and Joann Latulippe.

The Issues of the 80s Report*

In 1979, the Citizens League set out to take a broad look at the major issues society would face during the 1980s. The Board appointed a special committee of active Citizens League members and named David Graven as chair. After 18 months of meetings with resource speakers and internal discussion, the committee submitted a report which was adopted by the Board. Named the "Issues of the 80s" report, this new framework for thinking about emerging issues focused on using incentives, choice, competition, and decentralization in improving systems which provide public services. The report included such ideas as:

- * The essential function of government is deciding. Government may, but it need not, do what it has decided must be done.
- * Decentralized systems are probably inherently safer from over-bureaucratization, and may work better.
- * It may be time to slow the trend toward institutionalization (the trend toward professionals doing things for other people) and to re-emphasize the ability (and appropriateness) of people doing things for themselves--individually and in groups.

*The published summary of the Issues of the 80s report can be found in Appendix A.

- * Elected officials need to be freed from the notion that there should be one and only one organization, belonging directly to them, for administering the services they have voted to provide for the public.
- * Service systems should be made more responsive to their users.
- * Public agencies (policy and administrative bodies) and their processes need to be reformed and reorganized. The way to get reorganization is to induce it by creating incentives for such organizations to initiate changes on their own.

Between September 1988 and March 1989, the Program Committee re-examined the "Issues of the 80s" report and discussed its impact on the League and public policy in Minnesota. In reviewing the "Issues of the 80s" report, the Program Committee sought a sample of reactions from speakers representing a range of perspectives -- governmental, private-sector, futurist, planning and policymaking, and those of the author of the report itself. In addition, several members of the Program Committee themselves were members of the 80s committee. Speakers were specifically asked to comment about the continued application of the 80s themes in the coming decade.

The speakers were:

John Brandl, State Senator and Professor, Humphrey Institute,
University of Minnesota
Li Broberg, futurist, U.S. West Communications
Lani Kawamura, Director, State Planning Agency
Ted Kolderie, Fellow, Humphrey Institute, University of Minnesota
Chuck Slocum, Executive Director, Minnesota Business Partnership

Most of the speakers praised the ideas presented in the "Issues of the 80s" report but argued that a lot of work remained in applying the ideas. The speakers also agreed that the Citizens League should continue to use and apply the philosophy and analytical tools presented in the 80s report, perhaps complementing them with a new program focus.

For its part, the Program Committee briefly reviewed the work of Citizens League study committees during the decade. A list of studies, chairs, recommendations, and implementation of recommendations was prepared. (The list can be found in Appendix B.)

The Study of Government Services

The Program Committee considered whether the study commitment made in 1980 had been carried out. Since the "Issues of the 80s" report was released, the Citizens League has completed 36 studies. The number of studies undertaken by category are:

Government Services -----	19
Government Structure/Process --	5
Tax and Finance -----	4
Other -----	8

The studies undertaken show the success of the Citizens League commitment to study the provision of government services. In the eight years since the 80s report was adopted over half of the study topics

reviewed the delivery of a public service. The Citizens League certainly followed through on its commitment to study how to improve systems for providing services.

Commitment to the Issues of the 80s Themes

The Program Committee also considered the success of the Citizens League in applying the themes presented in the 80s report.

We learned that "Issues of the 80s" themes were transferred to study committees in several ways:

- * Study Committee Chairs -- One quarter of the study committee chairs during the decade were also members of the 80s committee. The appointment of committee chairs familiar with the 80s report ensured that the leadership of various study committees would apply the ideas presented in the 80s report.
- * Citizens League Research Staff -- New members of the Citizens League research staff were asked to read the 80s report and consider its meaning for the organization. Staff awareness also contributed to the application of 80s themes in the study of government services.
- * Board Members and Standing Committee Chairs -- Many Citizens League Board members and standing committee chairs serving during the decade were also members of the 80s committee.

The combination of organizational leadership and staff familiarity naturally led to the application of 80s report themes in the work of the Citizens League. And it is important to point out that even in studies not focusing on government services, problems and solutions have been analyzed with incentives, choice, decentralization, and competition in mind.

Even though the League took no formal steps to ensure that study committee members and chairs (not also members of the 80s committee) were aware of the philosophy expressed in the 80s report, the conclusions and recommendations were generally consistent with the 80s philosophy. Clearly, the bulk of the credit for the League's emphasis on 80s themes belongs to the commitment and conviction of League members.

Implementation of Study Recommendations

As in previous decades, some Citizens League recommendations became public policy in the 1980s. In many service areas, including health care, education, and solid waste, League successes are apparent. Most observers would agree that the Citizens League's most notable contribution to public policy during this decade is the basic notion of using "choice" as a strategy to improve public education.

When released in 1982, the report on K-12 education recommending parental choice (along with decentralization and some deregulation) was extremely controversial. "Choice" was controversial when the idea was presented by Governor Perpich in January of 1985. Although choice remains controversial today, it now has broad support and is receiving national attention.

Passage of smaller choice programs (Post-Secondary Options and Second Chance) demonstrated some of the value and potential in using the strategy. Students exercising "choice" were extremely satisfied with the policy. Most importantly, many schools responded by changing their course offerings to be more responsive to students and parents.

The Citizens League introduced the idea, and stayed with it year after year, working most effectively through coalitions which formed around this initiative.

In the area of health care, many Citizens League recommendations have become policy. Certificate-of-need regulation was set aside, in favor of market strategies to deal with excess capacity; information is now routinely published comparing hospital prices by institution and procedure; and some progress occurred on access to prenatal and preventive medical services for lower-income women and children (under the Children's Health Plan).

Solid waste policies recommended by the Citizens League are also becoming policy. More cities have found their role as policymakers and sometimes buyers of services, rather than providing solid waste services themselves. Increasingly, cities are moving toward volume-based fees as a principal strategy for increasing recycling practices, and the state reviewed this general policy as a part of 1989 environmental legislation.

Other Benefits of Citizens League Studies

While less successful in implementation, many Citizens League reports issued during the decade stirred controversy. They became a part of policy debates partly because of the way the issues were analyzed. The Citizens League was successful in changing the terms of the debate through its studies on roads, vocational education, transit, Metro Council, development finance, property tax, and the economy. In many of these areas the League continues to remind policymakers of the benefits of consumer choice and decentralization, and the effects of incentives on performance.

In other reports, the Citizens League studied issues that were not the center of public debate at the time. Some seem way ahead of their time, too much in fact to have had measurable effect so far (e.g., the agriculture report). Others clearly show value for framing issues which are beginning now to mature, such as water policy.

Still other reports were completed just in time to add to policy debates. The studies of the University of Minnesota and health care for the uninsured are examples.

The Future

In considering the future strategy of the Citizens League, we consulted with Li Broberg, a futurist employed by U.S. West Communications, to stimulate the committee's thinking about future trends. The following section is based primarily on her presentation to the committee.

Future Issues

The issues of the 1990s will be both similar and different from those of previous years. Policies on taxes and the structure of public services (education, health, and transit) will continue to be very important. And unless there is dramatic, unforeseen change in public opinion, the fiscal capacity of government is likely to be more limited than in previous decades. Changing demographics and changing economics will be a major factor in determining the resources available and the demands placed on them. The call in the 80s report for public officials to continue to search for ways to do things differently will remain extremely important in the coming decade.

While our future fiscal capacity seems constrained, our future policy questions are growing. To the list of traditional Citizens League studies on government services and tax and finance, we can add new and different issues not traditionally studied by the organization.

Some of the policy issues important to Minnesotans during the next decade are likely to be:

Demographic and Social Issues

- * With an increasing population of elderly (age 65+), who will pay for the needs of the elderly? Where will the elderly live? How will they be housed? What types of transit and recreation will the elderly need?
- * With fewer children and an increasing number of dual-career families, how will society ensure that the needs of children are met?
- * With the shift to self-sufficiency and decentralized services, how will we maintain a sense of community?
- * What can be done about rising rates of crime and use of illegal drugs?
- * What can be done about homelessness?
- * How will the increasing in-migration of Hispanics and Southeast Asians affect Minnesota? How will Minnesota, a state accustomed to a homogeneous population, adjust to an increasingly diverse population? What opportunities do immigrants present?
- * How will we deal with population shifts from rural to metropolitan areas and from inner cities to outer-ring suburbs?

Environmental Issues

- * How will changes in climate affect water supplies? What will happen to food supplies with changes in water availability?
- * How can we significantly reduce the amount of waste generated?

Demographic Changes

The baby boom generation (79 million people born between 1946 and 1965) is moving into the power structure and will be the most influential group over the next 20 years. According to Broberg, surveys of the baby boom generation show its members fall into two contrasting values groups:

Values Group A (85%) members are:

- * Focused on the future
- * Taking a long-term view
- * Libertarian (social liberals, fiscal conservatives concerned with spiritual and self-fulfillment)
- * Anti-big business and establishment
- * Concerned about ecology
- * Grass roots activists
- * Idealistic and optimistic

Values Group B (15%) members are:

- * Oriented to the present
- * Very conservative
- * Materialistic
- * Pro-market, pro-establishment
- * Active in the political system
- * Fatalistic

The values of this generation will strongly influence which issues will be significant in the 1990s.

As the baby boom generation assumes greater power, the needs of the previous generation will demand greater attention as its members enter the ranks of the elderly. How will their material needs be satisfied? As health care improves and life expectancy increases, quality of life issues such as transit, housing, and personal activities for the senior generation will need more attention.

Social Changes

Minnesota, particularly the Twin Cities, is facing a dramatic increase in illegal drug use. The frequency of violent crimes has increased. These trends have made safety and preventing drug abuse a primary concern of residents. It is likely that these problems will continue into the 1990s.

Public awareness of the existence of an underclass has grown. The gap between rich and poor has widened during the 1980s. Society must find new ways to develop jobs, provide housing, promote safety, and ensure a clean environment.

Environmental Issues

Recently, we've been shocked into even greater sensitivity to environmental issues, with the threat of drought and long-term climate changes. Even in water-abundant Minnesota, conflict over water can occur. Resolving these conflicts will require new methods of resolution.

Disposing of waste continues to be an important problem. We are only beginning what will be a long-term struggle to reduce the amount of solid waste generated and dispose of the remainder safely.

Problem Solving

For the past eight years there has been a downward shifting of responsibility for solving problems and providing government services from the federal to the state level. Further decentralization (consistent with the 80s themes) is likely to occur. Minnesotans look less to the federal government and rely more on local and state efforts to solve problems.

The social values of members of the baby boom generation are starting to appear more clearly. A shift to self-sufficiency, development of social cocoons in the family and small geographic communities, and a preference for decentralized services is emerging. Trends toward more volunteerism and more effort to improve communities through individuals are discernible.

Emerging Common Questions

Broberg identified some important questions in her descriptions of these trends. She wondered how, in the shift to self-sufficiency, individuals will develop or maintain a sense of "community." She noted that there were fewer events that required individuals to congregate. It is important, she suggested, to have a commons--a place or way to bring people together.

When asked whether any dominant paradigms or idea systems were forming, Broberg responded that, based on the values profile of the baby boom generation, more services will be provided through volunteerism and local community efforts.

Broberg suggested two recommendations for long-range Citizens League study themes: a) building and maintaining "community" and b) environmental issues.

Broberg's questions and ideas about building and maintaining community intersected with the ideas of State Senator John Brandl. In responding to the question of what long-term issues need attention, Brandl expressed his concern that continuing to employ market solutions for policy problems could lead to radical individualism.

According to Senator Brandl, the missing component in politics was inspiration--comprising both political leadership and "community." Brandl inspired us to consider issues of "community" more closely. He defined "community" as the coming together of individuals for a common purpose or belief.

The committee found other scholars raised similar concerns about "community" and advocated greater attention to it. [Charles Murray, In Pursuit of Happiness; Robert Bellah et.al., Habits of the Heart; Samuel Bowles & Herbert Gentes, Democracy and Capitalism; National Conference of Catholic Bishops, "Economic Justice for All" (Human dignity can be realized and protected only in community); and Alasdair MacIntyre, After Virtue.]

Recommendation

We, too, are concerned that:

- * Fewer people take a broad view of the implications of their actions and the policies they advocate, instead tending only to that part of society of which they are members
- * Fewer people are aware of and involved in our political processes

We find the "community" focus a good way to begin to deal with some of the trends and emerging issues. We recommend:

- * Future Citizens League program committees should adopt studies that focus on the building and maintaining of "community"
- * Future Citizens League study committees should evaluate:
 - * How "community" can be the means of solving social problems
 - * What policies or institutional changes or new structures can strengthen "community"

Community Defined

We define "community" as an interdependence practiced by a group of people who participate together in discussion and decision-making and share practices of commitment that both define the community and are nurtured by it. This practice can characterize a neighborhood, a church, perhaps a town, but probably not a city or a state. It can occur in groups not limited by geographic connections, like the Jaycees or Rotary Clubs, nonprofit service organizations, and the Citizens League itself.

The elements of this definition are important. "Interdependence" recognizes that each individual cannot go it alone; the efforts of several individuals are necessary for success. "Discussion and decision-making" denote the group's reliance on a process of reasoning and collaborative problem-solving. "Commitment" in the recent discourse of some economists, sociologists, political scientists and philosophers, means the motivation of an individual to make decisions or engage in actions that benefit another and may or may not be inconsistent with the actor's rational self-interest. "Practices" have been defined as any coherent, complex form of cooperative activity through which goods internal to that activity are realized while trying to achieve standards of excellence appropriate to that activity and has an effect of extending human powers to achieve excellence.

This definition is not casual. It excludes many practices of groups whose modes of action do not fit the definition. States and most cities are too large, their connections among individuals too loose, and their potential for practices of commitment too small for them to demonstrate "community" in our sense. However, within states and cities there are communities, in the more conventional sense, whose successful functioning is essential to the viability of those political entities. Legislatures or city councils may demonstrate "community," provided they can attain a pattern of acting primarily upon the commitment motivation of their members rather than individual, rational self-interest.

The committee struggled with the vagueness of the word community because of its frequent use as a modifier in many contexts such as community leader, community activist, and community room. We decided not to attempt an exhaustive definition of the concept of "community." We hope enough has been said here to guide future committees as they articulate the concept.

Community's Relation to the "Issues of the 80s" Agenda

The concepts of decentralization, choice, and reemphasizing the ability of people to do things for themselves are all consistent with, and probably necessary to, a policy program based on "community." Our community-focused program recommendation should be viewed as an enhancement of, not a departure from, the philosophy which has characterized the Citizens League in the 1980s.

As an example, since 1982, the Citizens League has advocated educational choice and school-based management. More recently, the League adopted a study report recommending the creation of chartered public schools which would fill education gaps in our cities. While choice and decentralized school management are advocated as ways to improve the quality of education, the strategies also have implications for "community." Parents who can choose schools and have more power to affect how they are run will be better members of a "community" centered on the school than parents who have little power and, therefore, little incentive to participate.

Another important effect is that schools which operate in the context of a robust "community" are more successful in educating students.

We can respond to legitimate concerns about the potentially divisive effects of increasing individual power through choice and decentralization by describing a social vision of stronger, more effective "community." Choice is a goal to a broader political purpose -- giving power to "community." Choice and decentralization are effective strategies because they are pragmatic, enabling more efficient and higher quality service. Choice and decentralization are also means to building stronger "community" and better, more active citizens.

Reasons for Adopting the "Community" Concept

We recommend the "community" concept because:

* "Community" can be a service instrument

The "community" concept would require study committees to ask some new questions, including: how could "community" be a medium for solving a problem or bridging a service gap? If "community" is not the right medium, what other means should be used?

* The "community" concept encompasses new issues

The 80s committee recognized that some issues fell outside the organizing principals the committee favored. The "community" concept supplies a framework for those other issues and will make it easier for the Citizens League to study these other issues."

Crime, drug abuse, and the environment loom large as issues which the 80s themes seem ill-suited to address. It remains to be seen whether "community" can provide a successful context for developing and evaluating new solutions to these problems. Yet there are encouraging signs. Today, neighborhoods are a source of pressure for solving crime and drug problems. Environmental concerns gave birth to a new "communities" that participate in policy debates and provide public services. We are optimistic that the "community" concept will yield new ideas for coping with difficult policy issues.

* The "community" concept should help avoid extremes

The "Issues of the 80s" themes of choice and decentralization were a reaction to, and solution for, a social tendency toward bureaucracy. At the extreme, bureaucracies can lead to a sort of democratic tyranny that maintains the vote for individuals, but deprives voters of practical control of many aspects of their lives. Reasserting a commitment to "community" will continue Citizens League opposition to excessive bureaucratization. The study program could include an analysis of the appropriate blend of central planning and grassroots participation. To provide policy makers and citizens with the means to find a balance of planning and doing is a worthy goal for such a program.

The "community" concept has a public and private purpose, so the study program should include investigation of the necessary links among "communities" and ways of strengthening or creating such interconnections. The community focus should yield ways to prevent the formation of closed, inward-focused social enclaves, whatever form they take.

The "Community" Concept Has Important Implications

During the committee's discussion, certain important implications arose which contributed to the acceptance of the "community" concept. The implications follow.

* Individual development

Participation in an effective, working "community" is a source of pleasure and fulfillment for individuals. Today, many individuals feel alienated. This feeling of alienation is partly manifested by dropping out of our political institutions. We are very concerned about the decreasing number of people actively involved in public affairs. Giving power to "community" should provide new reasons to participate in the making of group decisions and public policy.

Individuals who participate on a community basis will be able to overcome the forces causing alienation and be better citizens and better neighbors. They will be quicker to recognize and act upon their duties of responsibilities. Charles Murray has argued that "community" participants will be better able to engage in the "pursuit of happiness" in the sense Jefferson intended. MacIntyre believes that commitment to "community" is essential to individual development of virtues such as justice, courage, and temperateness.

In their studies, future League committees should consider how "community" can enable the development of power, responsibility, virtues and happiness in individuals.

* Changing performance standards

To enable personal development and encourage "community," society may have to change the criteria for determining whether a policy is successful. It may not be enough to know how many people are above or below the poverty line, if we do not know the extent of their participation in a community. We are concerned about measures of success that are purely quantitative rather than qualitative. Per-capita expenditure for education has not been, and is not likely to be, a good indicator of whether children have been educated successfully.

Future study committees should describe the criteria by which the success of their recommendations should be judged. Committees should not settle for criteria that are easily quantified unless they are signs of real success. The question: "What are we really trying to accomplish?" should be foremost in each committee's collective mind. Easily measurable, but inadequate indicators of success should not be tolerated.

* Long-term analysis

A society interested in its survival has a commitment to its long-term goals; it recognizes its constant evolution and, we believe, is more likely to take a long-term view. Other generations will follow us, and we owe them the duty of leaving society in good shape.

Future study committees should consider the long-term implications of their recommendations. Committee recommendations should incorporate incentives for policymakers and program designers to take similar, long-term views. While encouraging "community" may itself encourage a shift toward the long-term implications of public policy, explicit discussion and recommendations will be important.

Effect of the "Community" Concept on Future Program Committees

- * The Citizens League Board of Directors should ask future program committees to select studies that are amenable to the "community" concept.

Like the 80s committee, we recognize that not all future policy issues will be amenable to the "community" concept. Future program committees should recommend studies that lie outside of the concept. However, the majority of study topics should develop or take their inspiration from the "community" concept.

Examples of these areas are:

- * The "community" role in economic development -- providing resources, talent and coordination
 - * A "community" means of reducing drug abuse
 - * How a "community" approach can contribute to prevention of crime even more than existing neighborhood watch groups
- * The Citizens League should also study how communities are structured and connected.

Future program committees should periodically identify studies focusing on how we can build a stronger sense of "community." Interesting and important processes occur that contribute or detract from cohesion, spirit and effectiveness. As the community approach becomes a more important part of policymaking and program implementation, ways of helping ineffectual groups should be found. For example, finding and developing leaders will be a critical issue. Another study could consider educational or personal development persons committed to building "community."

APPENDIX A

The essential ideas of the "Issues of the 80s" report are:

- * That the essential function of government is deciding. Government may, but it need not, do what it has decided must be done.
- * Decentralized systems are probably inherently safer, and may work better.
- * It may be time to slow the trend toward institutionalization (the trend toward professionals doing things for other people) and to re-emphasize the ability (and appropriateness) of people doing things for themselves--individually and in groups.
- * Elected officials need to be freed from the notion that there should be one and only one organization, belonging directly to them, for administering the services they have voted to provide for the public.
- * Services systems should be made more responsive to their users.
- * Public agencies (policy and administrative bodies) and their processes need to be reformed and reorganized. The way to get reorganization is to induce it by creating incentives for such organizations to initiate changes on their own.

APPENDIX B

A. Citizens League Studies Completed Since the "Issues of the 80s" Report

The studies completed fall under four categories: 1) Services, 2) Government Structure/Process, 3) Taxes, and 4) Other.

The studies falling under each heading are:

1. Services -- Waste, Taxis, Parks, Public Service Redesign, Health Care Costs, Education, Rental Housing, Roads, Neighborhood Services, Welfare, Institutional Care, Vocational Education, Lottery, Transit, Health Care for the Uninsured, Recycling, Teaching, School Structure, and Early Childhood Education
2. Government Structure/Process -- Infrastructure, Metro Council, Legislature, Civil Service, Judicial Selection
3. Taxes -- MN Fiscal System, Development Finance, Property Tax, Tax Exemptions
4. Other -- Rent Control, Workers Compensation, Agriculture, Economy, Water, Commitment to Focus, Airports, AIDS

B. 1980s Study Conclusions and Recommendations

In being true to the "Issues of the 80s" agenda and philosophy, Citizens League report recommendations illustrate the common themes of competition, choice, incentives, and decentralization. Study conclusions and recommendations during the decade are:

<u>Report/Chair</u>	<u>Major Conclusions/Recommendations</u>
Rent Control Donald Van Hulzen	No legislated rent control. Instead negotiate rent control in landlord/tenant agreements.
Waste Joan Forester	Work toward decentralized system of disposal. Establish collection districts and competitive bidding for right to service.
Taxis Charles Clay	Reduce tax regulation. MTC should request bids from taxis for low demand routes.
East Metro Parks Lois Yellowthunder	Washington/Ramsey County should pool revenues for park operations and negotiate further acquisition and development.
Public Service Redesign Ronnie Brooks	Change the service delivery system to provide more value and satisfaction for the money spent by allowing more choice for citizens, more competition among providers, and rewards for good performers.

<u>Study/Chair</u>	<u>Conclusions/Recommendations</u>
Health Care Costs Charles Neerland	Widespread dissemination of provider prices. Limit health benefit income exclusion. Eliminate certificate of need to stimulate competition. Limit use of tax-exempt financing.
K-12 Education Carol Trusz	Vouchers for education and more school-based management.
Rental Housing David Ziegenhagen	Increase supply by making more efficient use of existing housing.
MN Fiscal System Earl Colborn	Major, formal study of tax system. Legislature should include formal goal statements in spending bills.
Workers' Compensation Steve Keefe	Change incentives to give workers with permanent impairments more money if not offered jobs, less if offered jobs. Recodify law to reduce litigation. Standardize diagnosis, expand education, and adopt new way of determining compensation for back injuries.
Roads Peter Vanderpoel	Reduce size of state trunk highway system by returning nonessential highways to cities and counties. Implement weight-mile tax. Study use of deicers and replace use of salt.
Neighborhood Services Peter Brown	Allow neighborhood organizations and city government to form partnerships for delivery of public services.
Welfare Randy Halvorson	Make all income subject to taxation. Replace existing welfare with a negative income tax, with state seeking federal waivers as necessary.
Institutional Care Emily Anne Staples	Separate housing and service payments when government pays for residential care. Pursue alternatives to residential care. Encourage development of long-term care insurance.
Infrastructure Judy Alnes	Separate budgets for maintenance and replacement of capital facilities. Make grants available to perform functions, not construct types of facilities.
Metro Council William Johnstone	Metro Council should formulate policy for the region and develop legislative programs. Council members should be elected.
Agriculture Janet Hagberg	Broaden market for MN-grown produce, strengthen agriculture economy by creating new domestic markets, converting products to other uses, and diverting some farm land into production of other commodities.

<u>Study/Chair</u>	<u>Major Conclusions/Recommendations</u>
Economy Steve Alnes	State government should not be directly involved in allocating capital and resources to any particular industry sector. The Legislature should establish goals and quantitative objectives for economic development subsidies. Make the U of M one of the top public universities in the nation.
Development Finance Tom Swain	Replace tax-increment with statewide redevelopment fund. Fund only renewal of properties, give cities incentives to be tough negotiators. Tighten up phase-out of tax increment financing.
Legislature Bill Kelly, Kris Johnson	Strengthen role of Senate Majority Leader, minority caucus to make committee appointments, formalize budget resolution; end fundraisers during session; limit authority of conference committees to include new items in bills, stricter separations; joint hearings on appropriations; adopt interim agendas, prefile agency and local government bills.
Water Lois Yellowthunder	Establish state-to-state water transfer policy, adopt drought water allocation plan, increase fees charged by DNR for groundwater and surface water and use money to finance new initiatives; new responsibilities for the Environmental Quality Board, Pollution Control Agency, and Department of Natural Resources, to alleviate pollution.
Vocational Education Jessica Shaten	Enable AVTIs and Community Colleges to modify programs at will; allow State Board of Vocational Technical Education to distribute state appropriations; disengage AVTIs from local school districts.
Lottery Virginia Greenman	Allow establishment of a private lottery, taxed at similar rates as other entertainment. Do not place question on ballot until public knows how a lottery would be operated.
Civil Service Wayne Olson	Decentralize employment decision-making to individual state agencies; implement pay for performance strategies.
Commitment to Focus David Graven	Reduce enrollment and curriculum; seek agreements to transfer credits; stricter preparation requirements for freshmen; advance application deadlines; impose conditions of approval of additional appropriations.

<u>Study/Chair(s)</u>	<u>Study Conclusions/Recommendations</u>
Transit Dean Lund	Increase ridership through HOV lanes, reduced parking rates; RTB competitive bid routes, increase number of providers, continue as coordinator; Met Council take lead in proposing transit finance changes; No LRT unless first proven in small-area applications and sufficient private dollars are available.
Uninsured Jack Ebeler, Mary Ziegenhagen	Develop a state-sponsored competitive health insurance pool. Begin implementation with fewer benefits and populations (prenatal and preventive services for mothers and children first.)
Property Tax Allen Saeks, Dana Schroeder	One class, targeted resident refund based on income, targeted refund for farms, statewide property tax on Commercial/Industrial Property; vigorous enforcement of equalization of property values; replace local government aid with new programs of assistance to cities and counties; eliminate levy limits; eliminate exemptions; separate land and improvement values; provide transition period.
Recycling Karen Himle, Dick Moberg	Volume-based fees; phase-out county flow control authority; trigger container deposit if recycling doesn't achieve goals.
Teaching Andy Czajkowski, Lorraine Palkert	Establish cooperatively-managed schools, strengthen teacher education, and raise teacher licensing standards.
Airports John Cairns, Ellen Brown	Begin the search for a new airport site. Landbank the site. At the same time improve current site to ensure adequate facilities.
Judicial Selection James Terwedo, Nancy Zingale	Establish permanent commission to recommend candidates for judicial appointment. Joint appointment by Supreme Court and Governor; seek nominees and nominate three to five persons for each vacancy.
AIDS Ellen Brown	Prevent AIDS through individual responsibility; increased education; promote and expand voluntary testing; ensure confidentiality, protection from discrimination; repeal sodomy law; make intent to transmit AIDS a criminal act.
Tax Exemptions Allen Olson, Craig Olson	Eliminate unrelated business income and sales tax exemptions (with two-year transition period for sales tax), charge fees for property-related services given to nonprofit organizations; expand incentives for individual contributions to nonprofit organizations.

<u>Study/Chair(s)</u>	<u>Study Conclusions/Recommendations</u>
School Structure John Rollwagen, Donn McLellan	Allow educators and others to form chartered public schools to provide schooling opportunities different from those available under the conventional structure; broadening strategies for desegregating schools by adopting initiatives that reinforce in all schools an appreciation for cultural differences and contributions.
Early Childhood Steve Young, Maxine Mandt	Expand the availability and use of parenting education programs; ensure access to developmental screening; expand access to Head Start; meet the demand for subsidized child care; provide loans to encourage child care providers and preschool intervention programs to construct facilities and improve their programs to meet accreditation standards.