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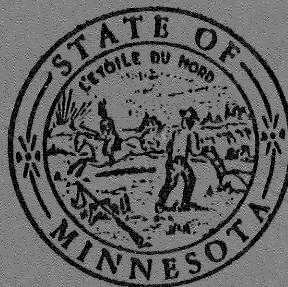


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A COMMISSION ON MINNESOTA'S FUTURE

A PROPOSAL



Minnesota State Planning Agency

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A COMMISSION ON MINNESOTA'S FUTURE

A PROPOSAL

State Planning Agency
March 1, 1973

RECOMMENDATION

That there be created in the Executive Branch of Minnesota state government a Commission on Minnesota's Future whose mission shall be:

(1) to prepare, for consideration by the Governor and the Legislature, a state growth and development strategy; and (2) to assess the growth and development implications of other major state decisions. Draft legislation is included as an appendix to this report.

THE NEED FOR A COMMISSION ON MINNESOTA'S FUTURE

If Minnesota is to realize the potential of its human and physical resources, yet avoid the costs of disorderly growth and development, the State must establish a growth and development strategy to guide the actions of both executive and legislative branches.

State government has the responsibility to promote the general welfare of its citizens. If state government is to perform this function well, it must be concerned not merely with the needs of Minnesotans today, but the needs of Minnesotans tomorrow. It must be prepared to respond when the need arises. This cannot be accomplished without some systematic effort to understand what the future is likely to be, to evaluate the effects of the decisions we make now and to assume a leadership role in establishing policies which will guide programs to fully meet human needs.

It is with these goals in mind that the State Planning Agency recommends that there be established a Commission on Minnesota's Future. This Commission would have as its sole responsibilities the preparation of a growth and development strategy and the assessment of the future development consequences of today's decisions.

Population and settlement patterns in Minnesota do indicate an imbalance. Although Minnesota as a state has achieved a moderate population growth, the distribution of that growth has been subject to wide variation. Between 1960 and 1970,

when the State population increased by 11.5%, there were 44 counties which experienced a net decline in population and 12 counties with a population decline exceeding 10%.

Although population change affects all areas of public concern and intensifies many, a more balanced population growth is a necessary, but not sufficient, condition to meet human needs. Population policy is no substitute for socio-economic and environmental policies. Successfully addressing issues of population requires that we also address the problems of poverty and full employment, of equal opportunity, of exploitation of resources, of environmental deterioration, of decaying cities and under-utilized rural potential.

During the biennium 1974-75, Minnesota state government will expend more than \$4 billion. This represents major public investment decisions -- in facilities, in services, and most importantly, in human resources. We know little about the influence of public services on growth and development. We are convinced that they have a significant and lasting effect. The interrelationships of people, jobs, and public services profoundly affect the way in which a state develops. The task for a state government is to determine its growth and development policies, assess the impact of people, jobs and services on growth and to prepare a plan or strategy which set forth a consistent guide to subsequent state policies and programs.

In their report, Minnesota's Future; Where will people live?, the Upper Midwest Council concluded that explicit population growth and population distribution policies should be developed for Minnesota. Their report stated that

"...this is the opportune time for serious statewide efforts to develop population growth and population distribution policies. It is not that Minnesota has done poorly in the past -- it is because we see emerging forces that may adversely affect the continuation of our high quality environment. Fortunately, the near crisis conditions found in other areas of the nation do not as yet exist in Minnesota. If Minnesotans begin soon, they can spend enough time developing a policy to ensure that their policy is both comprehensive and workable. Even more critical perhaps, the direction and impact of other future actions cannot be determined until population growth and population policies are established. With changes coming more rapidly in the future, the failure to coordinate and plan in all sectors of the state's economy could lead to undesirable results -- unnecessary costs in terms of human welfare and resources use. Whether or not a major revision is required, the process of examining prospective action and policy alternatives will help Minnesotans prepare for their future. If Minnesotans do not plan for future development, the federal government may preempt the options that we now have."

Senator Hubert H. Humphrey has announced that he would introduce legislation in this session of Congress to establish and implement national goals, priorities and policies. The legislation, which Senator Humphrey entitled, the "Balanced National Growth and Development Act," would be an attempt to design our nation's future, rather than be resigned to it. As Senator Humphrey said, "What we do - or fail to do - today clearly commits and fixes patterns of life in this nation

as well as on this planet and earth." In the American federal system, the development of goals, priorities and policies, although an important federal responsibility, is a responsibility of state and local governments as well. It is out of the same context that led Senator Humphrey to draft his federal legislation, that the State Planning Agency proposes legislation in Minnesota to establish a Commission on Minnesota's Future.

The Citizens League in their report, State Fiscal 'Crises' Are Not Inevitable, recommends the establishment of Minnesota Governmental Policy Institute which would have the responsibilities of: (1) determining longer-term consequences of current policies; (2) analyzing alternative courses of action; and (3) anticipating future problems. The acceleration of social and economic change and the increasingly complex nature of government programs has been such that decision makers can no longer plan or design programs solely on the basis of their past experience or on a limited perspective of the future.

The Commission on Minnesota's Future will fulfill some of the objectives outlined by the Citizens League; it will not attempt to assess the future consequences of all decisions or all programs. It will be primarily concerned with the impact of those policies or programs which can be expected to significantly influence the development of the state or its regions. Those major state decisions which affect population growth, settlement patterns, employment opportunities or land use will be subject to the attention of the Commission.

Intelligent land use planning and management provides the single most important institutional device for preserving and enhancing the environment, for ecologically sound development, and for maintaining conditions capable of supporting a quality of life and providing the material means necessary to improve the state's standard of living. Local governments have found themselves inadequately prepared to cope with all aspects of land use. There is a recognized need for greater state involvement in the management of land to ensure the preservation of an acceptable living environment for this and future generations.

State governments are increasingly adopting land use legislation for comprehensive land use management; the management of certain functional types of land use, such as commercial development, flood plains; management of specific geographical or critical areas; or state management of areas not controlled locally. Meanwhile, federal legislation is being seriously considered in Congress to develop a national land use policy and to assist the states in developing and implementing a complementary policy. There is a strong possibility that land use planning legislation will emerge from the present Congress.

The State Planning Agency's recommendations for a state land use management and planning program will be submitted in a separate report. However, it is important to note that any effort, by any state, to engage in a comprehensive land use planning and management effort will require extensive involvement of local governments and citizens. It is for this reason that the

proposed Commission on Minnesota's Future will assume an important role in guiding the work of the State Planning Agency in land use planning.

State government must develop an increased sensitivity to its "hidden policies." There is not a department or agency of Minnesota state government whose programs do not in some way have significant consequences for the life of our cities or for the growth of our regions. Program managers see themselves as building highways, providing health care, supporting new housing developments, financing waste treatment facilities, improving agriculture. No one has made clear to them that they are simultaneously redistributing opportunities for employment, stimulating or discouraging population movements or significantly influencing a community's quality of life.

As we approach the bicentennial celebration, it is perhaps appropriate that we renew our interest in our future. It is the Agency's recommendation that the Commission on Minnesota's Future, if established, be prepared to present to the 1975 Legislative session, a major report outlining their findings and conclusions. This report, following appropriate legislative study, could be a more significant document in the state's bicentennial celebration efforts.

PROPOSED WORK PROGRAM

The Commission on Minnesota's Future would prepare a proposed state growth and development strategy for consideration by the Governor and the Legislature, to be submitted to the 1975 Legislative Session. This proposed strategy would be

submitted to the Governor not later than November 30, 1974.

In drafting a proposed growth and development strategy, the Commission on Minnesota's Future will consider, but not be limited to, the following objectives:

1. To identify patterns of urbanization and economic development which offer a range of laternative locations and encourage the wise and balanced use of physical and human resources in both metropolitan and non-metropolitan regions, as well as smaller rural places.
2. To foster the continued economic strength of all regions of the state.
3. To define the role of state government in revitalizing communities and regions in the state.
4. To strengthen the capacity of state agencies and programs to contribute to balanced growth and development.
5. To facilitate increased intergovernmental coordination of programs to encourage desirable patterns of urban and rural growth, the prudent use of our natural resources and the effective protection of the physical environment.
6. To help reverse trends of migration and physical growth which reinforce disparities among cities and regions; and

7. To treat comprehensively the problems of poverty and employment (including the erosion of tax bases and the need for better community services and job opportunities) which reflect decline of rural areas.

An important ingredient in identifying alternative future s or preparing a growth strategy is a systematic examination of population, land use and settlement patterns in Minnesota. In 1971, the State Planning Agency commissioned work by the Center for Urban and Regional Affairs, University of Minnesota, to begin to assemble readily available data on land use and settlement patterns. This work was subsequently published as a report, Minnesota Settlement and Land Use, 1985.

However, this report represents only a beginning. There remains much to be done to understand emerging trends in population, employment and settlement. The Commission will prepare reports which will assemble relevant data portraying the future of Minnesota's population, land use, employment and income.

The Commission will also identify and assess the future development consequences of major state decisions. These decisions shall include, but not be limited to, transportation corridor and development decisions, location of education, health and correctional institutions or facilities, state tax structure and other fiscal policies, and park and open space acquisition. It shall examine the long range plans of State departments and agencies, including the University of Minnesota, State Colleges

and Junior Colleges to assess their possible impact on state growth and development.

Periodically, but not less than once each year, the Commission will conduct an open public forum to allow all who wish to participate to express opinions and present data or proposals that would significantly affect or influence Minnesota's future.

The Commission on Minnesota's Future shall provide to the Metropolitan Council and to the Regional Development Commissions, a single focus within state government to which regional organizations may bring their own plans and proposals and recommendations for growth and development. The Commission shall have comment and review responsibilities only and shall in no way approve or disapprove such regional plans. Further, the Commission shall strive to provide to Regional Development Commissions and the Metropolitan Council such guidance as may be appropriate to the orderly growth and development of the entire state.

Increasingly, states are assuming the initiative for development planning through land use controls. The impetus for state action has come from a concern with orderly growth, particularly in "critical areas" (recreational centers, airports, power plant sites, etc.), and protection of vital environmental resources. For states with strong local government traditions, state involvement in land use controls will represent a major policy change and one which must be preceded by careful study and extensive participation. The State Planning Agency

has already begun the process of drafting recommendations for state land use planning. However, if such state involvement is to be effective, and accepted by local and regional governments, it must have the support of many who have been involved from the beginning. It is our recommendation that the work program of the Commission on Minnesota's Future include guidance and direction of the State Planning Agency's land use planning work program.

ORGANIZATION

The Commission on Minnesota's Future would be an independent Commission, established in the executive branch, reporting directly to the Governor.

The State Planning Agency will serve as the staff secretariat, hiring such staff and consultants as may be necessary, satisfying all fiscal requirements necessary to receive and dispense funds. State appropriations requested would be appropriated to the State Planning Agency.

The authority to establish the Commission on Minnesota's Future would expire on June 30, 1977, unless legislative action to the contrary is taken

MEMBERSHIP

All members of the Commission would be appointed by the Governor and serve at his pleasure. The members would be appointed from each of the 12 planning regions. The total membership of the Commission, including the chairman,

shall be forty (40), with the membership apportioned among each of the 12 regions according to relative population shares. Regardless of population size, no region would have less than two (2) representatives to the Commission, nor more than eight (8). The term of members appointed would expire on June 30, 1977.

The Chairman of the Commission would be appointed by the Governor and serve at his pleasure.

Where a Regional Development Commission has been formed, the Commission shall prepare and submit its recommendations for membership to the Governor. Although the Governor is not bound by these recommendations, he shall give due consideration to them. In the Minneapolis-St. Paul metropolitan area, the Metropolitan Council shall submit its recommendations for membership to the Governor.

In each instance, the Chairman of an existing Regional Development Commission, the Chairman of the Metropolitan Council and the State Planning Director shall serve as ex-officio members of this Commission.

COMPENSATION

In order to insure that members of this Commission may serve without unwarranted financial sacrifice, we are recommending that members of the Commission (except ex-officio members) be paid a \$35 per day per diem for days on which the Commission

meets, as well as necessary expenses.

BUDGET AND STAFF

The State Planning Agency would hire all staff and consultants. The State Planning Agency's position of Director, Development Planning, would also serve as the Executive Director of the Commission. It is contemplated that only a limited staff be hired and that most of the substantive work of the Commission be done under contract with other state agencies, or such other organizations as may be deemed appropriate.

The State Planning Agency recommends a state appropriation of \$150,000 for the biennium. Further, the State Planning Agency will prepare and submit to the Department of Housing and Urban Development a request for an innovative grant amounting to \$40,000 per year for two years.

ASSUMPTION OF RESPONSIBILITIES

It is the recommendation of the State Planning Agency that if this Commission on Minnesota's Future is formed and assigned the responsibilities requested, it assume the functions and responsibilities of:

- A. The State Planning Advisory Committee
- B. The Joint Legislative Reconversion Study Committee
- C. The Council of Economic Advisers (optional)

Although the statutes (Sec. 4.14) are silent on the responsibilities of the State Planning Advisory Committee, the Committee has been viewed by the Agency as having a perspective not limited to the routine of managing an agency, and thus in a position to look ahead to the issues that may confront state government. It

also provided for some citizen and legislative input to the considerations and deliberations of the State Planning Agency. It is the Agency's strong feeling that this talent and energy could be more effectively focused on the future through the proposed Commission.

The purpose of the Joint Legislative Reconversion Study Committee is to "study and consider the relationship between defense spending and public expenditure on the improvement of the human resources of the community." Although the Study Commission, in their final report, concludes that their assigned tasks remain unfinished, we believe that the concern with the impact of defense spending on the State's economy and human resources could be more effectively approached from a broader look at the future of Minnesota's economy.

Finally, it is our recommendation that consideration be given to transferring the responsibilities, duties and activities of the Governor's Council of Economic Advisers to the proposed Commission on Minnesota's Future. The Agency is concerned that the proposed Commission not contribute to the existing maze of Councils, Committees or Commissions. The work of the Council of Economic Advisers represents an important contribution to improved decision making; however, the focus of its concerns are very much those of the proposed Commission and we conclude that inclusion of the Council within the organizational fold of the proposed Commission would contribute to its eventual success.