



Final Report:

Metropolitan Council and Its Role in Regional Governance

Metropolitan Council and Its Role in Regional Governance 1

I. AMM Involvement: The Metropolitan Governance Task Force 1

II. The Metropolitan Council's Role: What Should Its Concerns Be? 2

Recommendation: Re-emphasize a Visionary Role 2

Regional Demands, Regional Thinking 2

More Time to Look to Future, Address the Present 3

III. Metropolitan Council's Constituencies: Getting to the Customer 4

Recommendation: Seek More Participation from Local Level 4

IV. Metropolitan Governance: Who Does What? 4

Recommendation: Revive House Metropolitan Affairs Committee 5

Recommendation: Council Examination of Issue Areas 5

Recommendation: Re-define Regional Agencies and Their Responsibilities 6

Recommendation: Task Force on City, County Roles 8

V. Council Membership and Operation: Serving its Public 8

Recommendation: Direct Election of Council Members 8

Recommendation: Revise Council Chair, Daily Operations, Appointments 9

VI. The Association of Metropolitan Municipalities: Its Role 10

Metropolitan Governance Task Force Roster of Members 11

Metropolitan Governance Task Force Resource Personnel 12



RECEIVED

NOV 03 1994

LEGISLATIVE REFERENCE LIBRARY
STATE CAPITOL
ST. PAUL, MN. 55155

**EXECUTIVE SUMMARY:
METROPOLITAN COUNCIL AND ITS ROLE IN REGIONAL GOVERNANCE**

Recommendation 1: Re-emphasis of the Council's Visionary Role in Regional Governance:

- A. Seek out future opportunities and challenges.
- B. Develop strategies to meet these opportunities and challenges.
- C. Allow another entity to implement the strategies.
- D. Appoint Visions Committee to explore opportunities and challenges.

Recommendation 2: Seek More Participation from Local Level

- A. Face-to-face meetings with city officials and staff.
- B. Personnel "swap" between Metropolitan Council and local units of government.

Recommendation 3: Revive House of Representatives Metropolitan Affairs Committee

- A. Provides proper forum for discussion of metropolitan views before House members.
- B. Committee should be predominantly metropolitan legislators.
- C. Senate counterpart needed in House.

Recommendation 4: Council Examination of Issue Areas

- A. Continued examination in such areas as environmental concerns, transportation/transit, neighborhood livability and law enforcement support.
- B. Examine the role of current agencies with an eye to keeping them as is, modifying them, eliminating them, transferring their duties elsewhere or evaluating new areas.

Recommendation 5: Changes in Agencies and Commissions

- A. Re-defining the Metropolitan Airports Commission so its representation reflects its taxing authority.
- B. Remove the Metropolitan Sports Facilities Commission from its current regional status under certain conditions.
- C. Change Land Use Advisory Committee to Land Use Commission with review authority.
- D. Council appoints all commissioners and chairs of agencies and commissions.

Recommendation 6: Task Force on City and County Roles

- A. Charged to specifically look at duties of cities and counties.
- B. Examination of relationship between cities and counties and how they interact with themselves and other entities.

Recommendation 7: Direct Election of Council Members

- A. Elections by District, no more than two consecutive four-year terms.
- B. Placement on ballot by self-nomination, nomination by city/town councils and/or county boards, nomination by legislators representing district.
- C. Non-partisan, publicly financed election.

Recommendation 8: Revise Election of Chair, Daily Council Operations, Agency Appointments

- A. Chair elected biennially from Council.
- B. Executive Director runs day-to-day operations and is answerable to the Council.
- C. Agency appointments for fixed terms.

Metropolitan Council and Its Role in Regional Governance

The Metropolitan Council was formed to address specific problems, such as providing an adequate sewer system for Minneapolis, St. Paul and the surrounding suburbs, but it had a broader focus. Its mission was to serve the metropolitan area. Its first members took what could be called a pro-active stance and, over time, became involved in issues such as land use planning, parks and open space, and transportation to allow for the orderly expansion of growth in the Twin Cities metropolitan area.

During the years since its inception to the present, however, the Metropolitan Council is perceived to have become more politicized and is offhandedly referred to as the "State Department of Metropolitan Affairs." It has, either by design or happenstance, become an enforcer of rules and regulations. It has become enmeshed in minutia and dealing with the here-and-now, functioning less as an institution of forward-thinking planning. Its condition became such that Gov. Arne Carlson called upon the Council to justify its existence or cease operation.

When the Council was created to address the issues of sewers, transit, and parks and open space, it seemed natural for the Council to engage more heavily in the day-to-day activities of the systems and agencies it envisioned. The Council did nothing wrong, per se. Rather, it seemed to institutionalize its vision, which pulled it back from forward-thinking.

I. AMM Involvement: The Metropolitan Governance Task Force

The Association of Metropolitan Municipalities, based on a recommendation from its own Futures Committee, named the Metropolitan Governance Task Force to examine the regional governance system for the Twin Cities metropolitan area. The AMM, acting upon concerns expressed by local officials, embarked upon this venture for several reasons:

- * The region seemed to have difficulty in addressing several critical issues, such as water and air quality, waste management and transit.
- * Some solutions, such as "consolidation," have been advanced even though they may not accomplish an intended goal.
- * The Task Force offered a forum in which city officials could examine governance systems that may not have been advanced.

The Task Force's charge included:

1. The examination of the range of local and regional governmental services with an eye to where problems exist.
2. A review of various methods of governance.
3. The directives of making recommendations about which level the planning, coordination and delivery of local governmental services should occur, and making recommendations on the types of governance needed to achieve efficient service delivery.

These recommendations could include consideration about the specific role of the Metropolitan Council in the overall governance system, comments on which services should be delivered by the various units of government, and advice on the formation or deletion of regional agencies.

The Task Force conducted panel discussions to gain a better perspective of the Metropolitan Council and how it evolved. The Task Force heard from former Council chairs, current Council members, metropolitan agency representatives, "good government" Council watchers, county representatives, and appropriate members of the state House of Representatives and Senate. In addition the Task Force looked to regional governance structures in the United States and Canada to see what worked elsewhere.

In this report, the Task Force will focus on what it believes the Metropolitan Council's role should be in areas of concern to the Metropolitan Area.

II. The Metropolitan Council's Role: What Should Its Concerns Be?

When it was created, the Metropolitan Council was hailed nationwide. It was viewed by local government leaders around the country as a harbinger of providing possible solutions to questions that were beyond a city's scope yet not of statewide significance. The Metropolitan Council was seen as a regional approach that blended local governance issues with regional service delivery approaches.

The hallmark of these years was delineating areas that needed a region-wide approach. The Council had the vision to foresee such areas and then recommend the implementation method. Within 10 years of its inception, this vision resulted in the Metropolitan Waste Control Commission, the Metropolitan Parks and Open Space Commission, the Metropolitan Sports Facilities Commission and the Metropolitan Housing and Redevelopment Authority.

As the years progressed, the scope of the Council's activities increasingly shifted. Instead of vision and oversight of regional agencies, the Council became more enmeshed in the details of operation and implementation. For example, rather than advocating a comprehensive regional approach to solid waste, the Council is engaged directly in managing an elaborate system of grants.

Recommendation: Re-emphasize a Visionary Role

The Task Force recommends that the Metropolitan Council should seize upon this earlier ability to identify the problems of the future and outline steps and consequences of solving those problems.

This metropolitan area needs a strong voice and strong leadership to help guide the area into the future. The Metropolitan Council has the opportunity to help advance the metropolitan area into the next century. It should not hesitate to seize the opportunities to explore aspects of metropolitan life and living, and probe them; not to do so could mean stagnation for this area.

Regional Demands, Regional Thinking

The Metropolitan Council - as well as cities in the metropolitan area - should think and act globally. Several national surveys list the Twin Cities area as an up-and-coming region in international trade. People outside of the metropolitan area do not see separate communities; rather, they see "The Cities" or "The Twin Cities Area." The Council should be able to help promote this view of the region as one entity.

As the Twin Cities metropolitan area moves toward the 21st Century, it will face situations where a number of choices are possible. How the area responds to these situations and which choices are made will determine the degree of success the area has in participating in the world economy. The Metropolitan Council must be the body that foresees these critical junctures at which choices must be made, clearly delineates what the choices are and outlines the ramifications of the alternatives. The role of outlining choices has at least two aspects:

1. In any situation, "do nothing" is a choice. This choice has ramifications. Not having a regional body laying out other alternatives means that the "do nothing" choice increasingly becomes the decision that is made.
2. The lack of a regional body that identifies critical situations and outlines the range of choices does not mean that the function will not be undertaken. Groups such as the Citizens League, League of Women Voters, private business and the education establishment will identify some situations and some choices. The problems with this scenario are that some situations would be missed (meaning "do nothing" is the course of action) and the range of choices would be limited when a situation is identified because of the nature of the group(s) examining the issue.

There are many ways that the Metropolitan Council can exhibit forward-thinking leadership. For example, the Council could appoint a permanent Visions (or Long-Range Planning or Futures) Committee, similar to such committees in both the public and private sectors, to develop possible tracks that the Council should consider. It is the Task Force's opinion that this committee would be the principle committee of the Metropolitan Council. The Task Force would urge that committee members be rotated to provide fresh outlooks on matters. This committee made up of Council members also should have staff at its disposal.

For any situation it examines, the Metropolitan Council should be able to conceptualize a plan of action and develop a strategy for achieving that plan. The Task Force believes the Council should neither directly implement nor operate its course of action in most cases. To do so could stifle its ability to continue to review and examine avenues and consequences of courses of action that could be taken to anticipate and react to emerging problems. It also could result in crisis-driven management in which the problem could be erroneously identified and the recommended solution would be, "Metropolitan Council will take care of it by making it a regional system." Were the Council to adopt a visionary role, ideally policy and accompanying strategies would spring from its vision.

More Time to Look to Future, Address the Present

By spending more time in developing issue areas and possible solutions, members would move away from their *direct* involvement in the operation of a regional system. The Metropolitan Council could recommend action in a variety of areas: development of a regional system without a regional agency to operate it, creation of a regional agency or commission, suggest that the opportunity/problem be managed on a subregional or a statewide basis, or, in some instances, recommend that nothing be done.

To be truly visionary, the Metropolitan Council must be allowed to spend more time thinking creatively and thoroughly examining issues. Because of expectations by the Legislature, local officials and the Governor's Office, the Metropolitan Council has not been encouraged to act as a think tank in its examination of questions of significance to the metropolitan area. The Council, for example, could examine the area's demographics to help it map a plan to address the aging population, deteriorating neighborhoods or shifts in housing stock.

The Council members must be leaders in creating visions for the metropolitan community. Sometimes that vision may conclude there is no metropolitan significance of any consequence. But the important thing is that the Council *looks for and studies* questions of metropolitan significance. History has shown that some matters of scope and vision did not always come from the Metropolitan Council's vision. For example, the push for the world-class Minneapolis Convention Center came from Minneapolis business and civic leaders, not the Metropolitan Council's foresight.

III. Metropolitan Council's Constituencies: Getting to the Customer

Once the Council is allowed to return to its role of a futurist, it must explain and defend its positions to its constituencies. Who are its constituencies?

The Metropolitan Council's constituencies should be the people of the metropolitan area. The Council should be accountable to the metropolitan area - cities, townships, counties, businesses, legislators, and most importantly, its residents of today and tomorrow. Its message to its constituencies should be: The Metropolitan Council is not a state agency. It is a regional planning and visioning agency that will help develop the best possible environment for metropolitan area residents, businesses and visitors. It also is a vehicle that will help foster intergovernmental cooperation.

While its constituencies encompass the metropolitan area population, the bulk of the delivery of services is handled by local units of government. The Council's effectiveness in identifying and responding to issues of metropolitan significance would be determined significantly by the effectiveness of local units of government with which it works.

Recommendation: Seek More Participation from Local Level

Council members need to evaluate how close to the metropolitan residents (or customers) the level of service delivery should be. The Task Force believes the Council should actively work to get cities and other organizations involved as much as possible in the delivery. If a local avenue were not available, then a regional agency could provide the service in whole or in part as necessary. If the issue is regional, then a regional answer is needed. If not, then a subregional unit of government should address the matter.

The Council needs to remain informed about what its constituents think about services and who delivers them. The Task Force recommends that Council members and staff meet and work with city officials and employees to provide assistance as needed and to get a local perspective on issues. In addition to receiving more information on a particular matter, the face-to-face meetings would build good will and support that Council may need on other matters.

Another method of learning about subregional concerns would be a "swap" of personnel for a designated time. For example, Council planners could work for cities and vice versa. Once the exchange is completed, the affected personnel would bring a different perspective back to the Council and back to the cities, allowing for better understanding between the two bodies.

IV. Metropolitan Governance: Who Does What?

One of the major problems that the Task Force sees as hampering the current governance system is involvement by everyone possible in every issue area. Therefore, it is difficult to determine who is taking the lead on regional issues.

The Task Force suggests these parameters for the following units of government:

THE LEGISLATURE: The Legislature has the responsibility of coordinating the state's education system for K-12 and higher education, human services, state tax policy, statewide transportation, and those leisure services of statewide impact. The Legislature has a critical role in creating an atmosphere within which the metropolitan area can function, e.g., whether to add another regional system or modify the geographical area under the Council's influence. Once an operating decision is made, however, the Legislature needs to step back and allow its decision to be implemented.

Recommendation: Revive House Metropolitan Affairs Committee

The Task Force recommends the House of Representatives reconstitute its Metropolitan Affairs Committee of the late 1980s as a counterpart to the Metropolitan Affairs Committee in the Senate. Membership on these committees would be predominantly metropolitan legislators. The Task Force believes that such a committee should address the current lack of a sufficient legislative forum for consideration of public policy issues of unique metropolitan significance.

METROPOLITAN COUNCIL: As stated previously, the Metropolitan Council has the responsibility of envisioning opportunities, developing strategies for meeting those opportunities and oversight of the regional agency or commission that implements the strategies. By "oversight," the Task Force means Council would state the purpose of regional commissions and agencies, review long-range

implementation and strategic plans, and review and approve long-range capital budgets. It also would be responsible for representing agencies under its purview at the state government level.

Recommendation: Council Examination of Issue Areas

The Metropolitan Council has legitimate concerns about certain aspects of the metropolitan area. The predominant purpose of the Council is to facilitate the coordinated planning and development of the metropolitan area. The Council and its agencies also can provide region-wide services (without duplicating those provided by local government) that are beyond the capabilities of local governmental units to implement individually or jointly and provide region-wide planning as necessary and in cooperation of affected local government units.

The Task Force believes the Council should continue to facilitate discussions in areas that affect the quality of life in the metropolitan area. They are:

*** Land Use Planning and Growth Management:** Review of local comprehensive plans and urban growth issues as related to the regional impact of new commercial, industrial and housing development. This includes the public infrastructure system of schools, parks, streets, sewers, public facilities, and the accompanying public expenditures and services that are demanded when urban growth and development occurs. Growth management issues should continue to be planned by the Metropolitan Council to ensure coordinated and compatible suburban growth patterns and to avoid "leap-frog" development.

*** Housing, Community Preservation and Neighborhood Revitalization:** The enormous investments in urban infrastructure (schools, parks, streets and public utilities) throughout the metropolitan area must be preserved. Also, housing stock and healthy communities must be preserved. In some cases, urban decay has begun. This decay manifests itself in commercial/industrial decline and in deteriorating conditions in housing. The social-economic and political implications of such decay are far-reaching and directly impact the overall resource base of the metropolitan area.

Regional strategies should be developed that address both the preservation of housing and infrastructure systems, and the more intensive efforts that are needed to reclaim communities already experiencing decline. Opportunities should be established that would encourage capital reinvestment in declining areas.

*** Environment:** wastewater treatment, solid waste management, surface water management, air and water quality issues, polluted lands and dumps.

*** Transportation:** including airport, highway and transit planning and regional rail authorities.

*** Human Resources:** The Task Force recommends that the Council *not* become *directly* engaged in the delivery of human/social services, including health care. It should be involved in planning how the services could be delivered more efficiently and effectively. This could include educational matters as well. The Metropolitan Council as constituted now has a problem entering into discussions about education in the metropolitan area. However, a visioning role would give Council an easier entry into these deliberations about the quality and future of education.

*** Public Safety Support:** jails, communications (including 911), emergency preparedness, bomb squads, SWAT teams and hazardous material response teams.

*** Recreational and Leisure Services:** regional parks, cultural and sporting facilities, convention centers and libraries and their impact on the metropolitan area in general and host communities in particular.

REGIONAL AGENCIES: The Metropolitan Council will have an increased role in visioning and a decreased role in routine operations. It would rely upon the make-up of the regional agencies to carry out the vision. Therefore, the regional agencies must be re-examined to determine whether they are, indeed, providing leadership in regional issues and are responsive to the Council's direction. The Council would have oversight role in an agency's long-range planning and review, appoint members and boards, and review and approve both capital and operating budgets.

Recommendation: Re-define Regional Agencies and Their Responsibilities

The Task Force would recommend that the following action happen with respect to regional functions:

- **The Metropolitan Parks and Open Space Commission and the Metropolitan Waste Control Commission** should remain. Each was developed to meet specific needs in the regions, and they continue to carry out their original intent.

- **The Metropolitan Sports Facilities Commission** would be removed from metropolitan consideration, contingent upon its divestiture of land and properties in cities not responsible for the back-up tax. The Council has a significant role siting a regional sports facility. Once the facility is sited, however, the Council should end its involvement to allow the cities involved to handle the day-to-day operations and direct oversight.

- **Modify the status of the Metropolitan Airports Commission** so it is clear that the M.A.C. either is a metropolitan agency or a state directed agency. If back-up taxation is metropolitan only, it should be considered a metropolitan agency and appointments should be made by the elected Metropolitan Council. If, however, the M.A.C. is determined to be a state directed agency, then the taxation back-up should be statewide. The current relationship with the elected Metropolitan Council would be adequate and should be maintained. The question of appointed officials being able to levy taxes should be addressed. In either scenario, the M.A.C. board representation should reflect the taxing jurisdiction. Also, the M.A.C. should develop planning procedures with cities surrounding airports under its jurisdiction to consider non-airport issues, and develop a sensitivity to a host city's needs either directly or indirectly related to a particular airport site.

The Land Use Advisory Committee Becomes the Land Use Commission. This commission would review siting questions, amendments to a city's comprehensive plan, environmental reviews and proposed projects of metropolitan significance. This change alone would free the Council from a significant amount of the detail work it currently undertakes.

- **Reorganize the transportation and transit structure and operation in the region.** The Task Force recognizes the difficulty in making a single, blanket recommendation regarding the question of transit and transportation in the metropolitan area. Various agencies that meet the overlapping - and sometimes competing - needs of their constituencies add to the complexity of this matter.

However, in keeping with the concept that the Metropolitan Council should have the overriding responsibility in matters of regional interest and scope, the Task Force recommends:

1. The role of regional rail authorities *as involved in transit in the seven-county metropolitan area* be eliminated. Their authority regarding acquisition and preservation of abandoned railroad lines would remain intact.
2. The Metropolitan Council be authorized to organize regional transit/transportation responsibilities with respect to the regional transit/transportation system and revise the duties of the Metropolitan Transit Commission and the Regional Transit Board to manage transit/transportation matters better on a regional basis. This may involve shifting functions and responsibilities from one agency to another.
3. If during the reorganization of functions and responsibilities the Metropolitan Council should recommend the elimination of either the RTB or MTC, that recommendation must be presented to the Legislature for action.
4. The position of RTB chair should be part-time to be consistent with other regional agencies.
5. The Metropolitan Council must not become the short-range planning authority in matters of transit/transportation.

The Task Force suggests that the Metropolitan Council consider a number of areas when determining the functions of the MTC and the RTB so that they may better and more efficiently meet the region's transit/transportation needs. The Task Force believes the Council should include discussions about contract management, the viability of opt out/opt in programs, long - range and interim planning, and the role of various transit/transportation agencies with regard to the Intermodal Surface Transportation Efficiency Act. The Task Force also determined that these are major issues of concern to cities and should be considered by the Council when it reviews the overall status of transit/transportation in the metropolitan area:

1. Enhanced overall coordinated planning by the MTC, RTB and the state Department of Transportation to implement long-term transit/transportation needs as outlined in the Metropolitan Council's Development Framework Guides;
2. Develop and specify the total planning process so (a) the public and interested agencies may easily understand the process, (b) the responsibilities of all agencies involved are defined and (c) duplication of duties and tasks among the agencies are minimized;
3. Organize the various agencies to achieve the appropriate mix of transit and highway funding to implement long-range metropolitan transit/transportation goals. This also assures that agencies are in sync with each other when requesting funds;
4. Develop flexible and understandable program opportunities for communities that receive less than adequate transit service so they may become part of the system more easily and be provided with one-step access during the process; and
5. Clearly delineate the responsibilities of each agency involved with providing for transit/transportation in the metropolitan area. Not only would this help to establish accountability, it also would provide transit/transportation users with a better idea of which agency should be contacted when problems arise.

- The need for **regional commissions on housing, surface water management and solid waste management** would be evaluated. The new responsibilities also could be assigned to an existing commission. It should be noted that the AMM has policy statements regarding these issues.

CITIES AND COUNTIES: The role of cities is to provide those services necessary to promote the health, safety and welfare of their residents. These responsibilities would include such areas as property related service, land-use control, public safety, economic development, recreation and local transportation. Counties are the local administrators of state-mandated services. Counties have handled human services needs, including health care, and the criminal justice system including courts and jails. If counties handle these areas, it may help ease the overburdening of cities that feel compelled to offer similar services.

Changes in the metropolitan area, either through economics or other forces over which local government leaders have little direct control, have blurred the once clear delineation of roles for the cities and counties. Cities increasingly are becoming providers of services that were once considered in the domain of the counties, specifically in the area of human services. Also, cities and counties are working more and more with school boards and school administrators within the education system to help meet the needs of students in a number of areas; e.g., the Drug Abuse Resistance Education program, affordable housing and delivery of recreational services, among other things.

Recommendation: Task Force on City, County Roles

The Metropolitan Governance Task Force recommends that the Task Force be authorized by the AMM Board of Directors to look specifically at the duties of cities and counties. The Task Force would be charged to better define the roles of cities and counties, and examine the relationship between these two units of government and how they interact with each other and other entities. The Task Force would be open to new members and deletion of current members not interested in continuing.

V. Council Membership and Operation: Serving its Public

How much authority the Metropolitan Council has depends largely on its accountability to its constituencies. The perception is that the current Metropolitan Council seemingly is accountable to everyone. When asked by Task Force members about its audience, several Council members said the Legislature and then the general public; legislators said the general public, then the Legislature. These apparent contradictions in accountability helped contribute to the lack of enthusiasm it receives from its audience(s).

Discussions by the various panels of Council members, past and present Council chairs, legislators, county commission representatives and "good government" Council watchers, indicated that a change should be made in the method of selecting Council members. Panel participants cited, among other things, accountability, credibility and freedom from legislative restraints, real or imagined. Also, Council elections would force metropolitan voters to think about the region as a whole.

Recommendation: Direct Election of Council Members

To give the Council the authority it needs to pursue a regional agenda, the Task Force recommends that each member of the Metropolitan Council be elected by district from 16 districts of equal or near equal population. The terms would be four-year and staggered, and Council members could run for no more than two consecutive, four-year terms. By having staggered limited terms, the Council would have new ideas and input, while safeguarding against the amount of influence any one person (or groups of persons) could wield.

The Council would be granted more authority under several recommendations throughout this report. In Western democracies, governmental bodies having authority as the Council would have must be held accountable to their constituents. This accountability is achieved through direct election. Also, the Council has substantial taxing authority and supervises other metropolitan agencies that have considerably more taxing authority. This taxing ability, again, requires accountability that is achieved through direct election. Finally, direct election and the campaign process would help address the general lack of understanding about the Metropolitan Council and its role in the region.

Elections would be non-partisan. Filings would be conducted at the Secretary of State's office.

Campaigns would be publicly financed. Candidates would not have the option of raising their own funds.

The positions would be part-time, with commensurate pay, with no provision for per diem. The Task Force does not envision Council membership as a full-time occupation. However, Council members should be expected to commit enough time to serve their constituents well.

The candidate receiving the majority (50 percent plus one) of the number of votes cast would be the winner. If there is no majority winner, the top two vote-getters would face each other in a runoff election.

A candidate's name may be placed in nomination one of three ways:

1. Self-nomination by a petition of 1 percent of voters registered within the district. Verification of the signatures would be conducted by the county auditor's election division office. or
2. A resolution of endorsement and nomination by the city and town councils and/or county boards representing x percentage of residents in the Metropolitan Council district. The councils or boards each could nominate one candidate per district. or
3. A nominating process through which a majority of legislators representing the Metropolitan Council district nominate a candidate for that district. The legislators could nominate one candidate per district.

An incumbent need not repeat the petition nor resolution process, although s/he may seek endorsement if desired. However, county boards and city councils may pass a resolution of endorsement for another candidate.

Should a vacancy occur, the sitting Council would fill the vacancy by selecting a person from the list of persons as nominated above. The person selected to fill the unexpired term may seek a full term on the Council at the next election.

Recommendation: Revise Council Chair, Daily Operations, Appointments

The Council would be a *de facto* think tank. It would need the expertise of a management staff to help the Council maintain its vision and not become caught up in the paperwork. The Task Force recommends the Council should elect its chair biennially from within the Council membership. In this way, the Council, sitting as a board of directors, would be able to develop policy and not be directly involved in its implementation. Under this system, the Task Force also recommends that the Council strengthen the authority of the Executive Director in running the day-to-day operations. The Executive Director would be accountable to the entire Council.

The appointment process and structure of all metropolitan agencies should be re-examined under this new procedure. The Task Force recommends the Council appoint all chairs and members to regional agencies under Council's purview, and that the appointments should be for fixed terms. When considering appointments, Council should appoint members who have a demonstrated knowledge of the subject area. If an agency has an executive director's position, that position would be appointed by the agency board. The Task Force also recommends the Council review operating budgets and approve capital budgets of its operating agencies.

The Council develops the concept and plans the strategies to meet the concept's demands. Regional agencies handle the implementation and operation of those strategies. The Task Force believes that the Council should set overall standards and goals for their agencies and provide oversight. If problems occur within an agency, the Council should become involved to the extent of helping to resolve the situation, even if it means removing for cause, if necessary.

VI. The Association of Metropolitan Municipalities: Its Role

The AMM would have a role of offering input to the Metropolitan Council and its Visions Committee. This approach would assure that the onus of identifying opportunities/problems and methods for addressing them would not fall solely upon the Metropolitan Council. The AMM would help formulate these concepts; the Metropolitan Council would be the forum by which the concepts are developed.

The AMM also could become a facilitator of discussion with other entities regarding the development of issue areas. Too often an idea is rejected out of hand because a proponent sometimes would be the developer and/or overseer. In such an instance, it may be easier for the AMM, given its historical relationship with the Metropolitan Council, to act as the liaison between the Metropolitan Council and another entity when a new concept is proposed. In this way, the concept could be accepted or rejected on its face, not because of the messenger.

The metropolitan agencies are important bodies for carrying out policies throughout the region. It is paramount that these agencies have a highly qualified membership that is truly committed to the betterment of the region, not one particular area. To help assure that the best qualified people are appointed to the metropolitan agencies, the cities should become more actively involved in the appointment process.

An organization such as the AMM also could facilitate discussions with Minnesota cities now considered outside of the Metropolitan Council's geographic boundaries. As population and transportation issues go beyond the traditional boundaries of the current metropolitan area, and as society becomes more global in concept, cities outside of the region may play vital roles in the Twin Cities area.

(Revised: April 13, 1992)

(Revised: April 16, 1992)

(Revised: April 20, 1992)

(Revised: April 27, 1992)

(Revised: April 30, 1992)

(Revised: May 11, 1992)

(Revised: May 14, 1992)

(Preliminary Report Adopted by Task Force: May 14, 1992)

(Preliminary Report Adopted by AMM membership: May 20, 1992)

(Revised: Sept. 24, 1992)

(Revised: Oct. 15, 1992)

(Final Report Adopted by Task Force: Oct. 15, 1992)

(Final Report Adopted by AMM membership: Nov. 5, 1992)

Metropolitan Governance Task Force Roster of Members

The following Metropolitan Governance Task Force members actively participated in the development of this report. The Task Force conducted about 20 meetings, beginning Aug. 29, 1991, and ending Oct. 15, 1992, with a three-month break after the adoption of the preliminary report on May 20, 1992, to gather reaction from member city officials and other interested parties:

Bill Barnhart, Chair, Minneapolis IGR

**Karen Anderson, Minnetonka Councilmember
Larry Bakken, Golden Valley Mayor
Joan Campbell, Minneapolis Councilmember
Dave Childs, New Brighton Manager
Craig Dawson, Eden Prairie Assistant Manager
Julian Empson, St. Paul Public Works
Richard Enrooth, St. Anthony Councilmember
Kevin Frazell, Cottage Grove Administrator
Susan Hoyt, Falcon Heights Administrator
Gordon Hughes, Edina Assistant Manager
Nancy Jorgenson, Fridley Councilmember
Larry Lee, Bloomington Community Development Director
Bob Long, St. Paul Councilmember
Ken Mahle, Woodbury Mayor
Jim Prosser, Richfield Manager
Steve Sarkozy, Roseville Manager
Gerald Splinter, Brooklyn Center Manager
Gloria Vierling, Shakopee Councilmember
Jeff Weldon, Apple Valley Assistant Manager
Gene White, Prior Lake Councilmember
Larry Whittaker, Oakdale Administrator
Ken Wolf, Burnsville Councilmember**

AMM staff: Vern Peterson, Executive Director; Roger Peterson, Legislative Affairs Director, and Nicole Debevec, Communications and Research Director.

Metropolitan Governance Task Force Resource Personnel

The following individuals met with the Metropolitan Governance Task Force to provide resource information and insight into the role of the Metropolitan Council and the region:

Former Metropolitan Council Chairs Charles Weaver, John Boland and Steve Keefe.

Current Metropolitan Council Chair Mary Anderson, and Metropolitan Council Committee Chairs Susan Anderson, Metropolitan and Community Development; Dirk deVries, Metropolitan Systems; Craig Morris, Management, and Sondra Simonson, Environmental Resources.

Metropolitan Agency Chairs and/or representatives Roberta Opheim, Metropolitan Parks and Open Space; Bill Lester, Metropolitan Sports Facilities; Bob Stassen, Metropolitan Airports Commission; Gordon Voss, Metropolitan Waste Control Commission; Mike Ehrlichmann, Regional Transit Board, and Tom Johnson, Metropolitan Transit Commission.

State Senator Don Frank, DFL- Spring Lake Park, and State Representatives Phil Carruthers, DFL-Brooklyn Center, and Bill Schreiber, IR-Brooklyn Park.

County Commissioners and/or authorities Bob Orth, Metropolitan Inter-County Association Executive Director; John Derus, Hennepin County Commissioner; Sally Evert, Washington County Commissioner; Lyle Wray, Dakota County Administrator, and Dick Mertz, Scott County Commissioner.

Council-watching "good government" representatives Barbara Lukermann, Humphrey Institute; Roy Pride, Minority Issues Advisory Council and Twin Cities OIC; Curt Johnson, Citizens League; Ted Kolderie, former Humphrey Institute fellow and Metropolitan Council expert, and Tom Triplett, Minnesota Business Partnership.