MEETING THE CHALLENGE OF METROPOLITAN GROWTH

a Prospectus for The 🕸 Joint Program

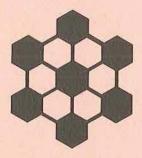
An Inter-Agency Land Use-Transportation Planning Program for the Twin Cities Metropolitan Area

REPORT NUMBER ONE, JANUARY 1963

The :: Joint Program:

A continuing planning program for the Twin Cities Metropolitan Area undertaken collaboratively by existing public agencies. The objective of the Program is to encourage development decisions that will enhance both the livability and efficiency of the Metropolitan environment. The basic instrument for achieving this objective will be the Comprehensive Metropolitan Plan for the seven-county Area to be completed in 1965 which will integrate transportation systems and the urban activities they serve.

THE SYMBOL



This represents the participating agencies. The heads of these agencies constitute the Coordinating Committee that directs the work of the Joint Program.

LOCAL PARTICIPANTS

AGENCY

Twin Cities Metropolitan

Planning Department

Highway Department

Highway Department

Highway Department

Highway Department

Highway Department

Highway Department

Engineers Department

Planning Board

Engineering Department

Department of Public Works

Planning Commission (MPC)

Department of Highways (MHD)

UNIT OF GOVERNMENT

Twin Cities Metropolitan Planning Commission State of Minnesota City of Minneapolis City of Minneapolis City of Saint Paul City of Saint Paul Anoka County Carver County **Dakota County** Hennepin County Ramsey County Scott County Washington County

FEDERAL PARTICIPANTS

United States Agency (HHFA) **United States**

Housing and Home Finance Bureau of Public Roads (BPR)

FINANCING. The first three years of the Program is financed as follows:

Cash and Services (MPC, Mpls., St. Paul and the 7 counties) \$ 450,640.00

Federal Grant (HHFA)

901,260.00

BPR and MHD funds

480,500.00

\$1,832,400.00

The preparation of this Prospectus was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, and through Highway Planning Survey funds made available by the Department of Commerce, Bureau of Public Roads.

pro-spec'tus... A preliminary statement, usually printed, issued by promoters of an enterprise... giving advance information calculated to arouse interest and win support...

WEBSTERS NEW INTERNATIONAL UNABRIDGED

The lives and welfare of all Twin Cities Metropolitan Area residents will be affected vitally by the Program described in this Prospectus. In the next 2-1/2 years the "Joint Program" will produce a comprehensive plan designed to avoid or reduce some of the major problems caused by the dramatic growth expected for the Area in the next 40 years.

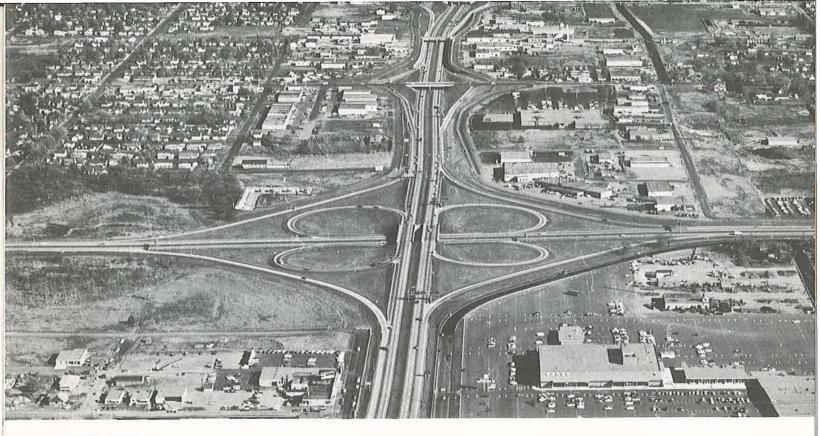
The title of the Program reflects the variety of governmental and private interests participating in this effort as well as the basic idea that there must be a balance between urban development and transportation.

For the Program to succeed, the people of the Area must understand the reasons for it, what is expected of each participating group, and what is to be done. The purpose of this Prospectus is to promote such understanding. The "T.C. Mits" Pamphlet, published in October 1962, has introduced the Program to the general public. A supplementary research prospectus will spell out in detail the technical process and the work to be done by the participants.

The first major report of the Twin Cities Metropolitan Planning Commission defined the "Challenge of Metropolitan Growth." This Prospectus describes how our Area will attempt to meet that challenge.

CONTENTS

The Challenge of Growth The Basic Problem Response Joint Effort Needed Objectives of the Program What Will Be the Results? What Area Will Be Included? Summary PART II. PARTICIPANTS Areas of Activity Research and Planning Preliminary Testing of Planning Products Final Testing of Planning Products Plan Implementation The Parties Involved Summary PART III. ATTAINING THE OBJECTIVE. Basic Research Preliminary Proposals Goals Alternatives Select Alternative Plan and Programs APPENDIX: ELEMENTS OF THE PROGRAM Figure 1. Major Thoroughfares Figure 2. Joint Program Study Areas Figure 3. Program Activities Flow Chart Figure 4. The Parties Involved Figure 5. Structure of the Process In Table: Advisory Committee Structure 13	PART I	. CHALLEN	GE AND	KLSP	ON	SE.	•	•	•	•	•	٠	٠	٠	•	•	٠	•	٠	•	•	3
Response 4 Joint Effort Needed 6 Objectives of the Program 6 What Will Be the Results? 7 What Area Will Be Included? 7 Summary 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 FIGURES AND TABLE Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 5. Structure of the Process 16		The Challe	enge of (Grow	th												٠.					3
Joint Effort Needed.		The Basic	Problem																		•	4
Objectives of the Program. 66 What Will Be the Results? 7 What Area Will Be Included? 7 Summary. 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 2. Joint Program Study Areas 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 5. Structure of the Process 16		Response																				4
What Will Be the Results? 7 What Area Will Be Included? 7 Summary 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 2. Joint Program Study Areas 5 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16		Joint Effor	t Neede	d																		6
What Will Be the Results? 7 What Area Will Be Included? 7 Summary 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 2. Joint Program Study Areas 5 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16		Objective	s of the	Progr	am																	6
What Area Will Be Included? 7 Summary 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16		What Will	Be the I	Resul	ts?																	7
Summary 8 PART II. PARTICIPANTS 9 Areas of Activity. 9 Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 2. Joint Program Study Areas 8 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 5. Structure of the Process 16		What Area	Will Be	Incl	ude	d?																7
Areas of Activity. Research and Planning		Summary					•				•	•							٠	,	•	8
Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives. 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 1. Major Thoroughfares 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16	PART II	. PARTICIP	ANTS .				٠					•								,		9
Research and Planning 9 Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives. 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 1. Major Thoroughfares 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16		Areas of A	ctivity.																			9
Preliminary Testing of Planning Products 10 Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 1. Major Thoroughfares 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16																						
Final Testing of Planning Products 10 Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 Figure 1. Major Thoroughfares 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16																						
Plan Implementation 10 The Parties Involved 11 Summary 14 PART III. ATTAINING THE OBJECTIVE 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 FIGURES AND TABLE 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16																						
The Parties Involved																						10
Summary 14 PART III. ATTAINING THE OBJECTIVE. 15 Basic Research 16 Preliminary Proposals 17 Goals 18 Alternatives 20 Select Alternative 21 Plan and Programs 22 APPENDIX: ELEMENTS OF THE PROGRAM 25 FIGURES AND TABLE Figure 1. Major Thoroughfares 5 Figure 2. Joint Program Study Areas 8 Figure 3. Program Activities Flow Chart 11 Figure 4. The Parties Involved 12 Figure 5. Structure of the Process 16																						11
Basic Research																						14
Preliminary Proposals	PART II	I. ATTAINI	NG THE	ОВЈЕ	CTI	VE.																15
Preliminary Proposals		Basic Rese	earch																			16
Goals																						
Alternatives																						
Select Alternative																						
Plan and Programs																						
APPENDIX: ELEMENTS OF THE PROGRAM																						
FIGURES AND TABLE Figure 1. Major Thoroughfares		rian ana r	rograms	• •	•		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	22
Figure 1. Major Thoroughfares	APPENI	DIX: ELEMI	ENTS OF	THE	PRO	OGR	AN	/I	•	•	•		•	•	٠	٠		•	•	٠	•	25
Figure 2. Joint Program Study Areas		,			FIG	URI	ES	AN	ID	TP	ABI	Œ										
Figure 2. Joint Program Study Areas																						
Figure 3. Program Activities Flow Chart		Figure 1.	Major T	horo	ugh	fare	S															5
Figure 4. The Parties Involved		Figure 2.	Joint Pro	ogran	n St	udy	Aı	rea	S													8
Figure 5. Structure of the Process		Figure 3.	Program	Acti	viti	es :	Flo	W	Cł	nar	t											11
3		Figure 4.	The Part	ties !	Invo	olve	d															12
Table: Advisory Committee Structure		Figure 5.	Structur	e of	the	Pro	се	SS														16
		Table: Ad	visory C	omm	itte	e St	ruo	ctu	re		•	•			•		•			•		13



PART ONE:

CHALLENGE & RESPONSE

The Challenge of Growth. In less than 30 years the Metropolitan Area's 1-1/2 million population will double. In this short time, we will build a living environment—including roads, houses, parks, schools, and factories—that in size and cost will be equal to or greater than what exists in the Area today. During the same time, much of what exists today will be replaced.

This growth probably will occur whether actively encouraged or resisted. It is not a case, then, of "Will the Area grow?" but "How should future growth take place?" This question poses a series of others which finally focus on the core question, "How do we, as members of a free society, want to live in our urban environment?"

Individual answers to this question vary widely. Some persons would settle for "efficiency," asking only that the metropolis work reasonably well. Others want much more. Their goals are expressed in such intangible terms as "livability," "beauty," "a good life," and "a good place to live."

Regardless of the fact that goals differ, the lesson of the past is that neither efficiency nor livability are produced automatically in the urban scene. They are more likely to be produced by deliberate action directed toward predetermined objectives—they are the results of good planning.



Currently the Area is spending millions of dollars on urban renewal and public improvements. Much of this expense is aimed at correcting mistakes of the past. The prospective growth and development confronting the Area today presents a golden opportunity. The question, "How should future growth take place?" can be answered in ways that not only will avoid the mistakes of the past but will create new and better ways of living tomorrow.

The Basic Problem. In certain parts of the Twin Cities Metropolitan Area, urban activities and the movement they create are no longer in balance with the transportation systems. The evidence of this is the congestion which occurs during the rush hours in the downtown areas. This condition will worsen by increasing in intensity or spreading to areas beyond the downtown fringe if action is not taken.

Figure 1, developed by the Minnesota Highway Department, shows the expanded highway facilities needed to effect a balance in the Area by 1980 if present trends in land development and vehicle use continue. The 160 miles of Interstate freeway in the Area shown on the map are scheduled for construction by 1972. The study indicates that there must be a substantial upgrading of existing streets, plus the construction of substantial mileages of supplementary roads and highways as shown.

Although the system shown in the diagram is technically feasible, there are questions about its economic and social costs. These in turn raise the question of alternative ways to balance land-use activities with the transportation systems that serve them. The balance can be achieved by adjusting one or both components. If the relative locations of activities are adjusted to minimize the need to travel (homes closer to work, for example) the demand for transportation facilities would be corresondingly reduced. On the other hand, the capacity of the system for movement can be increased by building or expanding the facilities not only for present vehicles but for other kinds, including mass transit.

Just as the circulation system of a living organism cannot be understood or dealt with separately from the body of which it is a part, it is clear that the problem of urban transportation is but a component of the larger problem of urban development. Knowing how the people of this Area live and how they may want to live is essential to choosing how to bring about the balance described above.

Response. Late in 1961, representatives of the Minnesota Highway Department (MHD), Bureau of Public Roads (BPR), Metropolitan Planning Commission (MPC),

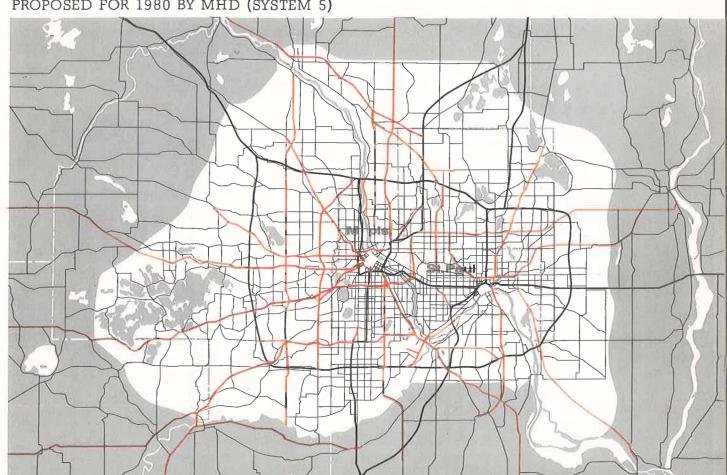


EXISTING IN 1963

Fig. 1. MAJOR THOROUGHFARES

_____ Interstate Freeway ______ Other Freeway Expressway ------ Arterial

PROPOSED FOR 1980 BY MHD (SYSTEM 5)



Housing and Home Finance Agency (HHFA), the cities of Minneapolis and Saint Paul, and the engineering departments of the seven counties of the Metropolitan Area undertook a series of meetings on land-use and transportation planning for the Area. The meetings grew out of the recognition that each of the agencies was engaged in significant work in the field. The discussion centered on the question, "What is being done individually that could be done more effectively and economically by joint action?"

From these meetings the concept of the Joint Program emerged and a work program was developed. A grant was obtained from the HHFA that, coupled with MHD, BPR, and local funds, provided resources totalling approximately 1.8 million dollars to finance the three-year Program.

Joint Effort Needed. The participating agencies have united their efforts in the belief that the development of a metropolitan area can be guided and controlled to produce a better environment. However, this guidance requires a concerted effort produced by joint action. Supporting the conclusion that a joint approach is needed are:

- 1. <u>Land-use and transportation relationships</u>. The need to travel may be lessened by cutting the distance between activities at which trips begin and end, such as home and work. As a basis for planning, this relationship must be better understood.
- 2. The physical building of the Metropolitan Area involves an informal combination of public and private actions. For example, public investment in roads leads to private residential improvements, followed by further public investments in such facilities as sewer and water systems and schools. If any plan is to succeed, these two areas of activity must be coordinated.
- 3. <u>Urban problems often transcend local political boundaries</u>. Thus, many of these problems must be solved through intergovernmental cooperation.

Therefore, the problems of transportation and urban development must be attacked comprehensively. The closest possible ties must be established among governmental units, private interests, and technicians who specialize in land-use planning and in transportation planning. For this reason, it was decided not to create a special agency but to pool the resources of existing agencies.

Objectives of the Program. The Program's primary objective is to promote the welfare of the people of the Area by encouraging development that will enhance the livability and increase the efficiency of the environment. The basic instrument for achieving this objective will be the Comprehensive Metropolitan Plan

for the seven-county Area. This plan will indicate a general pattern of development and the level of public services and facilities needed by the Area through the year 2000. The Program also will recommend the policies that should be pursued and the actions that should be taken to achieve these objectives.

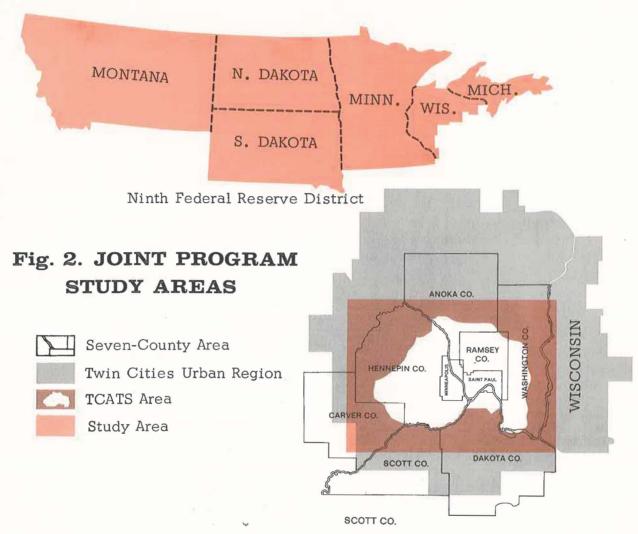
In order to reach the Program's primary objective of better decisions about land development, subordinate objectives will be pursued. Three of the most important are:

- 1. Closer integration and coordination of existing public and private planning efforts in the Area. Building on the considerable amount of work that has been completed, the Program will strengthen the effectiveness and efficiency of existing planning programs by providing a better framework within which detailed planning can proceed. Thus, the metropolitan plan will supplement rather than replace local plans.
- 2. The identification and analysis of the alternative actions that can be taken by the Area to solve the problems of urban growth and change. The Program will provide the means for the Community-at-large to select those alternatives which best meet the interests of the Area.
- 3. The development of an experienced team of private and governmental <u>leaders</u> who, by virtue of participation in the Joint Program, will be better equipped to deal on a continuing basis with future problems.

What will be the results? The Joint Program will provide the means for the diverse interests within the Metropolitan Area to come to an agreement about what the Area is, what it should become, and how the change can be made. In essence, the Program will encourage the development of a higher quality environment than would result if matters were left to unrelated actions.

What Area will be included? The basic area for research will be the seven-county Twin Cities Metropolitan Area. However, material also will be analyzed from the United States as a whole and from intermediate units all the way down to census tracts and enumeration districts. In particular, attention will be paid to the work of the Upper Midwest Economic Study (UMES) which covers the Ninth Federal Reserve District (See Figure 2). The Twin Cities Urban Region, an area which includes all or part of 16 counties surrounding the Twin Cities, as defined by the Urban Research Program of UMES, also will be studied.

For planning work, several geographic areas will be used, but the primary emphasis will be on the seven-county Area. Detailed proposals probably will be limited to the Study Area identified in Figure 2, which will contain the bulk of the urbanized area by the year 2000.



Summary. The Joint Program rests on two fundamental premises. The first is that urban development is the product of the interaction of governmental and private groups, and that each has a role to play that affects and influences the role of the other. The private sector may build the major portion of the physical urban environment. However, the governmental sector provides the basic public facilities that support this development and establishes the general framework of policy and regulation within which the private sector can work. It is evident that a good environment can be produced only when these two sectors join forces in a program of planning and action.

The second major premise is that, although the forces at work within the Metropolitan Area are indeed complex and diverse, there are bona fide alternative choices for the development of the Area. Significantly different results could be produced by different policies. Thus, intelligent development action depends on adoption of well-conceived policies and plans carried out by informed and dynamic civic and governmental leadership.



PART TWO: PARTICIPANTS

The organization of the Joint Program is expressly designed to involve the public and private "decision-makers" who will be affected by the resulting plan. Only in this way can the Program effectively influence development in ways that will improve the environment of the Twin Cities Metropolitan Area.

<u>Areas of Activity</u>. As shown in Figure 3, the activities of the Joint Program fall in four general areas:

- 1. Research and planning.
- 2. Preliminary testing of planning products.
- 3. Final testing of planning products.
- 4. Plan implementation.

Research and Planning. This technical activity is primarily the responsibility of the participating agencies, and is performed through the process described in Part III, "Attaining the Objective." The work involves study of items identified in agreements with the federal agencies that provide financial support for the Program. Portions of the study will be done by MPC, MHD, Minneapolis, Saint Paul, and the seven counties.

<u>Preliminary Testing of Planning Products</u>. The primary purpose of this activity is to get an informal reaction to the products of the Joint Program from citizens in the Area. The Community Affairs Unit will make these contacts through such activities as conferences, seminars, conventions, exhibits, and meetings with civic and service organizations.



Reaction will be fed back to the Coordinating Committee, the Team, and the agency staffs. This process will be repeated as new information and advice becomes available.

An important secondary purpose of the exchange is making available to the communities the products of the Joint Program as they are developed instead of waiting until the Program is completed.

<u>Final Testing of Planning Products</u>. If the products of the Joint Program are to promote better development decisions, they must be tested formally by representatives of the Community-at-large prior to formal adoption and implementation.

The heads of the 350 units of local government in the Metropolitan Area will be asked to serve as a council to react to recommendations of the Joint Program. Similar reaction will be sought from the general public and from private groups and individuals who make decisions that affect urban development.

<u>Plan Implementation</u>. The final product of this first three-year phase of the Joint Program will be the Metropolitan Plan. What happens then? It is proposed that the Joint Program be continued and that it focus on the following areas of plan implementation:

- 1. Coordination of planning in the Metropolitan Area based on recommendations of the Joint Program.
- 2. Continuing public education on the urban development problems and programs.
- 3. Refining, adjusting, and up-dating the Metropolitan Plan.

The major effort in carrying out the Metropolitan Plan will be conducted not by the Joint Program as such but through the individual efforts of existing governmental and private development interests. In this connection, the responsibility of the public sector in relationship to the private sector to carry out the

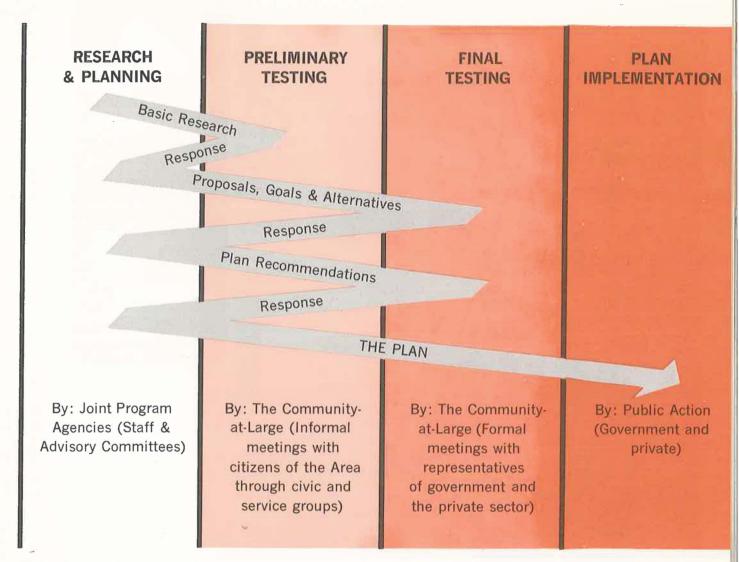


Fig. 3. PROGRAM ACTIVITIES FLOW CHART

Metropolitan Plan is twofold: 1. To provide the essential framework of policy and regulation within which the private sector can develop its portion of the environment; 2. To construct and operate the public facilities and services needed to support private land use. (For further discussion, see Part III, Plan and Programs.)

<u>The Parties Involved</u>. The accompanying chart illustrates the relationships of the participants in the Joint Program and an identification of those segments of the Community-at-large that will become involved during the three-year program. Participants on the chart are identified by number. Following are descriptions of each.

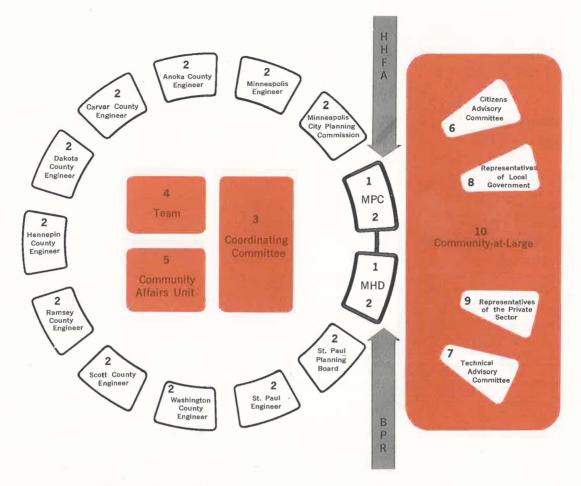


Fig. 4. THE PARTIES INVOLVED

- 1. The Twin Cities Metropolitan Planning Commission (MPC) and the Minnesota Highway Department (MHD): As the recipients of the federal funds that help to finance the Program, these two agencies are the prime contractors to the Housing and Home Finance Agency (HHFA) and the Bureau of Public Roads (BPR) respectively. In this capacity they provide over-all policy direction for the study and will assume basic responsibility for the advice and recommendations that will emerge from the Program.
- 2. <u>Participating Agencies</u>: These are the agencies of the governmental units that are participating in the Joint Program by the contribution of cash or services. They are the MPC, MHD, Minneapolis and Saint Paul planning and engineering departments, and the engineering departments of the seven Metropolitan Area counties.
- 3. The Coordinating Committee: This committee consists of the administrative heads of the participating agencies, augmented by representatives of the BPR and the HHFA. It has the responsibility for providing coordination and administrative supervision for the Program. The committee supervises the Team and the Community Affairs Unit and has a two-way flow of advice and information with the Technical Advisory Committee and the Citizens Advisory Committee.

- 4. The Team: The Team consists of direct supervisors of technical staffs participating in the Program and coordinates staff activities in carrying out Program studies. At the direction of the Coordinating Committee it relates to subcommittees of the two advisory committees for specific information and assistance.
- 5. The Community Affairs Unit: The core staff for this unit is provided by the Community Affairs Section of MPC, supplemented by personnel from the other participating agencies. This unit will tell the people of the Area about the progress and products of the Joint Program and relay the reactions, comments and suggestions to the Coordinating Committee and the Team.
- 6. <u>Citizens Advisory Committee</u>: This committee will be made up of key business, civic and labor leaders plus public officials who can advise on matters relating to public and private actions or policies affecting development. The size of this group will fluctuate with new members being added as the need arises. (See Table)

STRUCTURE OF THE ADVISORY COMMITTEES FOR RESEARCH AND PLANNING

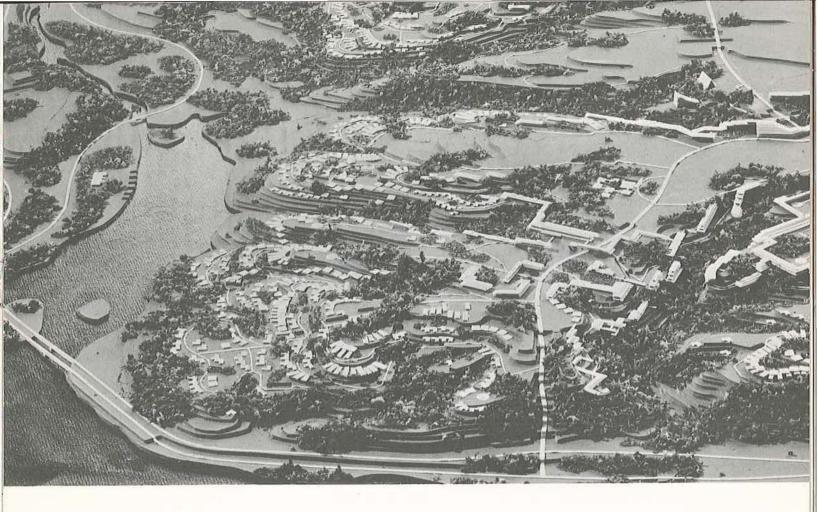
	TECHNICAL ADVISORY COMMITTEE	CITIZENS ADVISORY COMMITTEE						
PURPOSE	Information and advice on Research and and criticisms and comments on plans a	The second secon						
RESPONSIBILITIES	Advice: Basically on technical matters.	Advice: Basically on matters relating to public and private actions or policies affecting development.						
HOW ORGANIZED Make Up	Planners, engineers, and others whose work provides direct technical support for the program.	Key business, civic, and labor leaders plu public officials who can advise on matters relating to public and private development action.						
Size	Not static - 20 - 40	Not static - a large group 80 - 150						
Who Nominates	Operating agencies and/or Coordinating Committee.	Constituent governmental units and civic and professional organizations and/or the Coordinating Committee.						
Who Appoints	MPC with MHD concurrence or Coordinating Committee with concurrence of MPC & MHD.	MPC with concurrence of MHD.						
Chairman	Chairman of Coordinating Committee.	Chairman of MPC.						
HOW THEY OPERATE								
How Served Committee as whole Sub-Committees	Team and Community Affairs Unit. Team.	Team and Community Affairs Unit. Team.						
Frequency of meetings Committee as whole Sub-Committees	On call of Chairman (possibly concurrently with Coordinating Committee). On Call.	On call of Chairman or quarterly for report presentations. On call.						
Who they advise	Coordinating Committee.	Coordinating Committee.						

- 7. The Technical Advisory Committee: This committee will tap the resources of those agencies that are not direct participants in the Program. It will consist primarily of planners, engineers, and other technical people serving units of government in the Area, together with technical representatives from the transportation, construction and land development interests in the Area. (See Table)
- 8. Representatives of Local Government: This will include county and town board chairmen, mayors, council chairmen, school board chairmen, and heads of other metropolitan and regional agencies representing approximately 350 units of local government in the Area.
- 9. Representatives of the Private Sector: This group consists of those in the Area whose decisions affect urban development. These include representatives of financial institutions, building firms, land developers, industry, labor, utilities, public and private transportation, chambers of commerce, and other professional and business associations.
- 10. <u>The Community-at-large</u>: The governmental and private sectors of the Area, plus the general public.

<u>Summary</u>. There will be a constant flow of planning information and recommendations through the major activities of the Joint Program during the three-year period. It is intended that representatives of both the private sector and of local government will be involved in the Joint Program to the extent that they will consider the resulting plan as their own.



MINNEAPOLIS STAR & TRIBUNE



PART THREE: ATTAINING THE OBJECTIVE

The development of the Joint Program from a common understanding of the metropolitan situation today to agreed-upon actions for guiding future growth will occur in five major phases: Preliminary Proposals, Goals, Development of Alternatives, Selection of the Preferred Alternative, and Development of Plan and Programs.

As shown in Part II, each phase is designed to insure maximum opportunity for exchanging information, ideas, and opinions among the parties involved. During these phases, planners, government officials, and representatives of private enterprise will collaboratively aid in developing policies for housing, transportation, parks, open space, schools, industry, and other areas of physical development.

As each phase ends, a major report will be published. The consensus reaction to each report will be used in developing the next phase of the Program.

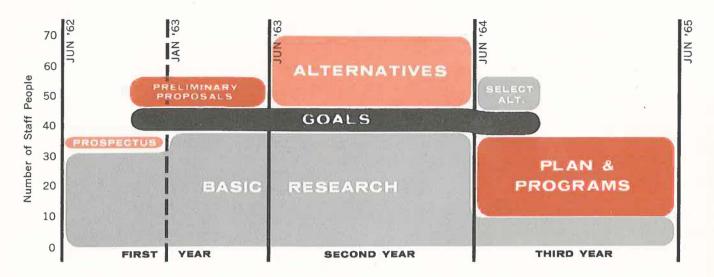


Fig. 5. STRUCTURE OF THE PROCESS

Figure 5 shows the relative emphasis that will be given to each phase. Since the Basic Research effort that supports all phases is primarily a staff undertaking, it is a fairly true reflection of total activity. However, the other portions of the Program in which material from basic research and analysis is converted to development policy, plans, or programs, also involve the efforts of citizens, private interests, and government officials.

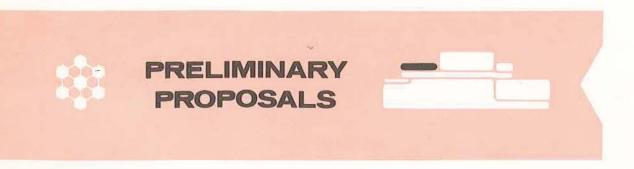


The individual studies—land use, population, and others (See Elements of Program, Appendix)—will be conducted to gain information about:

1. Quantity, quality, and distribution of population activities, land structures, facilities, and movement patterns. These are the basic inventory studies which convert information about the Metropolitan Area, as we observe it, to numbers and symbols on maps and punch cards for planning analysis.

- 2. Relationships among the items in (1). Studies of the many relationships help to explain how the Area functions. Examples are: the relationship of one industrial plant to another (do certain combinations tend to cluster?), the tie between where a person lives and where he works or shops, the relationship between an activity such as retailing and the number of trips it produces, or the relationship between taxes and development.
- 3. Changes in the items (1) and (2). Studying the changes that have taken place in the past is a first step toward anticipating what may happen in the future. Things to be examined include, changes in the number of people, in their income and education, in the number of dwelling units and their physical condition, in the pattern of retail locations and the area each serves, in the use of a given site, and in the number and type of trips a family makes.
- 4. Reasons for Change. The next step is the development of an understanding of the forces that have produced change in the past and the extent to which these forces can be directed or modified through public or private action. Then it will be possible for the community to make and adopt policies for guiding future development, which is the essence of planning.

The results of these studies will be incorporated in major reports or released in newsletters or research bulletins.



<u>Understanding the Metropolitan Area</u>. This part of the study is designed to create a better understanding of the Metropolitan Area, its scale and make-up, and the range of choice of how the Area could develop in the future. This will be accomplished by comparing the Twin Cities Area to other metropolitan centers, and with cities that today are the size this Metropolitan Area will be by 1980 and 2000.

Differences in housing type, transportation systems, and the location of major business and industrial centers will be shown to explain the uniqueness of the Twin Cities Area as well as its points of similarity with others. Different

solutions proposed by various cities and regions to problems common to all will be shown to help indicate the possible choices available to the Area.

<u>Pilot Study of the Program Process</u>. This study will serve the dual function of enabling the staff to perfect its study methods and explain, through the proposals report, how these methods will be used to arrive at development decisions. The report will tell who will be involved and how the parties will proceed in:

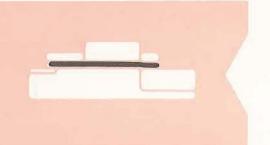
- 1. Establishing goals—the objectives toward which development should move.
- 2. Developing alternative courses of action which could be pursued to reach these goals.
- 3. Agreeing on the "best" plan or course and the decisions and instruments needed to put it into effect.

The study should clarify the process and the nature of the plan to enable preparation of the proposals described below.

<u>Proposals</u>. The purpose of this part of the study is to advocate those actions which, based on past research and consistent with the Program and its objectives, can and should be taken before completion of the plan in 1965. These proposals may serve as concrete examples of the decisions that legislative bodies and private interests will be called upon to make in the Final Plan and Program period, giving these parties the opportunity to prepare themselves for such actions.



GOALS



Goals, as mentioned above, are the objectives toward which development should move. As such, they are the beginning of the planning process. To avoid wasteful wandering, we must know where we are going before we select our route.

Some say we should look at the goals that are implied by the development of the existing city and use them as guides. But, should we? The cities of America

were developed when most of the nation's people lived in rural areas. Since 1900 the United States has become an urban nation—most of the people now live in cities and towns with an ever—increasing proportion in major metropolitan centers. American lives have changed in fundamental ways as the standard of living has increased. But American cities have not changed proportionately. Do present cities reflect those things which individuals now value, or are the cities as they are in spite of individual values and goals?

How do urban change and the idea of goals apply to current urban problems? One such problem is traffic congestion. As mentioned previously, one way to relieve congestion would be to build more streets and highways (as we are doing). Another would be to use more efficient methods of movement such as rapid transit. A third way would be to diminish the need to travel by reorganizing the pattern of urban activity—the relationship of home to office or home to store.

Which way should be chosen? The least expensive solution? The easiest to put into effect? The one with the greatest social benefit? Hopefully, through the planning process, we could discover and select the solution that would encourage the best pattern of development—the pattern that would help to produce the environment which would most nearly reflect the sum of individuals' values.

Thus, we must start with the individuals' values—that is, the things that they feel are important. From there we state goals for urban development that reflect these values and then frame policies that will allow us to achieve these goals. Finally, we adopt ordinances, capital budgets, incentives to private enterprise, or other tools necessary to put the policies into effect.

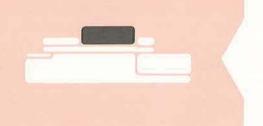
Obyiously, a great number of different values, some conflicting, exist in a metropolitan area of such size and complexity as ours. A widespread discussion of goals will be encouraged. A survey of attitudes and values will be made as part of the basic research program and will play a significant role in developing goals. At different stages in the Program an attempt will be made to compile sets of goals that can be used to develop increasingly precise alternatives.



MINNEAPOLIS STAR & TRIBUNE



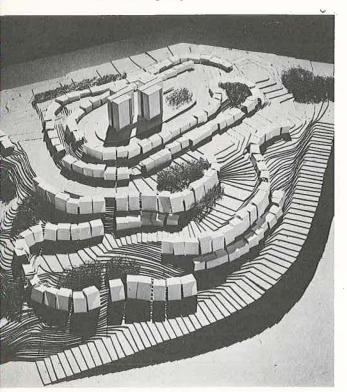
ALTERNATIVES

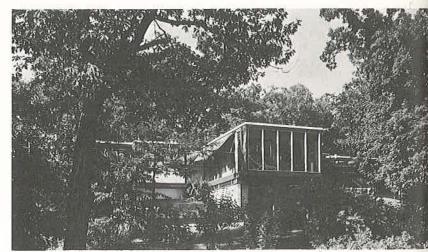


The term "alternatives" refers to the range of different policies or courses of action that could be pursued to achieve the goals mentioned previously. Although illustrated and interpreted through sketches, maps, charts, and text, it is the policy or course of action itself with which we are concerned. Because of this accent on policy, it is this phase of the Program and the next one that will require the greatest amount of public involvement and participation.

Why develop alternatives? In order to select a proper course of action, we must know the range of available choice. In Part I it was noted that each alternative should include a balance between the location of urban activities within the Metropolitan Area and the transportation system that each pattern requires.

To begin with, we will look at the consequences of continuing—for the next 20 to 40 years—present policies of land and transportation development. The current pattern of development is one in which there are two strong business centers and emerging subcenters in Midway and suburban areas spotted in a spread of





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housing development that diminishes in intensity as it moves outward from the two central cores. This pattern is combined with a transportation system dominated by the private automobile. Buses, the only form of mass movement, provide little service beyond the two central cities. Continuing the policies that produced this pattern requires an ever-increasing investment in street and highway facilities.

What other alternatives are there? There are several basic possibilities and an infinite number of variations. Actual alternatives to be developed cannot be stated precisely at this time because they will be shaped by the research done during the coming year. However, the general approach can be described.

Continuation of current land development and transportation policies to the year 2000 will be the central alternative. A second group of alternatives will be developed by retaining the present emphasis on auto movement and altering current land development policies to produce concentrations more compatible with automobiles. A third group of alternatives will be developed by retaining or increasing the emphasis on concentrated activity and serving this with an improved mass transit system—bus, rail, or other—and the automobile.

Each alternative, when fully developed, will include a set of policies designed to achieve the agreed-upon goals, and the means by which the policies would be put into effect. These will be illustrated graphically. The alternatives will be evaluated for all costs and benefits and compared so that a choice by the community may be made. The results will be published and used as described below.

No single plan can be all things to all people. By means of alternatives, however, the benefits or consequences of different sets of goals and policies may be displayed.



This is the point at which a choice will be made. The staff will consult with program committees and Metropolitan Area citizens. Meetings, seminars, workshops, and hearings will be held using the publications and supporting

materials developed above to obtain the views and opinions of the Community-atlarge. The consensus which emerges concerning the preferred course of action will become the basis for preparing the plan and the programs.



PLAN & PROGRAMS



The basic instrument for achieving the Joint Program objectives as defined in Part I is the Metropolitan Plan.

In this last phase the maps, policies, standards, and programs that constitute the plan will be prepared. The work will include drafting a final statement of goals, preparing policies and standards for development, projecting or forecasting land-use and travel patterns, developing the final transportation system and assigning traffic to it, and conducting cost-benefit analyses.



Separate coordinated development programs will be prepared, one for transportation and one for land development. These programs will spell out the actions needed to put the plan into effect. These actions would include state legislation, if needed; locally implemented legislation such as zoning, subdivision regulations, and other regulatory measures; capital improvement programming correlated with sound finance planning and capital budgeting; and use of existing

planning tools or new ones that may be suggested by the research. These programs would be designed for maximum achievement of public goals with minimum limits on the range of individual choice.

Just as the process of urban growth and change is continuous, so should be efforts to deal with problems posed by growth and change. The Joint Program is viewed as the beginning of a continuing relationship that, because of the knowledge and skills developed by the participants in these three years, will provide the basis for future coordinated action. This relationship between professionals producing the plan and community representatives who will carry it out—civic leaders, business and labor representatives, and governmental officials at all levels—is a constant and necessary one for progress.



MINNEAPOLIS STAR & TRIBUNE

This last stage—the action program to put the plan into effect—although it includes a role for the planner, is not primarily his responsibility. It is basically the task of the Community—at—large. The components of the plan that require governmental action will identify roles for all levels of government whose operations affect the Metropolitan Area—municipal, county, metropolitan, state, and federal. Actions would center in the following areas:

- 1. Adoption and use of the plan to provide policy guidance for development at the municipal, county, and metropolitan scales.
- 2. Adoption and application of the development standards recommended in the plan.

- 3. Preparation and adoption of regulatory measures such as zoning and subdivision regulation needed to implement the policy recommendation of the plan.
- 4. Financial planning with special emphasis on capital budgeting.
- 5. Intergovernmental cooperation to promote continued coordination of public and private development activities in accordance with the objectives of the plan.

This action, of course, can be stimulated by a continuous educational program by the participating agencies at the metropolitan level and within the local communities.

A goal of the Joint Program is to develop understanding and acceptance of a plan for the Area through continuous involvement of those who will have the responsibility and authority for implementing the plan's recommendation.

APPENDIX ELEMENTS OF THE PROGRAM

PROSPECTUS

BASIC RESEARCH

Land Use

Physical Facilities

Transportation Movement

Existing and Planned Transportation Facilities and Services

Attitudinal Surveys

The Economy

Population

Transportation and Development Economics and Finance Governmental Responsibilities, Powers, and Resources Social and Economic Factors and Urban Organization Transport Systems and Urban Organization

Detailed Physical Environment and Urban Organization

Factors Producing Change in Land Use

Factors Producing Change in Urban Movement

PRELIMINARY PROPOSALS

GOALS FOR URBAN DEVELOPMENT

DEVELOPMENT OF ALTERNATIVES

Development of Possible Alternative Metropolitan Patterns Evaluation of Alternative Metropolitan Patterns

SELECTION OF PREFERRED ALTERNATIVE

DEVELOPMENT OF PLAN & PROGRAMS

Detailed Plan Development

Program for Development and Operation of Transport System

Program for Implementing the Land Use Plan

Program for Continuing Joint Data Collection, Research and Planning by Participating Organizations.

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